Nelson Centres Study
strategic land use & planning assessment

PREPARED FOR NELSON COUNCIL – NOVEMBER 2012

URBACITY

content

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retail, centres & the basis of community

“Local leaders are elected and appointed to improve cities. Given the magnitude of the challenges that cities face, it is unlikely that all the desired improvements will happen immediately. Successful cities build a momentum by tackling priority projects that are aligned with an overall vision. Planning identifies pressing issues and available resources, and ensures that initiatives are not redundant or are going in different directions.” Urban Planning for City Leaders, UN – Habitat 2012.

Towns and villages should be places of high economic and social exchange and should sell the nation to the world. They should be places of elevated human endeavour and linger in the memory. They are cultural icons of time and place. As public living rooms they should embrace and elevate us. Towns are activity and fabric, but only the fabric has the potential to be timeless. It is in great fabric that activity can flourish and culture can grow. Without great fabric, towns are merely activity shells and lose meaning and soul.

Planning has typically prioritised retail activity in towns. This is because it creates repeat visits and activates streets and spaces. However retail on its own is a low level economic activity. In order for retail to act as a catalyst for wider economic activity it must inspire pedestrians to walk around the town. This is generally referred to as “functional amenity.” If retail sits in great fabric, there is a noticeable increase in social and economic performance. Physical and functional amenity leads to a greater sense of belonging and ownership within a community and translates to greater civic engagement, increased public health, reduced energy use and reduced levels of crime.

Towns and villages should facilitate employment and residential density as a consequence of a high quality urban condition created within the centre by urban structure and great buildings. Retail that faces away from the street in a centre reduces the economic and social role of centres. Unless communities wish to be low wage, high-commuting, mono-cultural sleeper suburbs, then high urban amenity in centres is a basic.

Great buildings that address and activate streets are the inspiration for density and mixed use in centres. Regulation in centres should primarily control buildings – not land use.

Analysis in this report was informed by urban and spatial analysis undertaken in a workshop in Nelson with Urbanismplus (www.urbanismplus.com), Nelson Council officers and an officer from Tasman District Council.

“It is difficult to design a space that will not attract people. What is remarkable is how often this has been accomplished.”
– William H Whyte

executive summary

This study evaluates centres performance and centre regulation in Nelson. It looks at the city centre as well as 21 other centres and commercial locations across the region. It utilises information contained within a jointly commissioned study for Nelson and Tasman Districts by Property Economics on retail and commercial activity as well as comprehensive research on the factors behind thriving cities.

Thriving cities always have a strategic plan for growth. Strategic plans require innovative regulation and a long term commitment across political cycles. This study seeks to establish the basis for a regulation regime that increases the economic, social, environmental and cultural performance of Nelson City. The study looks at all centres as well as other commercial locations across the city and provides recommendations for balanced growth and physical improvement.

Retail activity is a dynamic and growing resource. There will be new forms and new trends that will challenge Council planners and politicians in years to come. A key recommendation to manage retail in future is a citywide Plan Change for all retail activity. The justification for this Plan Change sits widely within the body of the report.

It is important for Council to prioritise retail activity in good buildings within mixed use centres as this is more effective in growing the economic and social resources of the city.

In our work across New Zealand it has become clear that District Plans require more effective methods than zoning and objective-based text in order to deliver the benefits of mixed use activity. Effective regulation requires a built form code that would substantially reduce the volume of the Plan and remove much of the uncertainty that exists between developers and regulation planners. The reliance should shift from good personnel to good Plan. Presently, planning regulation in Nelson has no ability to require good, relationship -forming buildings in its centres outside of 3 key streets in the city centre (Hardy, Trafalgar and Bridge).

There are no new centres proposed in the study, but a centre of some status is recommended within Tahunanui, off the main highway on Wakatu Trust land. This site represents a major opportunity for the city and landowner to create an integrated mixed use centre from scratch and build on the work done for Council by Boffa Miskell in 2004. The locality has the benefit of substantial amenity, which should be a trigger for density and diversity over the long term.

Nelson City has achieved a remarkable record of 1 new job for every new resident between 2001 and 2011. It is likely that this growth has come as a consequence of new arrivals living in Tasman and working in Nelson, as Tasman employment for the same period was 2.7 new residents per new job. The disparity is artificial as both districts operate as a single metropolitan area. Nevertheless the heritage and built form qualities of Nelson City are a strategic economic attractor for the region (and for Tasman) and offer a clue for centre and retail regulation. Centres and retail activity in Nelson should create a sense of place and value public infrastructure. This infrastructure is found mainly within the streets and public spaces of the wider city, which is owned by the people of Nelson and managed by their Council. The value of public infrastructure is enhanced by great buildings that provide cultural cues to the region, its landscape and its heritage. These urban cues are found within the City Centre but not in the wider region. This study proposes that future retail activity values and reinforces the role of public infrastructure by addressing streets in good, vertically proportioned buildings. If Council accepts the recommendations of this study, the industry will be required to deliver such buildings via a simple built form code.

There are many examples of city built form codes. Codes are designed to prioritise pedestrian activity over vehicular activity and public transport over private transport. These consultants were coauthors of the first such code in Australia for a town centre for 80,000 people (the Variation to the Territory Plan - Gungahlin). New Zealand has yet to write an effective code for its cities. Nelson can lead the nation by creating its first.

"Many cities that have had major successes in planning also have progressive legislation that ensures that plans are legally binding documents and include sanctions for non-compliance by residents and developers. A sound legal framework is indispensable for the implementation of plans."
- Urban Planning for City Leaders, UN - Habitat 2012.

1. INTRODUCTION

The purpose of this study is to:

a) Inform the Nelson Development Strategy (a proposed growth & development strategy for the city)

b) Inform the subsequent review of the District Plan

c) Inform specific plan changes arising out of the earlier Heart of Nelson Strategy.

1.2 Context

The Council has a Heart of Nelson Strategy (HONS). It was completed in 2009 and covers the central city (the City Centre (CBD) and the surrounding area). HONS identified a number of areas on the fringe of the City Centre for redevelopment, and some policy/regulatory changes. For example:

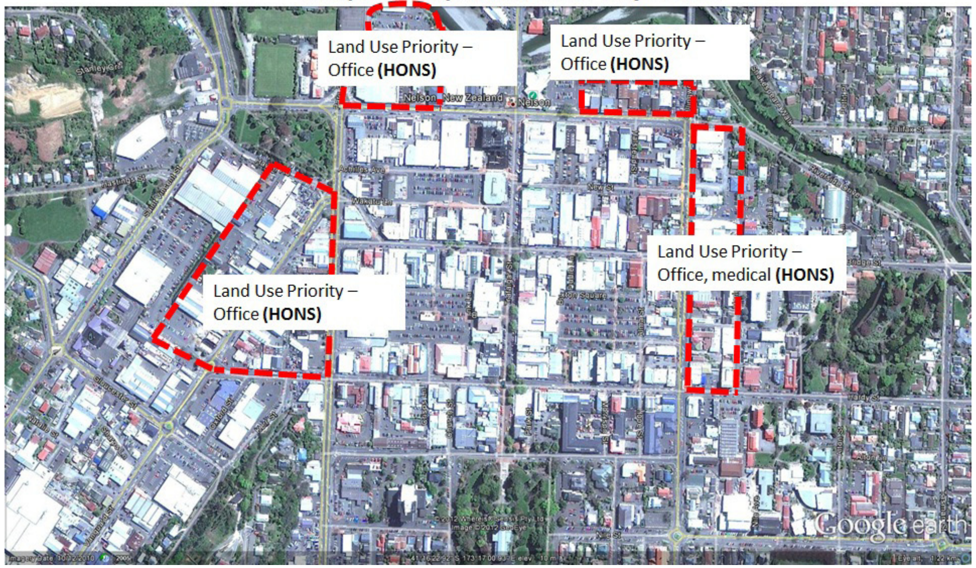
- In the western CBD transition area (running along Rutherford St and Vanguard St frontages from Gloucester St to Haven Rd) seek to accommodate good quality redevelopment into affordable and flexible office space with good landscaped settings (HONS D.7)
- Redevelop the northern CBD transition area (north of Halifax St, west of Trafalgar) into new economy, creative high end corporate uses which utilise the potential amenity provided by the Maitai River edge (HONS D.3)
- Amend NRMP to restrict new indoor malls within the central city to reinforce the outdoors identity of the area (HONS A.14)
- Develop an updated City Centre design guide, identifying and controlling the external design and appearance of new and redeveloped buildings on the streets and parking squares within the expanded City Centre (HONS A.4)
- Amend the Nelson Resource Management Plan (NRMP) to extend the locations where design controls apply (HONS A.4)

When considering expanding the Inner City Zone, Councillors sought assurance that the zoning changes and controls introduced to implement this will result in development to high standard, and that the vitality of the existing City Centre (i.e. main retail area) will not be adversely affected by dilution of activity. This concern is in a sense obvious when considering the context of the western transition area and the large retailers that adjoin it – as seen in Figure 1.

The purpose of the western transition area is not to establish a relationship with the large retail stores, but to offer a wider range of settings for business in an area that has different characteristics than those of the north and eastern edges of the city centre. The primary objective in the proposed zone expansion was for "affordable office space." However the CBD zone provisions are wide and allow retail. It is important therefore that a suite of controls are applied that prevent a focus that looks only at the requirements of the major stores and away from the current CBD. This study will recommend the appropriate means by which Council can manage retail activity in these zones based around land use priority and built form controls.

Figure 1. Inner City Expansion Zones – Growing City Centre Capacity

Proposed Expanded Inner City Zones



The Council is also embarking on a wider Nelson Development Strategy (NDS) which is a growth/development strategy for the entire city looking out 20-30 years. A key part of that strategy will be to define the future growth and roles of the various centres within the urban area, including the City Centre and its fringe, and other centres such as Tahunanui, Stoke, as well as minor neighbourhood centres, while also taking account of the role of Richmond within the Tasman District Council area.

Council has joined with Tasman District to commission Property Economics to undertake a regional view of retail activity and population dynamics. This allows for both Councils to have a common base of information on growth, existing retail structure and future potential. The Property Economics work forms an input into this study, where the regional dynamics of growth and the centres pattern will inform opportunities for the centres. This study will also evaluate the wider commercial dynamics of the city, of which centres are but one part.

1.3 The Brief

This study will assist Council to determine where, in what form, and in what way that retail and commercial activity should develop in Nelson District.

Specifically the study will:

1. Assess current role and status of existing centres, and any constraints to future growth.
2. Use information from Property Economics retail and commercial growth assessment, and knowledge from discussions with Council staff to evaluate future growth and roles for each centre (or any new centre(s)).
3. Develop a "high level" rationale for desired 'behaviour' of buildings in each centre (e.g. relationship to public realm).
4. For the HONS plan changes, provide specific advice as to the sort of zoning, rules, design controls and/or other controls, and the rationale to support this to feed into section 32 reporting and the Environment Court if necessary.
5. Consider large format retail (LFR) and future location, role and how this should 'behave'.
6. Develop a centres strategy (including LFR) with a clear and defensible rationale, which can form the basis of the NDS approach and NRMP changes, and be defensible through to Environment Court level if necessary.

There were also three locations within the wider city that are not centres but require some level of analysis to better manage or improve their roles. These locations were:

- Wakefield Quay
- The Marina
- Mitre 10 Mega

Wakefield Quay is wedged between port operations and the State Highway and bounded by a cliff face that defines the linear strip eventually opening out at Tahunanui. "The Marina" is located at the southern edge of the eastern marina peninsula. Mitre 10 Mega is a part of a yet to be completed Large Format Retail precinct on Quarantine Rd.

Figure 2. Centre Locations

Nelson Region Centres

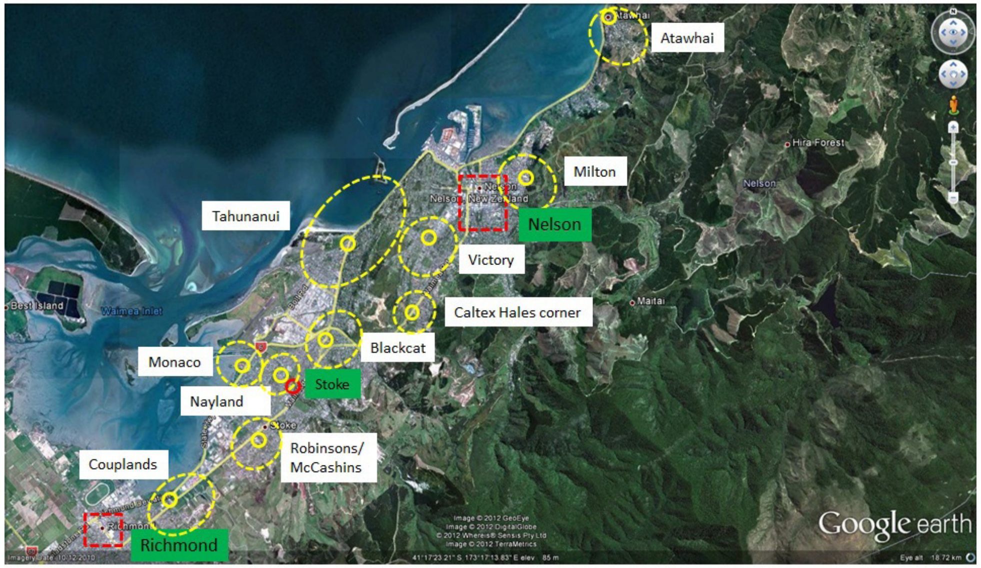


Figure 3. Other Locations

1.4 Centres Defined

At the basis of traditional centre definition is the notion of a community heart and soul, which is culturally valued by its constituents and is a place of civic pride and high economic and social exchange. This definition sits comfortably with Nelson city centre. In recent times a collection of retail stores, irrespective of their role, context and qualities is often classified as a centre. This has meant that the notion of centre has been confused with a single functional resource with no exterior physical associations and no wider cultural or community role. Given the differences in role and quality between such forms of centre they should not be given equal weight or priority in planning terms. Retail only "centres" are a utilitarian resource with no "heart or soul", poor physical exterior relationships and little or irrelevant[1] architectural merit. These "centres" are predominantly drive-to only and industrial in built form typology.

In Nelson such a "centre" is partially completed on the former Honda site (known as the Mitre10 Mega site) and a shopping mall variety of centre is found in Richmond. Ease of access for such centres typically includes locations near to regional arterials, plentiful car parking and shops that either face car parking or within enclosed private space (not the street). As a single use activity (with occasional ancillary activity) it is of lower scale economic value, and by design does not encourage relationships wider than site. The opportunity costs of single use activities are high as a different configuration within traditional centres housed within good buildings and addressing streets are catalysts to higher economic (and social) output as well as a range of other benefits, which are discussed later in this report. A part of this increase in economic output is due to agglomeration (clusters of businesses capitalising on economies of scale and wider networks), but a greater part is due to the combined effect of good buildings and active public realm. These factors result in an economic anchoring effect, where other businesses are attracted to a centre's urban and spatial qualities, resulting in an expansion of the centre's economic, cultural and social role. This is not a response that occurs in and around LFR or shopping malls. For that reason they are less valuable in economic, social, cultural or environmental terms to the city and should not be considered as centres or centre substitutes.

In RMA terms centres should be established to grow the social, cultural and economic capacity of a city within a framework of low environmental cost.

1 The basis of a building in town should be more than simply visual appeal. If a building simply addresses car parking then its ability to add to public realm quality or inspire surrounding uses is diminished or lost

If this growth is managed in a manner that also includes locally relevant architecture then cultural relevance and civic pride is added to the benefits. If the additions increase the capacity to undertake numerous activities on the same trip, then the environment is a major beneficiary.

There are a number of locations that do not fit with the wider definition of centre or that are centres in retail terms only.

Establishing the role of centres in economic, social, cultural and environmental terms means that land use is a subservient element in the regulatory structure. This is a different approach to conventional land use planning, where centres are graded on the basis of retail hierarchies and where retail activity becomes the dominant element in the centres rationale. To offset this problem, we suggest the following definition (or something similar) in the policy section of an amended NRMP.

The core basis for qualification as a centre is the desire and need to walk primarily within the public realm between a range of retail and other businesses and activities.

Centres are a collection of mixed use activity facilitated by buildings addressing streets. Smaller centres, where only a dairy and a few shops exist, are street based and usually surrounded by a minor mix of business and community uses as a consequence of proximity to and relationship with, the retail resource.

The city's ability to write innovative regulation tied to the objective of creating a better city with thriving centres or hubs of activity is at the essence of this study. This study will suggest where the city can go with a more inclusive and attractive city focused around its centres. However only the people of Nelson through their Council can deliver this outcome. The basis for regulatory change is in part consequent on the fact that retail development and buildings in centres managed by regulation in the past 80+ years in Nelson (and elsewhere in NZ) has not matched the quality evident in the centre of Nelson city.

"Cities are made of stones, rules and people."

Joan Clos, Executive Director, UN-Habitat.

2. THE CASE FOR BETTER CENTRES IN NELSON

2.1 Strategic Objectives – Economic, Social, Cultural, Environmental

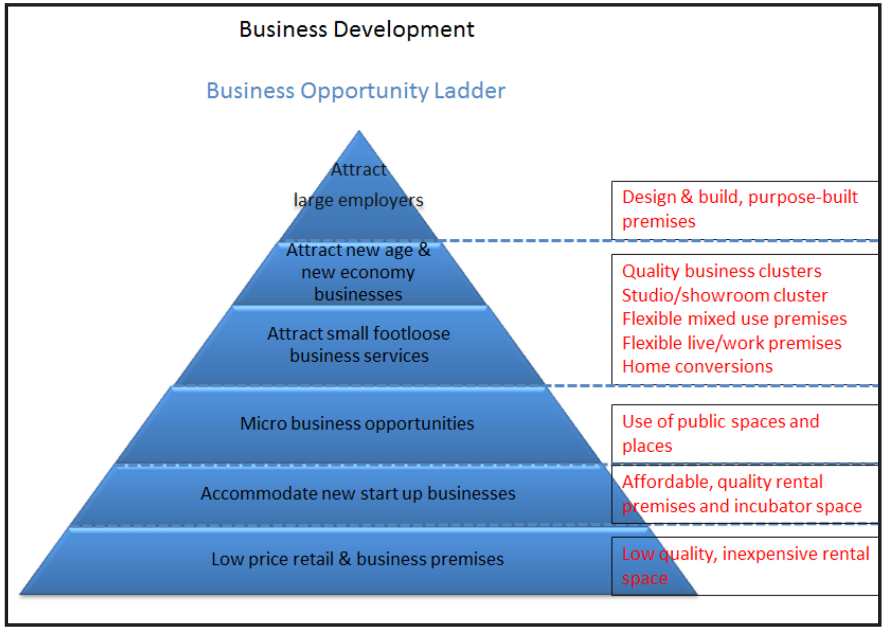
The basis of centre planning for a village or town is for planning to create the ideal settings for high economic, social, environmental and cultural performance. If zoning remains as a planning tool in centres then land use should be enabled in a manner that also improves levels of environmental, cultural, social and economic performance. This has particular relevance for retail, which of itself is a weak economic wealth element in centres (see diagrams opposite), but if delivered in good buildings can expand a town's cultural, social and economic role. This means that good buildings and quality public space should be the main focus of planning regulation. Town or village centres must have an economic and social relationship with their local catchment for daily activities and be more than simply a utilitarian resource.

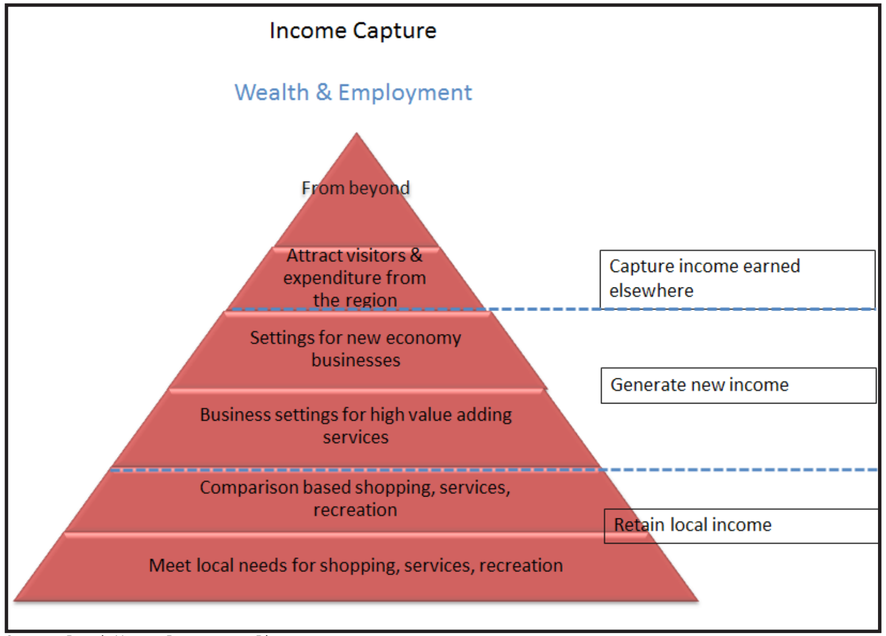
There is only one location in the retail environment of Nelson City that qualifies as a village centre. This centre is Stoke. However Tahunanui also has the ability to become a village. All other locations in Nelson are local retail stores or clusters of retail stores, . There are no centres outside of the City Centre that are visitor destinations on the basis of the quality of the experience or expressed another way, that are representations of the unique and place-based qualities of Nelson. The City Centre is the only place that qualifies in this respect.

The association between built form quality and cultural attachment to place or community pride is evident in references by Nelson residents (and Council staff) to the Sprig and Fern Tavern. The Milton Street Store and Milton Street Takeaway Cafe that form the main functional basis of the location are housed in average architecture (partly within a lean-to extension of an original house), with windows dominated by opaque advertising and only two doors to the street; however this is largely forgiven by the qualities of the adjacent Sprig & Fern and in particular its outdoor seating, which suits the setback building and establishes a strong relationship with the street. This is reinforced by the character of the older housing that frames Milton Street and the wider suburb (where houses are mostly pulled forward on the block), the ideal street dimensions that moderate traffic behaviour, and the dominant hill landscapes to the east.

These cumulative qualities in Milton are perhaps partly responsible for some of the other uses that have occurred around the location including:

- backpacker hostel





Source: Derek Kemp, Prosperous Places

- day spa
- hairdresser
- a limited number of small home based businesses

The point is not to suggest that every location or centre should have a Sprig & Fern but that the qualities and cultural relevance of the architecture and spaces, as well as the functional qualities of a location is an appropriate matter for regulation if Council wants these locations to become clusters of wider activity (centres or hubs) and a source of community pride and exchange. Such clusters occur as a consequence of a location being not only functionally relevant but also being spatially and physically attractive. Smart and high value "new economy" small businesses do not seek unattractive suburban environments. Regulating built form is therefore an appropriate economic strategy.

Council should require regulation that delivers higher economic, social, cultural and environmental performance across the city and in its centres. The reference points for retail activity in regulation should be wider than that of ideal industry models or competition policy, which is a narrow frame of reference that does not fully cover the term "economic". Council should consider redefining the term "economic" to include a wider frame of reference to **"net benefits to society as a whole"** (Nelson residents, environments and ecosystems). In our view this approach is more aligned with the principles of the Resource Management Act.

2.2 "Activity Centres" – Towns & Villages

In sprawling cities of developed countries that are dominated by the car, urban journeys can cost as much as 15% of GDP. This figure drops to 5-7% in cities where more than half of all journeys are made either by public transport, bicycle or on foot.[1] Developing a retail strategy based on drive time catchments or the ideal operating requirements of the retailers alone would therefore appear to be counter to good economic policy. Activity centres provide the basis for more than one activity to be undertaken on the same trip. It is important that this sustainability and economic measure is applied as a qualification in the definition of centres. Single use places (such as shopping malls or LFR centres) are not as sustainable or economically important as mixed use centres (Activity centres).

The amount of retail floorspace per capita appears has a positive correlation with vehicle kilometres travelled (vkts), with USA generating more shopping vkts than any other country.[2] This is largely as a consequence of retail needing to specialise in order to differentiate itself from the competition. USA has 4 square metres of floorspace per capita with 50% of this floorspace in malls (NZ has 2.5 square metres per capita of which less than 20% is in malls. Source ICSC, NY). Where retail activity is allowed to split from activity centres it will increase the amount of vehicle travel in a catchment.

The importance of active, retail streets in town centres is that they provides the inspiration for intensification and mixed use which promotes changes to travel behaviour by improving public transport use and reducing vkts:

1. In order to promote higher public transport use, intensification of land use is required in close proximity to transit stops; and
2. Retail stores facing streets inspires intensification and mixed use activity in centres. Intensification and levels of mixed use, are a major factor in generating transit trips and walking, and are heavily reliant on public domain quality (amenity).
3. Public domain quality in centres is a function of the relationship between retail stores or ground floor activity and the public domain.

Retail is therefore of high importance in the capacity of towns to intensify. However, if located away from streets and away from public space, then its ability to act in this way is diminished or lost. Poorly performing retail in towns as a consequence of competition from retail-only "centres" does not result in a high amenity setting within which the benefits described above can be delivered. Town centres rely on the vitality of the public realm in order to deliver the broader mixed use and intensification benefits that value the Council's investment in civic infrastructure. Competition on an unequal footing therefore undermines the range of values and benefits that can accrue from retail acting as a catalyst to wider economic and social framework within a centre. This is why regulating the land use and built form is both a positive economic strategy and an issue of equity.

If the Council wishes to satisfy a number of Nelson City policies with respect to public transport use, then it needs to regulate not only activity but built form in order to do so. Public transport does not work well in single use precincts with large car parks. Nor is access to public transport assisted by buildings set back from the street.

1 Mobility in Cities Database (50 world cities), International Association of Public Transport (UITP), Brussels.

2 USA 8,000 kms per annum, Australia 6,000, France 2,500 kms. Based on US Bureau of Transportation Statistics (National Household Travel Survey)2001; NSW Department of Transport & Infrastructure Household Travel Survey 2007; Kenworthy (Europe/France).

In many countries (with the notable exception of the USA), the primacy of centres is an important element of the planning regime. New Zealand in recent decades has taken a more effects based, case-by-case approach to centres planning. Using the legal system in this way and relying on "mitigating effects" as opposed to establishing a strategic framework for enhanced performance backed by rules results in "death by a thousand cuts" for centres. The regulatory emphasis should change from "mitigation" of negative effects to the most effective means by which to deliver on a series of linked strategic objectives (see Page 69). For centres, the purpose of Section 32 analysis should be to develop outcomes that positively contribute to the delivery of Council's strategic objectives across all categories. These long term strategic objectives are needed for effective centres regulation.

A nexus exists between well performing urban areas, where interaction and community transactions are at optimum, and health and happiness.[3] Stand alone shopping malls or LFR centres are not urban and have less ability to provide for the wellbeing of people and communities. They can also undermine town and village centres, if inappropriately conceived and located.

Town and village centres are at the nexus of community contact and exchange. Good places generate a variety of benefits including a more active and vibrant public realm, greater investment return over the life cycle of a project, more efficient movement patterns, less crime[4] and increased workforce productivity. A consequence of well performing places is improved health and welfare, less social exclusion, reduced maintenance costs and cash savings for the public purse.[5] Social activity occurs as a consequence of people moving about in the same space. The more time people spend outdoors, the more frequently they meet and the more they talk.[6] Centres are the most important places for such meetings

Centres are also important places for employment concentration, which improves the performance of public transport and reduces vehicle trips and kilometres travelled. A study undertaken by these consultants shows that the built form of a centre has an influence on the capacity of the centre to attract employment (see Chapter 2.5).

3 Stewart Wolf MD, "The Roseto Story, an Anatomy of Health"; University of Oklahoma Press 1979

4 Steve Thorn, City of Gosnells, WA. "Designing Out Crime" 2001. This study established a causal link between good and bad urban design, and crime, using space syntax analysis and statistics of the geography of 20,000 crimes in the city. See also Gerde Wekerle & Carolyn Whitzman, "Safe Cities: Guidelines for Planning, Design, and Management." USA 1998

5 CABE (UK) "The Value of Urban Design" 2000

6 Jan Gehl et al Melbourne University, "The Interface Between Public and Private Territories in Residential Areas" Mel bourne, 1976

2.3 The Role of Corridors

Citywide economic influences are in part created by the movement network. Typically towns and cities were formed at the junctions of these networks. However due to high relative levels of movement the networks themselves have an inherent economic capacity that is an important component of the performance of a city. Corridors are the source of high levels of employment, and often double up as a major part of the public transport network. To ignore their wider potential in term of employment capacity, pedestrian comfort and their public transport role in favour of private motor vehicle access is to reduce their economic capacity. Corridors also need regulations that recognise their multiplicity of roles and considers local conditions. Objectives for corridors should include:

1. Ability to improve public transport use and performance.
2. Ability to improve the urban condition of the corridors by improving the visual quality of the environment.
3. Ability to increase levels of walking through improved building design and location.
4. Ability to increase the diversity and intensity of business in the corridors (see Derek Kemp's graphs on Page 8).
5. Ability to improve the overall value of business in the corridors (& the city ie not simply to allow existing businesses to escape to the corridors).
6. Ability to deal with vehicular conflict (consolidate entrances etc).
7. Ability to maintain the integrity of the regional movement network.

Corridors can provide a stronger base for employment and housing density within the city if they are seen as an integrated part of the business and public transport network. In the past, the dominance of transport based disciplines in the corridors has resulted in a single responsive environment related to the efficiency of movement of vehicles and a poor urban outcome (strip development). Auckland City undertook a more integrated view of its corridors in its "Liveable Arterials" work in 2007, where Council recognised the wider economic potential of arterials and provided for place-response traffic, urban design and land use management mechanisms along each corridor to take into account local conditions, opportunities and strategic objectives. If public transport is a feature of any corridor it should be as dense as possible as this reduces the level of "dead running" of buses. Corridors should not be as friction free as possible if public transport is to deliver a greater mode share. Questions around the potential Southern Link also raise mode share issues and whether bus lanes could offset some demand for such an expensive and potentially high impact solution.

In our work for the Department of Sustainability and Environment in Victoria on the Melbourne 2030 Growth Strategy, we found that around 30% of the employment in the older parts of Melbourne existed in the corridors. The corridors are an important component of the economic picture of the city and can also assist with the city's retail opportunity.

Over 11,000 employees in Nelson City (over 40%) are not found in centres, industrial estates or the Port. Around 2,000 of this number are employed in schools and health care outside of centres and if Nelson has the same home based employment percentage as New Zealand, then another 2,500 odd will work from home. This means that between 6,000 and 7,000 of the Nelson workforce (around 25%) is likely to be found in or around the major corridors. This figure is in line with percentages we have found in other cities such as Melbourne.

However this employment sector tends to be located in poor physical or industrial-style environments and set back from the street. There is little to no basis in economic terms for these environments not to be improved by requiring these activities to improve amenity, public transport use and encourage diversity and intensification. Less than a century ago such activities would be housed in simple but elegant buildings that addressed streets. There also may be a case for considering the corridors as possible locations for bulky goods retail (either as an subsequent option or once existing & proposed sites in Mitre 10 Mega and RWDA are used up).

Auckland is a salutary lesson of what not to do in centres and corridors planning. Because no association was made between land use and built form in Auckland, and as the wider employment and public transport roles of the corridors were not integrated into the debate, the corridors became de facto "strip centres". Corridors were seen as an ideal escape as the retail industry was able to develop its car-based formats in a manner that was not as easy within centres. Centres were seen as too restrictive, but almost no restrictions existed in the corridors. The obvious consequence is a gradual decanting of town or village life to the corridor retail strips where no economic catalyst role is possible. This is the American tradition, driven by retail market forces and not by good city economics. Such an outcome is a car-dependent and placeless diaspora of unrelated and uncoordinated activity.

Corridors can be ideal locations for intensification, diversity and employment that support public transport use, if they are controlled in a manner that improves the value of the streets along which they sit. Substantial retail facilities, above all other uses in corridors have the potential to diminish the economic capacity of the corridors and centres if allowed to develop in a manner that does not meet the seven preconditions on page 10. There is a basis for retail in corridors but it must not only be subject to these tests but also be delivered under the same built form conditions as if it were in a centre. These issue are dealt with in more detail in Section 5 in relation to large box stores and a proposed citywide obligation for all retail development, which delivers an equitable and centre-supportive outcome in relation to retail activity.

2.4 The Role of Retail

If the people of Nelson want better centres and improved performance across all categories of human exchange then both the functional and physical aspects of retail have a higher service obligation than their current custom. In order to generate higher performing centres regulation will require retail to not only activate public space but also positively contribute to amenity by delivering architecture that creates streetscape as a consequence of buildings working together. The regulations that can deliver on these outcomes outside of the City Centre are currently missing from the Nelson RMP and supporting instruments. Council needs a centres as well as retail-specific "Design Code" that requires both activity and buildings to work in harmony to vastly improve the performance of the communities they are tasked to serve. The main public space in all centres is the street, and built form quality, visual richness, (and spatial intimacy) determines the amenity of the street.

We propose that the basis for regulation is to take the land use (in this case retail) and apply a universal/citywide requirement in terms of its behaviour both in siting (must address a street and be entered from the street) and its built form quality (pedestrian scale). Such a requirement already exists within the City Centre, so not applying the requirement outside of the City Centre could encourage City Centre retail to depart and for new entrants to look outside of it. This is an equity issue as it disadvantages the city centre, which should be the first choice for retailers.

Performance objectives for centres are more effectively managed through a designated Council Built Form Code. This means that buildings in centres need to work together as "townscape or streetscape" gathered around and along a town's streets. Out of centre (where allowed) the principle of equity should apply. Retail must also be required to address streets.

When a street becomes the link between places in a town the dynamics of movement and the location of town anchors creates a range of settings for retail businesses. This means that parts of the town are "hot" and the tenants pay high rent and parts of the town are not and the tenants pay lower rent. As the rental spectrum widens the range of retail businesses goes up as business entry points become more numerous. The dynamism of the street therefore encourages incubator or formation businesses that are the basis of all healthy economic systems. Such opportunities are not available in shopping malls, where chains and high rent stores are the norm and where by design there is little variance in the movement dynamics that would create low-rent "flat spots".

A community has two environments to read when it visits a centre.

1. The functional environment.
2. The physical environment.

The functional environment is the land use component in a centre, or what we do when we get there. The dominance of the functional environment in development has grown out of an over-reliance on zoning or land use regulation and is in part reflected in the dominance of functional retail descriptors for types of shopping centres. These retail descriptions are based on function and say nothing of the social, physical, cultural and environmental role of centres. As important for communities are the physical and spatial qualities of these centres. If these qualities are high, then centres perform a social and community function that is outside of their retail role. Typically when these "softer" functions are evident the centre attracts more than just retail activity and the economic role of the centre expands to include a broad range of employment categories. The centre then becomes more efficient in terms of its role to the community (the basis for the creation of centres).

The physical environment is represented in the buildings and spaces of the centre. If the physical environment is poor then the ease by which we do things i.e. the functional environment, becomes relatively more important. This means that in a poor physical environment where the qualities of place are missing we will not linger but undertake our functional tasks and leave. If the physical environment is attractive then we are more likely to accept distant car parking, high levels of traffic, inclement weather and other distractions not found in controlled functional environments such as malls. People will "trade off" functional convenience if the physical environment positively adds to their experience. Expressed relatively, this is the difference between the ease of doing something and the joy of doing something.

The physical environment is an important issue in terms of "place," or cultural connection to place. The cultural connection is only possible as a consequence of the relationship between people, public space, buildings (architecture), art and landscape. If one or more of these factors are missing then cultural relevance is also missing.

The functional environment bias in planning is heavily reinforced by the banking and finance industry, which streams and classifies investments according to land use. There is no "mixed use" or "town centre" investment vehicle in Australasia, as all development is classified as "retail, commercial and industrial, or residential and retirement." This means that the funding risk increases for any developer who sees benefits in operating outside this framework. The planning profession is gradually increasing regulatory controls that push the development industry in this direction, however to date the institutions have successfully avoided following. In looking at long term land values aligned with robust and adaptable buildings, there does appear to be financial benefit reasons for preferring town centre investment to single use investment. However this means that regulation, not the market is needed to change the way the industry behaves. This is an important issue for Council as it will need to consider the legal implications of any strategic, outcome based, rule change to the planning system. Such a change will inevitably be challenged by the conventional retail developers and major tenants.

2.5 Employment

Retail has the major role in facilitating diversity and intensity in centres. It can only perform this role if it acts in a manner that activates the public realm. The best town centres are economic and cultural powerhouses with high levels of mixed use. The basis of high economic performance of these centres is a function of land use diversity and intensity. Diversity and intensity are contingent on the quality of the public realm, which is a function of the way buildings interact with public space, and architectural quality. Where the buildings prioritise private space, public space quality is the cost. When streets or spaces in a centre are active and vibrant, additional activity or demand for additional activity is created.

To demonstrate the role of retail, we provide a summary of the average employment performance of all of Perth's 63 centres. Studies undertaken by Urbacity for all centres in Perth (using Ministry for Planning Employment data on employment by ANZSIC type) separated centres into three built form typologies:

1. Traditional towns (shops facing streets)
2. Mall-dominated towns (where the mall dominated the shops in the street)
3. Malls (internal retail, poor or no retail in surrounding streets).

Jobs performance was as follows:

- Traditional town centres provided an average of 2,747 jobs (18 centres).
- Mall-dominated centres provided an average of 2,403 jobs (19 centres).
- Mall centres provided an average of 646 jobs (25 centres).

The State planning hierarchy defines 63% of Mall-dominated centres as "regional centres" - being at the top of the planning hierarchy and a priority for State infrastructure spending. Only 24% of Traditional towns were regional centres. This means that smaller centres, where retail faced the street, were delivering more jobs than larger centres with a mall.

Active streets, facilitated by retail shops facing streets inspire a broader and more intensive mix of economic activity measured by the range, number and mix of employment. The jobs mix widened in traditional centres when compared with centres with a mall.

- Traditional towns: For every 2 retail jobs in a Traditional town there were 5 non retail jobs.
- Mall-dominated: For every 2 retail jobs in a Mall-dominated centre there were 2.2 non retail jobs.
- Malls: For every 2 retail jobs in a Mall there was 1 non retail job either within the mall or just outside of it.

Active and vital streets occur due to the relationship between buildings and the ground floor use of these buildings and the public realm. This results in a desire for non-retail businesses to locate in a centre. Inactive streets where the retail is secondary to uses that are either located behind car parking or within an internal mall (i.e. located away from the street) results in a less active and vital public realm. The ability of a town to grow its economic base is in part a function of the performance of street-based retail.

Intensity and diversity of use are major factors in improved economic and environmental performance. Intensive and diverse town centres create the economic condition known as "agglomeration", in which density of employment is positively associated with enhanced economic performance. The important point in economic performance terms is that retail that serves local communities is at the lowest point of all economic activity in centres. Therefore it, like all centre activities should be regulated so as to act as a catalyst to higher economic output. Our research shows that diversity and intensity (higher economic performance) does not occur unless public realm amenity is high.

2.6 Environmental Performance

Traditional European centres are referred to as cities, towns, villages and their functional roles are a consequence of a nexus between their size and their form. Villages that serve a local market often have little dedicated parking for the "convenience" role they provide. This changes the retail supply environment from one that is bulk and price based to one that is niche and quality based. This change in product focus is necessary in order to inspire the increased effort required to walk from the more distant car. As a consequence it appears that the volume of consumption goes down and the quality of consumption goes up. Some of the effects of this structural difference can be seen in obesity statistics comparisons between European countries and "Americanised" countries such as USA, Australia and New Zealand and can also be seen in consumption data by nation. New Zealanders are estimated to waste $2 billion worth of food per annum[7], partly due to over-spending on poor quality food.

The amount of retail competition is not a direct expression of economic efficiency. Specialisation of retail (into different centre types where it becomes difficult to buy all you need at one place) has caused this increased vkt load resulting in increased fuel costs per household, increased CO_2 emissions, increased pollution, reduced public transport use and reduced economic output as a consequence of reduced levels of agglomeration (see Chapter 2.2). This effect can be seen in part in New Zealand where the furniture and furnishings and appliance stores that were once a staple of CBDs have escaped to remote locations. This means that additional vehicle trips are required for such activity. USA exhibits the most obvious representation of this segmentation but New Zealand is following with LFR centres (called "power centres" in USA), outlet centres (Dress for Less is a NZ example), and the consolidation of department stores to a more narrow merchandise focus on fashion and accessories.

A consequence of the "race to the bottom" to deliver the cheapest food and grocery items to the shopper is efficiencies of scale. This has resulted in a gradual loss of diversity in the grocery retail business sector with the retail supply market now dominated by two retailers- Progressive Enterprises (a subsidiary of Woolworths Australia) and Foodstuffs. With this dominance comes an ability for the two operators to have extensive purchasing power/control over suppliers, who have also become larger. This has resulted in "big food" dealing with "big food" at the retail sale and supply ends of the chain. The efficiency at the retail end does not generally occur in the absence of supply-

7 Unlike Australia, NZ does not collect data on food waste. This is based on landfill & other data from Statistics NZ and using Australian average food waste per capita figures to generate the estimate (The Australia Institute - Food Waste Survey 2009).

end efficiencies. The price pressure of the supermarkets has in part contributed to the need for the producers to adopt industrialised farming techniques. This "high input" farming is at the opposite end of the "low input" scale of organic farming and by definition is not as environmentally friendly to the land or the food consumer. This type of farming has also resulted on occasion in poor ecosystem and environmental management, with downstream effects in terms of water quality and public health impacts in terms of residues.

This discussion may seem to be well removed from the role of centres and resource management. However any planning system should establish the means by which communities can improve their economic, social, cultural and environmental performance. One such mechanism may include an increased level of access to locally produced and seasonal (fresh) food – as this would appear to be a means of increasing both public health and a cultural association with the resources of the district. Considering resource management mechanisms for implementation fits well with Nelson Council's **2060 Framing Our Future Vision** statement.

"People-centred urban development is thoughtfully managed to realise a compact, mixed use city that has strong local centres, with development along the main public transport arteries. Preference is given to development of existing urban areas over further growth on the city's outskirts. Thriving local community centres are empowered by their strong sense of inter connectedness, and by Nelson's commitment to localised renewable energy technologies, underpinned by our solar opportunity. An affordable range of well designed housing is built around community gardens; primary food production for and by local communities is a part of life, as is respectful resource use focused on reduced consumption and a culture which chooses not to create waste."

In terms of the relevance of centres, the following statement from Nelson 2060 also suggests a need to better connect the regional and local food production system to the retail delivery system, and centre regulation is an obvious method to tie the two together.

"We rely firstly on our own unique strengths and capabilities and we continue to plan effectively to secure our desired future. Our resilience brings us tangible benefits: preferences of cycling and walking enhance and enable the people-connections we highly value; consuming healthy, locally grown produce, and our active lifestyle, has contributed to the vast reduction in lifestyle related diseases; our choice to move to renewable fuels has helped to ensure that we are living well within our environmental limits."

Council could support farm gate efforts as a component of a more formal approach to bringing local food to the urban environment, tied to Nelson 2060. These consultants have some experience in changing visitation patterns to centres through the targeted management of a new retail offer. To create a new retail environment for food at this strategic level it will require a sequential development program that allows for evolution from farm gate to town.

This approach could be formalised as a part of centres policy, public health policy and environmental policy and would obvious bring resilience and self-sustainability benefits to the Nelson economy. To be effective such an approach would need Council to commit resources to it so as to identify and grow the relationships between rural (food resource) and the urban city. Given the dominance of the two supermarket retailers in the food system in New Zealand any growth in Nelson of regional and local food vending is more likely to grow out of farm gate or Farmers Market businesses than start up stores formally tied to centres. Nevertheless, it does raise the question as to whether some effort might be expended to determine how extensive this resource might be. Once this has been done then planning can decide whether it prefers a formal method of working local food into a consolidated location or simply allowing it to pepper pot wherever it chooses (current outcome).

Given that stores selling local food are inherently finer grained than the supermarkets and also promote different spending and visitation patterns as well as wider associations with place, it could be an effective cultural policy and a widely regarded feature of a future visit to Nelson. This local connection to food culture and local food production is a feature of much of continental Europe, where supermarkets are often found on stand alone sites outside of the centres in part because they are not seen as a part of the culture of the local food system and therefore sit outside of it[8]. In this respect there is a complicated issue about the supermarket as the anchor for a town or village, which is a food culture and public health issue. There is a growing body of research that suggests that making the supermarket the primary food resource in a community increases levels of obesity.[9] There may even be a public health basis for the separation of supermarkets from centres if it meaningfully changes the type of food we purchase and the way we shop.[10] It is not suggested that Council should exclude supermarkets from centres, rather that they need to be seen in a wider context. If a more specialised but complete food retail environment can be delivered through

8 The other reason is the difficulty of accommodating such stores physically into the fine grain fabric of old villages.

9 Chaix B, Bean K, Daniel M, Zenk SN, Kestens Y, et al. (2012) "Associations of Supermarket Characteristics with Weight Status & Body Fat: A Multilevel Analysis of Individuals within Supermarkets (RECORD Study)"; Plus One. Also Urbacity research has shown a marked obesity difference between New York (18%) and Greenwich Village (9%) residents and the USA average (31%). There are no drive-to supermarkets in NY or Greenwich Village, just specialised food stores.

10 Shopping at a bulk food store using a car may be a part of the food waste story as well as the obesity story.

smaller stores, then there may be a benefit in taking this path rather than blindly accepting the supermarket model as a centre anchor. In Nelson, this is likely an academic issue as no new centres are proposed by Property Economics or within this study.

Within the domain of planning, basic elements of a community's public health relate to safety, food quality and exercise. Integrated management of resources across the city will have the effect of improving public health through facilitating a healthy suburban environment around centres or focal points of local access. A focus on the quality of the built form with buildings addressing streets has a benefit of improving public health as a consequence of improved security and amenity, which amongst other things increases levels of walking and civic pride (sense of place and ownership). This fits with the notion of community hubs, again quoting the Nelson 2060 Strategy.

"Community hubs across the district are lively gathering places that hum with pride in "our place" and a sense of belonging."

Community hubs are a consequence of a shared association with others. Hubs can form around sport, work, schools and centres. Centres are one of the cornerstones of social exchange. However Nelson has few of these where there exists a natural fit between the climate, the culture and the functional role of the place, resulting in a place that imbues a "sense of belonging". The majority of retail locations across the city have weak associations with place. The composition of the city as "city" and "suburb" has not resulted in the formation of a highly walkable middle density places called villages. Such places can be seen in Auckland & Wellington but are mostly missing from much of New Zealand. Most retail "centres" do not provide enough critical mass of activity to encourage levels of social exchange other than incidental associations with local retailers and generally sit in a suburban environment that is car dominated. Outside of the CBD only Stoke and Tahunanui could develop into more effective village size "hubs" for the community.

Settings for centres should look wider than narrow market competition policy for retail stores. Retail is so fundamental to all aspects of community life that to merely see it in terms of price-only competition is to undervalue its role. Retail can be a means by which Nelson can perform better across all cultural, economic, environmental and social boundaries, if it is managed in a way that requires it to look outward.

In centre terms, the quality of the physical or spatial environment is influenced by all factors that are present in a centre. They include:

- Accessibility to and from the centre (incl ease of parking)
- The volume, speed and characteristics of traffic in the centre
- The level and presence of trucks and buses
- The presence of blank walls
- The weather (hot, cold, rain, wind)
- The width of the footpath (too wide, not wide enough)
- Quality of retailers & businesses
- The presence of people you know & don't know
- Spatial continuity & containment
- Functional continuity
- Visual richness
- Building texture & materials
- The presence of heritage buildings and spaces
- The presence of art
- The presence of blank walls and service docks
- Design responsiveness to climate and the natural environment
- A sense of connection to local culture
- Stronger vertical built proportions than horizontal
- Human-scaled buildings and spaces
- Expression of the local geology
- Relationship to topography

These factors together influence social, economic, cultural and environmental performance and should be an integral part of centre planning. These factors apply in a positive way to only one centre in Nelson - Nelson City Centre.

Planning has typically seen the management of a city centre as being different to that of centres in the suburbs. With some exceptions the management of retail development in Nelson CBD has generally respected the urban and street focused qualities of the City Centre. However, such a view should be universal for all centres as this would encourage development to not only deliver the resource but also improve the urban and spatial qualities of the wider city. This would in turn inspire a positive change in community and development responses. The following diagram shows how a land use only approach generates a different contextual response than an approach that seeks to integrate land use with built form.

The first image is a Google Earth view of The Palms shopping centre in Christchurch. This development style, where the public street is relegated to the task of delivering cars to shopping centre car parks and heavy vehicles to shopping centre service docks results in a loss of:

- Value of surrounding sites
- Amenity of surrounding sites
- Ability of surrounding sites to complement and expand the economic and social base of the centre.

Figure 4. Design Influence on Land Use Economics

The resultant environment around this shopping centre is non-responsive, which is an economic and social opportunity cost as well as a poor urban and land value condition for the housing that surrounds it. This means that any housing density response based on amenity and proximity to a centre is lost as no one would prefer to live near to such an environment. The demand for housing density is positively correlated with amenity – which is not a feature of this outcome. The result in planning terms is a car-dependent land use with no walkable relationships, a poor public realm and no wider inspiration for mixed use, great buildings, civic engagement or community pride.

The images of the edges demonstrate the level to which built form influences amenity and the land use response (or lack of in this case). It could be argued that the design response has stolen value from surrounding sites, not only in opportunity cost terms but in absolute terms.

Note: The retirement home to the east was developed years before the shopping centre.

2.7 Sustainability, Public Health, Intellectual & Social Networks

Universal definitions of the principle of sustainability have three core elements; social, ecological and economical[11].

Centres are important contributors to the health and wellbeing of communities and to sustainability. They provide places of social support and, if well designed and encourage lingering, allow the formation of social networks[12] that have been shown to generate economic and health spin off benefits[13]. They are the places where we buy our food, work, meet people and occasionally play. They are so fundamental to community and intellectual[14] life yet we have regulated them with a light touch, managing activity but not requiring development to be socially or culturally relevant. We have controlled land use; a control that gives us no ability to underwrite, create or manage social or cultural values despite the proven economic benefit that these values bring to centres. We are not regulating centres to get them. In Nelson City Centre the Council has regulated so as not to lose them.

Communities should have the ability to determine the values that they want from their built environment and in particular their public meeting places – the most important of which is the town or village centre. These values are not found in car friendly design, but in pedestrian friendly design (see Figure 6). Spatial intimacy and continuity along with visual complexity are essential elements in creating the environment for walking and it is these aspects that deliver social and cultural rel-

11 The World Conservation Union 2006, *"The Future of Sustainability: Re-thinking Environment and Development in the 21st Century"*
12 Putnam & Feldstein 2003, *"Better Together"* Simon & Schuster
13 Edward Glaeser 2011 *"Triumph of the City"* Macmillan
14 Nahapiet, J. and Ghoshal, S. (1998) *"Social Capital, Intellectual Capital and the Organizational Advantage"*, Academy of Management Review, 23,2, 242-266.

evance. A simple requirement for improved built form would be effective in improving the social and economic capacity of Nelson centres and locations.

Car-friendly design of centres is a public health issue[15] as increased time spent in the motor car is positively correlated with increased obesity. Furthermore, increased public transport use (which is a function of the ability to mix and intensity uses) results in reduced levels of obesity[16]. A dispersed pattern of activity, where retail provides no ability to intensify and broaden the economic mix results in a less efficient economic system, a weakened public transport network and increased vkts[17]. This is an issue in terms of places such as Mitre10 Mega, where the development outcomes have no basis by which to deliver a sense of place, diversity and intensity of use, or a public transport supportive outcome. On that basis it cannot deliver the range of benefits of an integrated, well designed, mixed use centre and cannot therefore be as important as a city or community asset.

In defining quality of life, universal is an acceptance that it is a state of social wellbeing[18] and is influenced by the satisfaction that a person receives from surrounding human and physical conditions. Recent reviews of available literature on the subject[19] suggest that high human capital workers seek quality of life locations with an *"orderly and aesthetically pleasing urban landscape"*. This suggests a nexus between economic performance and built form regulation to deliver and maintain such places (as has happened in Nelson City Centre). This may in part explain the employment performance of Nelson City between 2000 and 2011 (see Chapter 5).

Regulation of built form is at the least an economic issue as it influences behaviour and the way people use centres. Great built form tied to cultural relevance (and artistic endeavour) is also a key factor in attracting high value employment. Conventional economic strategies are typically tied to jobs creation but this is only one part of the picture. High value employees are more interested in having a "life" and the job is merely one part of that story. The "life" aspect is culture based and requires democratic elements such a tolerance and diversity. Creative music, theatre and visual art are an important part of "life" for the creative individual, which is why nightclubs with live music (for instance) are important to an economic strategy, despite some of the negative impacts on Nelson City Centre. An appropriate economic strategy would include the ability to reinforce and secure the quality environment in and around these clubs, including adjusting the character of the street to reinforce and complement the activity, not marginalise it.

15 Frank L et al. 2004 *"Obesity Relationships with Community Design, Physical Activity & Time Spent in Cars"* American Journal of Preventative Medicine.

16 Litman, T, 2010. *"Evaluating Public Transportation Health Benefits"*, Victoria Transport Policy Institute, British Columbia, and; Frank LD, Andresen MA, Schmid TL. 2004 *"Obesity relationships with community design, physical activity, and time spent in cars."* Am J Prev Med;27:87-96.

17 Lopez-Zetina, J; Lee, H; Friis, R. 2006, *"The link between obesity and the built environment. Evidence from an ecological analysis of obesity and vehicle miles of travel in California."* Health and Place, 12:656-664.

18 Pacione M 2005. *Urban Geography: A Global Perspective.* Routledge NY

19 Mulligan G, Carruthers J and Cahill M (2004) *Urban Quality of life and public policy. A survey.* Emerald Group pp729-802

Regulation for town or city should not be an after-the-fact mitigation of ill-designed buildings. Buildings should be spatially and intimately connected to each other across and along the public realm and not merely master planned buildings isolated by space and car parks.

In terms of Councils' core responsibilities for in facilitating sustainable centres, the design objectives are:

1. The ability of a design proposition to switch on higher economic output as a **consequence** of the design[20]. A function of this ability is the created desire for people to linger, meet, undertake intellectual, social and economic exchange in buildings that have a direct relationship with the public realm.
2. The ability of a design proposition to provide a cultural connection to place[21].
3. The ability to design space for the car as an organisational element that is subservient to that for the pedestrian.

2.8 Retail Hierarchy

The recent Property Economics report (Nelson/Tasman Retail Assessment September 2012) establishes the extent of retail cover in the wider districts of Nelson and Tasman. Nelson operates in a wider competitive framework that includes Tasman District and to a minor extent the major regional cities of New Zealand.

In retail-only terms the hierarchy in the wider Nelson area that is most relevant to Nelson City Council residents is:

- Nelson City Centre
- Richmond
- Stoke

20 See Section 2.3

21 The notion of architectural "style" not the target in this objective, rather the intent is for built form to create a place where people want to walk to and around, linger - creating a social & intellectual nexus with culture.

- Tahunanui
- A wide range of small retail locations

Most smaller retail locations within Nelson are "top up" locations for retail goods and services. Nelson has one city centre and one village centre at Stoke, which are also the locations of the city's major supermarkets. Tahunanui has the possibility of a wider role subject to an appropriate development outcome with the Ocean Lodge land.

2.9 Urban Design, Diversity & Density

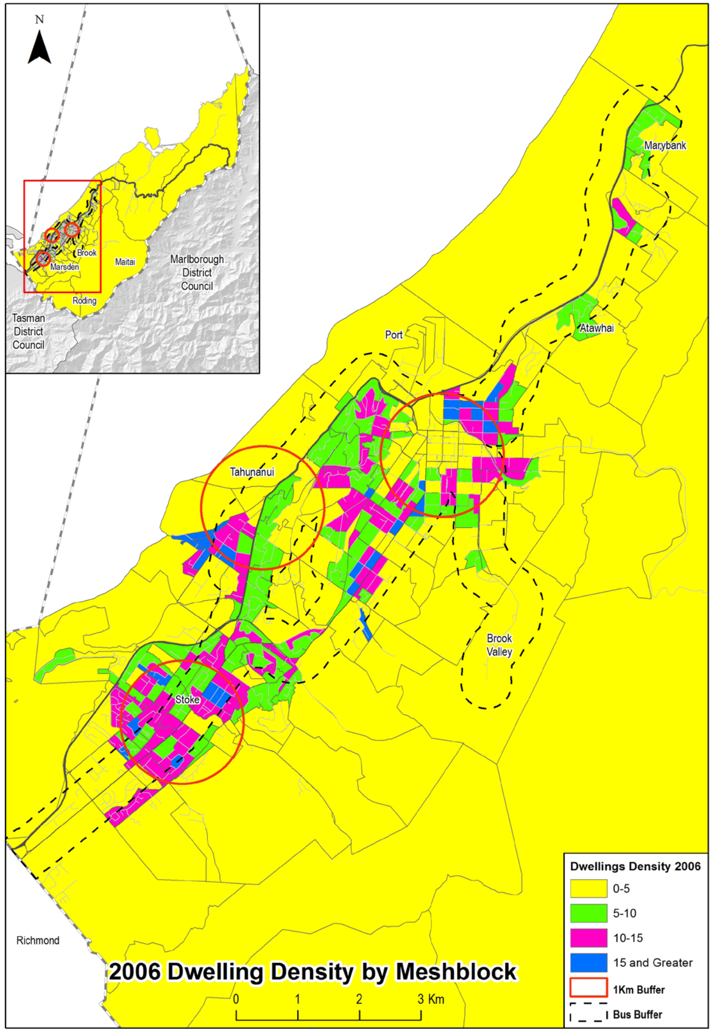
"Viable centres cannot be car dependent. The domination of car parks and traffic defeats walkability and precludes the higher-order functions that centres need. 'Viable' thus is taken to mean a centre that is not dominated by cars, but is sustainable in long-term economic, social, and environmental amenities."[22] The primary focus of urban design in reducing automobile dependence has been to focus on centres. However urban design practice in New Zealand has failed to deliver a change in the nature of centres that has reduced automobile dependence. This is because design has focused on ideals of walkability tied to permeable street structures and not to the siting of buildings, built form and mixed use. Centres should be places where many activities can be undertaken in the same trip and this doesn't occur simply as a consequence of permeable streets. It occurs because public ream amenity is high as a consequence of the way buildings interact with the street.

Where centres are single use, automobile dependence is a given. When centres are mixed use and urban densities are high then higher levels of walking and public transport use become possible. Newman & Kenworthy have shown that employment and residential densities need to be around 35 persons per hectare (jobs and residents are interchangeable) for public transport use to be effective. Council has analysed employment densities across the city (Nelson Resource Management Plan Review - Efficiency & Effectiveness Review 2012). This review showed average employment density in the CBD of 127 per ha. This number drops to 36 in the Inner City Fringe area and further in the Suburban Commercial Zone to 13 per ha, which is only 34% of Newman & Kenworthy's trigger for public transport.

In Nelson residential densities that generate 35 persons per ha are found mainly in the City Centre, Stoke, Tahunanui, The Wood and an area of Waimea Rd south of the hospital. The basis for residential intensification is usually amenity.

22 Newman & Kenworthy 2006, *"Urban Design to Reduce Automobile Dependence"*, Opolis. An International Journal of Suburban & Metropolitan Studies

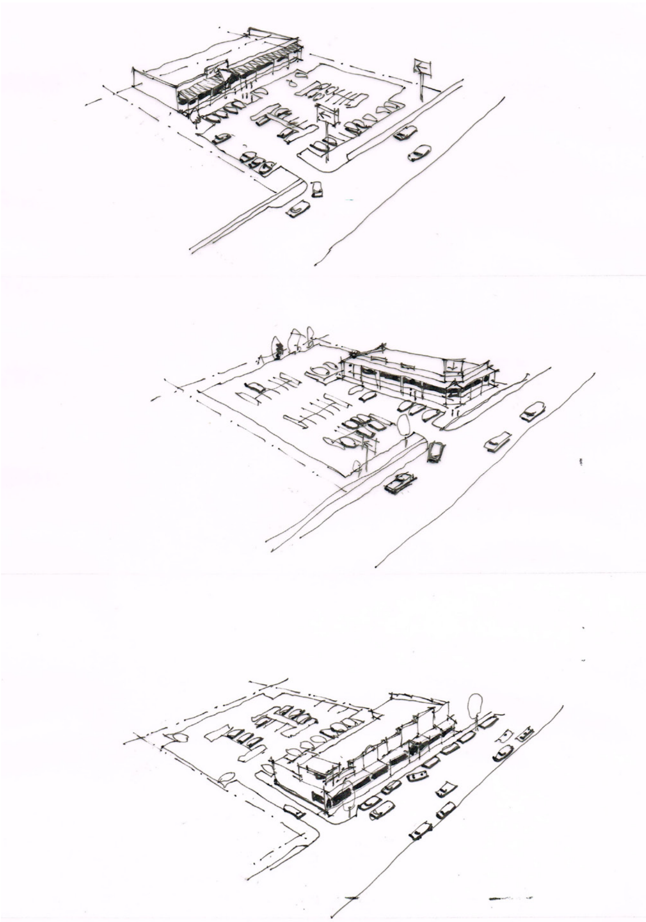
Figure 5. 2006 Dwelling Density Nelson



In considering these places it is evident that the dwelling densities in Stoke are primarily a consequence of 1980-1990s practice of cross leasing and this has led to poor urban quality outcomes. It is understood that the current District Plan allows residential development on sites of 400 sq metres, which has encouraged simple subdivision in these areas. The level to which a centre-supportive residential zone (again with a Built Form Code) would work in places like Stoke is debatable as an incremental step up in density is unlikely to be viable. Nevertheless if Council is interested in improving the vitality of its centres, increasing levels of walkability, increasing public transport use and decreasing automobile use then it should undertake a study to investigate housing density feasibility triggers around its key nodes of Stoke, Tahunanui and some selected corridor locations.

For centre planning the drawings following indicate three levels of car dependence in centre design.

Figure 6. Frontage & Priorities



1. Frontage entirely devoted to cars.
Low sustainability, low viability as a centre. Not public transport supportive, low amenity, no inspirational potential for other land uses, devalues sites opposite. The ideal model of the retail industry.

2. Split Frontage partially devoted to cars.
Slightly more sustainable, slightly better viability as a centre. More public transport supportive, modest amenity, partly walkable, some inspirational potential for other land uses.

3. Frontage devoted to pedestrians.
High sustainability, high viability as a centre. Public transport supportive, high amenity, walkable, strong inspirational potential for other land uses, values sites opposite. Not the ideal model of the retail industry.

Drawings by Steve Thorne - Design Urban Melbourne

2.10 Walking, Biking & Public Transport

The desire to walk requires a number of conditions and is subject to personal and environmental barriers. Personal barriers include lack of time, physical condition etc and environmental barriers include traffic, weather, safety, availability of paths etc. Efforts directed at increases in walking should primarily seek to change environmental factors[23] as such efforts are more effective than policies aimed at changing individual behaviour. Scale and complexity of the built environment are also regarded as important factors in the choice between walking and driving. Walking speed requires a more intimate and complex visual environment in order to appeal to the pedestrian. The ability to process such detail when driving is limited and indeed traffic engineers argue that the lack of complexity and extraneous detail is an important factor in safe driving.

Perceptual Characteristics of Streets Suited to Motorists and Pedestrians	
Motorists	***Pedestrians***
Gradual curves and long views	Sudden changes in direction and short views
Regular rhythms	Irregular rhythms
Wide streets and spaces	Narrow streets and spaces
Symmetry of roadside objects	Asymmetry of roadside objects
Simple buildings	Complex buildings
Gradual modulation and small complexity range	Sudden changes in modulation and large complexity range

Source: Rapoport A. *Pedestrian Street Use: Culture and Perception* (Figure 5.5)

As can be seen by the frontage drawings earlier, streets that work for the car are visually boring for the pedestrian. Rapoport came up with the notion of *"number of noticeable differences"* as a factor in the desire to walk, the antithesis of the characteristics of a car based system.

The dominance of the car in has been magnified by traffic engineering practice, which rates streets on the basis of levels of service to the car, and has largely ignored pedestrians (and cyclists). Low levels of service in traffic engineering terms more often delivers a high level of service in pedestrian terms, especially in centres. This is an important issue for centres as to be economically and socially viable and culturally relevant, people must choose to walk around centres between activities and places. This means that mixed use is the desired functional objective and visual complexity and intimacy is the environmental objective. The higher the priority for cars, the less the priority for pedestrians. So for planning, we seek to reduce the impact of carparking on economic output.

23 Schmidt, Pratt & Howse 1995. Environmental Policy Approaches to the Prevention of Cardiovascular Disease. *American Journal of Public Health*

Car parks generate no jobs, no revenue for the city, and should not occupy the most valuable land in a centre (street front land).

Whilst Rapoport hints at buildings addressing streets (*"narrow streets and spaces"* and *"sudden changes in direction and short views"*), none of which is possible with buildings set back, a study undertaken by Parsons Brinkerhoff[24] in Portland assessed the nature of buildings built before 1951 (typically built to the street) and those after (typically built away from the street) against vkts and walking from the region's 400 traffic analysis zones. The study scored buildings on a scale of 0% frontage to 100%. The study found that in areas where no buildings were built before 1951 1.9% of travellers walked or biked. In areas with 81%-100% coverage, 5.3% walked or biked.

Studies undertaken by Transport for London (TfL) using the Pedestrian Environment Review System (PERS) highlight the qualities of the pedestrian environment as a facilitator of increased public transport use. Pedestrian friendly environments result in greater levels of public transport use and increases the economic value of the public realm (see VUR Toolkit TfL).

What is known in New Zealand as large format retail (LFR) has been classified by the retail industry as a built form issue yet Nelson, like most of the rest of New Zealand, has no regulatory built form response that deals with it. LFR is not only a built form issue and regulatory responses need to deal with it more broadly. We will address this issue in Section 5.

2.11 Enhancing the Value of Public Infrastructure

The public realm is an asset that is owned by the community and is often overlooked as a means of evaluating the costs and benefits of development activity. "Public infrastructure" of which public realm is a part is found in roads and streets, parks and squares, public utilities, community services and facilities, and informally also in heritage buildings. "Private infrastructure" is generally found in the application of land use to site (buildings). Often where towns work well, the community values the natural fit between private and public infrastructure in terms of their admiration of a place. Such a place becomes a place that they "own". Good private and public infrastructure is regarded as heritage, in the broadest sense, as it defines our culture and who and where we are. Good buildings are community assets and ultimately much loved pieces of "public" infrastructure (heritage), often protected by regulation.

24 Parsons Brinkerhoff, Calthorpe Associates 1996. *Transit, Urban Form & the Built Environment: A Summary of Knowledge*. Transit Cooperative Research Program. Taken from Literature review by Frank et al.

By focusing on the public realm as primary mechanism for spatial planning in centres (as we did prior to World War 2) rather than land use or zoning, a balance can be found between the building typology and the land use. In centre planning the building is as important as the land use — as good buildings that face the street can adapt and change land use as fashion and movement dynamics change over time. Town and city centres that are a product of built environment quality (such as Nelson city), offer a range of benefits that deliver greater economic, social and environmental benefits than single use retail centres. Good town and city centres are cultural assets that are representative of place and they are able to be identified as specific to a place by virtue of the cues that connect people to place including:

- Distinctive local architecture
- High quality public realm
- Climate
- Public art
- Landscape
- Pedestrian activity in the public realm
- Pedestrian connections to squares, parks, lakes and rivers
- Spatial continuity and intimacy

Shopping malls and LFR subjugate the quality and role of the public realm to that of servicing a high quality but privatised and internalised retail environment. Whilst this has the benefit of providing a highly efficient shopping layout, indeed more efficient than that offered by any mixed use town centre, the loss of public benefits are manifest. A consequence is a loss of pedestrian activity, generic and poor architecture, climate-controlled environment, art (when available) is in the private realm, landscape is used as a means to reduce visual impact of car parks and unattractive blank walls, squares, parks, lakes and rivers are not available, spatial continuity and intimacy are found in the private realm but not in the public realm. The consequence is a reduction of economic and social activity and development around the shopping centre (see Figures 4 & 6).

Town and city centres deliver a higher level of social and economic outcomes if measured by (CABE):

- Reduced vehicle kilometres travelled
- Increased use of public transport

- Higher overall employment
- Less crime
- Less pollution
- Higher property prices
- Less stress (better health)
- Greater accessibility to other uses/facilities
- Increased public support
- Increased cultural vitality
- Better quality of life
- More inclusive public space
- More equitable/accessible environment
- Greater civic pride or sense of community
- Reinforced sense of place
- Reduced energy use
- Increased levels of walking (better health)

These benefits represent a fundamental basis for centre planning. Nowhere in the above objectives do you find any term relating to restricting or limiting retail provision. Rather, the objectives provide a basis for assessment of benefit or of optimising economic, social and environmental performance. Retail (or any land use) therefore becomes the servant of place making as without a place, the centre will be weaker and unloved.

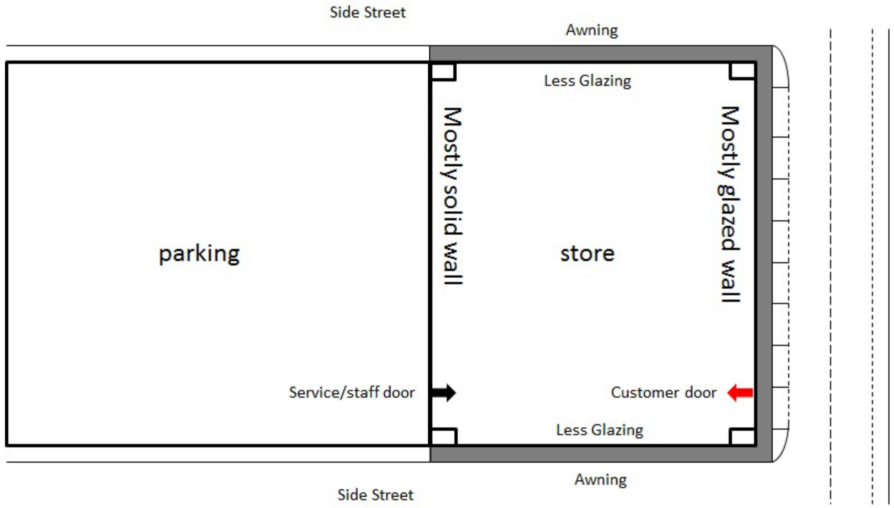
Town and city centres also represent a major element of our national culture. Ubiquitous, homogenous places lower our cultural recognition and identity. Land use has no cultural value. It is buildings that represent culture and it is buildings that secure and enrich the value of public infrastructure. It is public infrastructure that is owned and managed by Nelson City Council on behalf of the people of Nelson.

Town and city centres provide higher employment levels, higher levels of residential accommodation, better public transport performance, better architecture, and greater levels of adaptability. Controlling retail distribution is secondary to the requirement for and/or delivery of retail in a manner that inspires mixed use activity and adds value to public infrastructure (public realm, civic and public transport infrastructure, and community facilities).

If we want better centres and higher economic, social, cultural and environmental performance from Nelson, then retail's obligation must be to provide the basis for a more urban city, where active and attractive public space is universal. This means that retail buildings need to address public space. To date retail developers and operators have successfully argued that their own specific preferences are more important than those related to civic quality and pedestrian scale – as demonstrated in Figure 6. The problem with this industry approach is that the design solution is car based and not sustainable in terms of economic, environmental, cultural and social reference points.

For very large retail box type buildings Figure 7 shows one example of a possible site solution that delivers a better public realm than that which is the current practice. It is accepted that in some cases it may be appropriate for large retail stores to trade to a car park. In most cases this will be because the street already has pedestrian scale, fine grained buildings that offset the need for a large building to trade to the street. However the current practice is for large buildings not to trade to the street, and where they do it is the exception. For better centres, improved public space, greater levels of walking etc., this practice needs to be reversed.

Figure 7. Preferred Street Orientation of Retail Buildings



3. RETAIL & COMMERCIAL ANALYSIS

3.1 Property Economics Analysis (PE)

Nelson City and Tasman District commissioned Property Economics to undertake a study on the retail and commercial structure of the two municipalities. The study had as its brief ***"to undertake an assessment of the retail and commercial market within the two territorial authority (TA) areas, with a focus on identifying the scale of future demand across these sectors and how best to cater for projected growth."*** Nelson City saw the Property Economics work as an informing component of this study as it provides a basis for an understanding of future demand for retail and commercial activity in absolute and spatial terms. This study takes the Property Economics analysis as an input and looks at the spatial and regulatory implications of its findings.

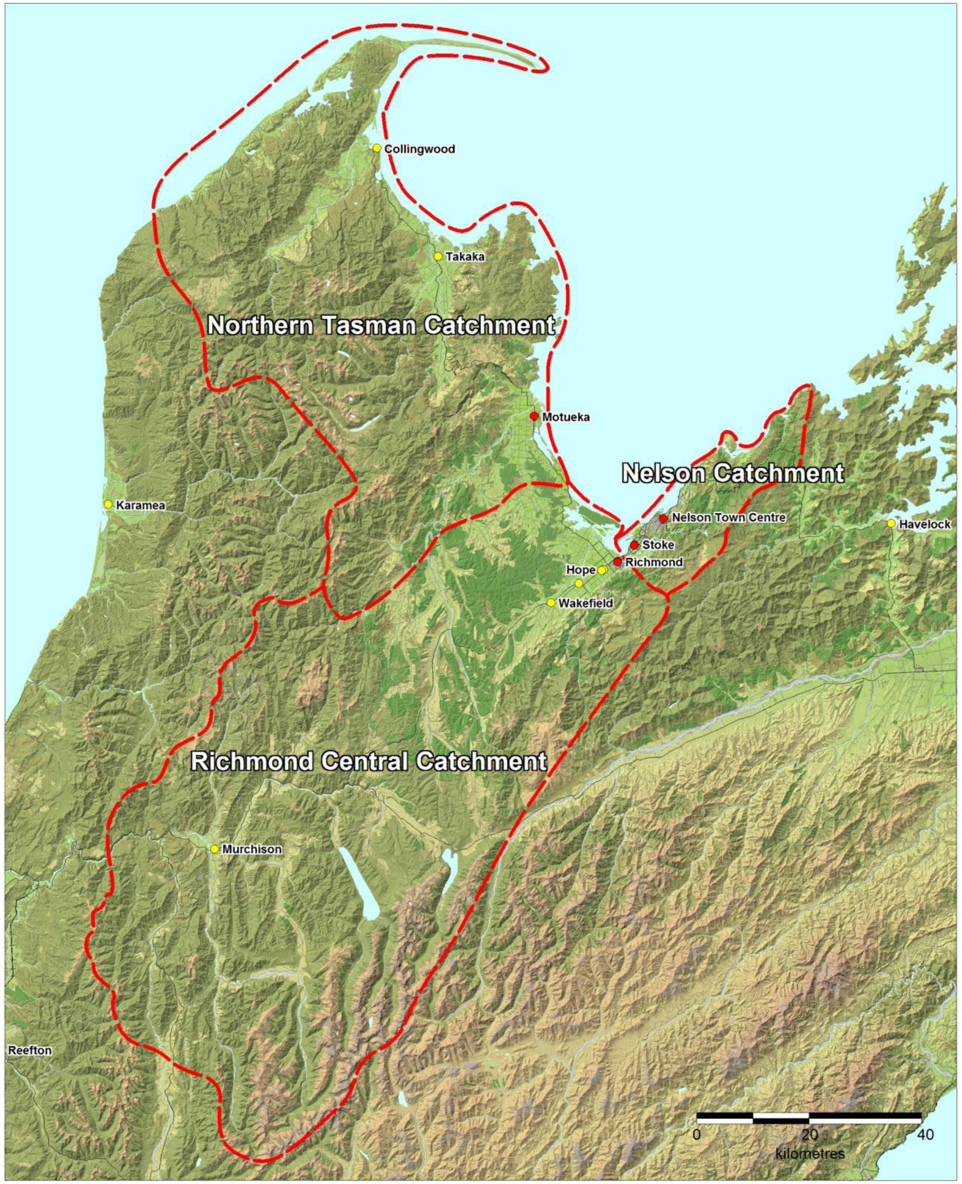
The PE work defined three large catchments for their purposes being a Northern Tasman Catchment which runs mid way between Richmond and Motueka, a Richmond Central Catchment from the Northern Tasman boundary and south past Murchison, and a Nelson Catchment that covers the Nelson urban area out to immediately south of Stoke. See Figure opposite.

Property Economics sees the two TAs as comprising one market for the purposes of assessment, with no natural boundaries to seamless relationships between the catchments within the two TAs. Nelson City Centre is the dominant centre in retail and commercial terms followed by Richmond and this relationship is not expected to change as a consequence of projected growth to 2036.

The specific catchment that is the focus of this report is the Nelson Catchment shown opposite. For this total catchment the centre dynamics occur at a smaller level as a consequence of the composition of retail (mainly) activities within it. These catchments are diagrammatically represented in Figures 5 & 6 following (these catchments are defined by these consultants not PE).

The total area defined by PE represents the primary extent of the market for which Nelson City Centre is the major centre. When commercial and community activity is added to the retail mix, there is a clear difference between the status and economic performance of Nelson City Centre compared with the second major centre, Richmond town centre. The PE report highlights that Nelson attracts a majority of retail expenditure towards it from the defined region.

Figure 8. Property Economics Catchments



Source: Property Economics

The table shows the relative employment performance of centres and locations in the wider region. Of interest is that the only centres outside of Nelson City Centre that have a reasonable spread of employment (expected of a centre) are Motueka and Richmond. Some 75% of Stoke's employment is in aged care and retail. This is likely due the poor urban qualities of the centre and the lack of catchment to the south combined with the proximate influence of Richmond.

Table 1 – Regional Employment by Major Location

ANZSIC	CBD	Champion Rd	M10M	Mapua	Milton	Motueka	Nelson South	Port Nelson	Richmond	Stoke	Tahunanui	ToiToi	TOTAL
A Agriculture, Forestry and Fishing		6				36		6	25				73
B Mining													
C Manufacturing	213	95	18			29		758	30	20	20		1,183
D Electricity, Gas, Water and Waste Services	12		3					15	3				33
E Construction	152	72	35			3		72	91		3	3	431
F Wholesale Trade	190	100	40			9		200	47		6		592
G Retail Trade	1,710	223	110	3	6	496		80	805	250	6	9	3,698
H Accommodation and Food Services	771	9		30	27	189	34	130	257	18		3	1,468
I Transport, Postal and Warehousing	192	15	20			6		330	15		3	3	584
J Information Media and Telecommunications	381		12			21		15	55	9			493
K Financial and Insurance Services	380		3			46	3		92	6			530
L Rental, Hiring and Real Estate Services	114	3				27	6	9	47	23			229
M Professional, Scientific and Technical Services	789	15	3	6	15	66	9	138	279	15			1,335
N Administrative and Support Services	399		15			31	95	190	15		20		765
O Public Administration and Safety	717	3				15		45	230				1,010
P Education and Training	339	210				71	223				50	12	905
Q Health Care and Social Assistance	841	63	30		113	113	1,660	21	93	100	18		3,052
R Arts and Recreation Services	147	70				35		15	15	21		12	315
S Other Services	572	70	9		12	21	50	42	87	15	3		881
Total	**7,919**	**954**	**298**	**39**	**173**	**1,214**	**2,080**	**2,066**	**2,186**	**477**	**129**	**42**	**17,577**

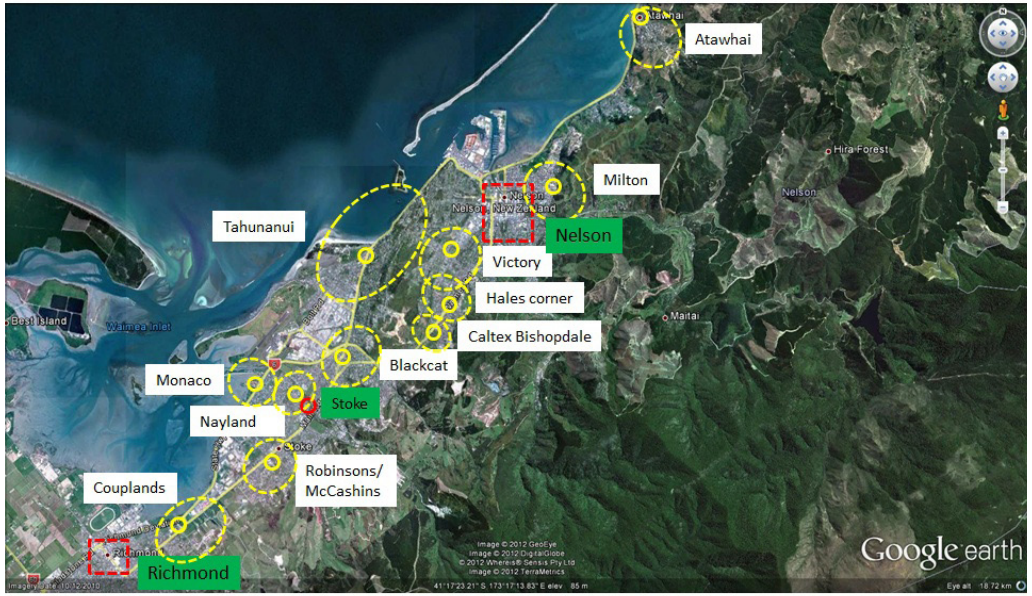
There are an estimated 25,330 jobs in Nelson City in 2011 (Statistics NZ), a ratio of 1.4 jobs per household in the Nelson catchment as defined by PE (compared to the New Zealand average of around 1.1 to 1.2 jobs per household). The City Centre, and the adjoining areas of the Port and Nelson South provide around 47% of all jobs in Nelson City. In terms of centre comparisons between Richmond and Nelson and in recognition of observed characteristics of all Perth metropolitan centres (see Chapter 2.5 above) and the relative performance of traditional town centres and mall based centres the following numbers are interesting:

Richmond Town Centre: 2 retail jobs per 2.1 non retail jobs.
Nelson City Centre: 2 retail jobs per 4.4 non retail jobs.

At a level down the local centres are mostly retail-only and serve a proximate market as well as living off the movement economy (most are on the arterials).

Figure 9. Notional Local Catchments

Nelson Region Centres



The Tahunanui centre currently serves a local community as well as a much larger seasonal population. The centre is also spatially larger than others apart from Stoke and contains a wider range of retail and personal service businesses as well as a council library and community centre. Given Tahunanui's location midway between the City Centre and Stoke, it could well be a candidate for a small urban supermarket.

Figure 10. Notional Supermarket Catchments

Nelson Region Centres Supermarket Catchments

The supermarket based centres are mainly focused on the two major centres of Richmond and Nelson City Centre. The sole regional PaknSave exists in Richmond and so its catchment is likely to draw widely from Nelson City. However its location and its operating dynamic means that any flow on business and additional retail expenditure benefits to Richmond from outside the catchment are likely to be low. This is confirmed by the PE analysis, where outflows from the Richmond catchment are strong in the direction of Nelson City Centre.

3.2 PE Conclusions

The PE work on retail activity makes the following conclusions:

- The majority of retail and commercial growth to 2036 in the combined catchments should be accommodated in the major centres of Nelson CBD, Richmond and Motueka. These centres currently provide 73% of the region's retail floorspace.
- Projected increases in population and retail expenditure will create demand for an additional 50,000 sq metres of speciality retail and 60,000 sq metres of LFR (LFR in the PE report includes all stores over 500 sq metres). PE adds another 10,000 sq metres of LFR demand due to

LFR's "current position within the market". We assume this means that there is unmet demand currently.

- Commercial employment (extracted from Statistics NZ ANZSIC data and buildings consents) is currently estimated at 9,000 people and is expected to grow to 12,300 by 2036, requiring an additional 100,000 of new commercial floorspace. However most of this space is required for smaller growth increments comprising expansions of existing businesses or new and mostly small new businesses. (This particular dynamic demonstrates the need to grow the Inner City Zone slightly, as identified in the HONs work).
- There is no requirement to zone new land (other than that in process) for either LFR type activities or retail and commercial activities.

PE defines LFR as any retail larger than 500 sq metres. We take issue with the use of an arbitrary size threshold in this respect as it says nothing about the nature of the retail activity, its economic context, its wider relationships, or the quality of architecture (see Section 5).

3.3 Implications for Centres Planning

The PE work provides a view of the retail and commercial dynamics of centres across the two TAs. In terms of retail provision in future the study does not see any new retail centres (or mixed use centres) and sees the current centres framework as the basis for growth in retail and commercial floorspace out to 2036. Modest population growth is not sufficient to materially change any centres or their relative roles. PE believes that the majority of the economic inspiration for growth in retail and commercial space should be used to enhance the role and value of existing centres.

The basis for a functional definition of centres in terms of their retail role is but one influence of centres regulation. The PE work covered 5 centres relevant to the Nelson regional retail picture being:

1. Nelson CBD
2. Richmond Town Centre
3. Stoke Neighbourhood Centre
4. Tahunanui "Convenience Centre"
5. Mitre 10 Mega centre

In retail terms these are the only centres of any note in Nelson City. The balance of the smaller centres around and outside of these larger ones are typically left out of retail analysis as their local dynamics are generally more important than their competitive position in the wider retail framework of a city. As none of these other centres compete with each other but instead mostly offer a top up resource for local communities they tend to sit outside any notional retail hierarchy. This does not mean however that they do not have a role to play in addition to their functional role as a small cluster of shops based around a dairy. Nor does it mean that they should not be a focus of Council resources if investment of time and resources can generate benefits to the constituent communities of these centres. The workshop with Council staff along with site visits provided some options for capacity improvements to these centres. We will provide the conclusions of this analysis later in the report.

The PE report qualifies the basis for retail and commercial floorspace growth. This growth is preferred in existing centres. This brings into focus the issue of large format retail and the role that such retail plays in the wider economic environment of a city.

There is no basis for new centres in the report.

4. MAJOR CENTRES

4.1 Employment

Nelson City has experienced strong growth in employment over the period 2000 – 2011. However the growth is not even across all sectors with Manufacturing, Agriculture/Forestry/Fishing and Information Media shedding substantial jobs in the period. Growth has been strong in Construction, Professional/Scientific & Technical Services, Administration & Support, Education & Training, Health & Social Assistance. However two thirds of the increase in jobs came from the population-servicing sectors of Education & Training, Administration & Support and Health & Social Assistance. These are not normally considered high income categories yet the gap between 2001 and 2006 personal incomes (NZ & Nelson) has narrowed from 8% lower in 2001 to 5% lower in 2006. Unemployment continues to be low compared with NZ.

The population of Nelson City has grown by an estimated 10% over the period from 41,500 in 2001 to 45,700 in 2011. Employment growth is slightly in excess of double the population growth rate at 21%. This is more than 50% better than the nation's 20% growth in employment relative to a population growth rate which is estimated at 15% over the same period.

Year	All Industry	Ag/Forest Fish	Mining	Manufact	Utilities	Construct	Wholesale	Retail	Accomm Food & Bev	Tpt,Post, Warehouse	Info Media	Finance Insurance	Rental, Hiring Real Estate	Prof, Sci, Tech	Admin & Support	Pub Admin Safety	Education Training	Health Social Assist	Arts & Recreation	Other Services
2000	20,860	1,290	3	3,540	50	850	130	2,370	1,550	1,300	620	300	280	970	680	690	1,300	3,210	200	680
2011	25,330	1,040	3	2,390	50	1,500	250	2,880	1,790	1,210	450	420	270	1,440	1,590	870	2,190	4,400	450	1,070
Change	4,470	-250	0	-1,150	0	650	120	510	240	-90	-170	120	-10	470	910	180	890	1,190	250	390
% Increase	21%	-19%	0%	-32%	0%	76%	92%	22%	15%	-7%	-27%	40%	-4%	48%	134%	26%	68%	37%	125%	57%
NZ	20%	9%	69%	-10%	37%	49%	13%	13%	25%	-4%	-13%	11%	19%	58%	36%	42%	28%	35%	40%	26%

The City Centre is a likely beneficiary of the majority of projected commercial employment growth to 2036. Commercial employment is the total category of jobs that are likely in centres. PE has defined "commercial employment" as follows:

Commercial Employment as defined by Property Economics	
ANZSIC Category	% of Category
Accommodation & Food Services	15%
Information, Media & Telecommunications	100%
Financial & Insurance Services	100%
Rental Hiring & Real Estate Services	100%
Professional, Scientific & Technical Services	100%
Admin & Support	100%
Public Administration & Safety	35%
Education & Training	15%
Health Care & Social Assistance	25%
Arts & Recreation Services	25%

Commercial employment in Nelson is projected by PE to grow from 4,300 (in 2000) to 8,700 in 2036 at around 130 per annum. Growth in this sector between 2000 and 2011 as shown in the table above was 170 per annum, so the PE forecast would seem to be conservative. The majority of this employment is to be found in Nelson City Centre. However the settings for wider economic performance are capable of applying much wider including:

- The Marina
- The Port edge (Wakefield Quay)
- Tahunanui
- Stoke

It is important that the Council establishes in its planning rationale the basis of the nexus between high performing centres, urban amenity and high productivity jobs, which retail on its own is unable to provide. In order for Nelson to attract and grow employment in high income categories it will need to maintain and enhance the urban qualities of its centres[25]. Edge areas attached to the City Centre

25 This is not to undermine other indirect factors in attracting high income employment including the arts, quality education, quality sports and recreation facilities and superb and accessible natural environments.

will need to develop urban qualities so as to evolve from lower quality fringe into high urban amenity contributors to town.

The ability to attract business entrepreneurs and generate higher levels of economic growth is not only a function of the qualities of centres but also the qualities of the entire City. In this respect there is a need to establish a strategic vision about the kind of city the community (through its Council) would prefer and a link made to economic performance and urban amenity. The Council is only part way there through its "2060 Framing Our Future Vision" statement.

4.2 Community Facilities

A workshop with Council officers reviewed all centres in Nelson City and considered future capacity and improvements to role and amenity. The potential for additional community facilities was discussed for each centre. There are/were no new community facilities proposed in the assessment, although it is understood that community facilities will be considered in more detail via Council's pending Nelson Development Strategy.

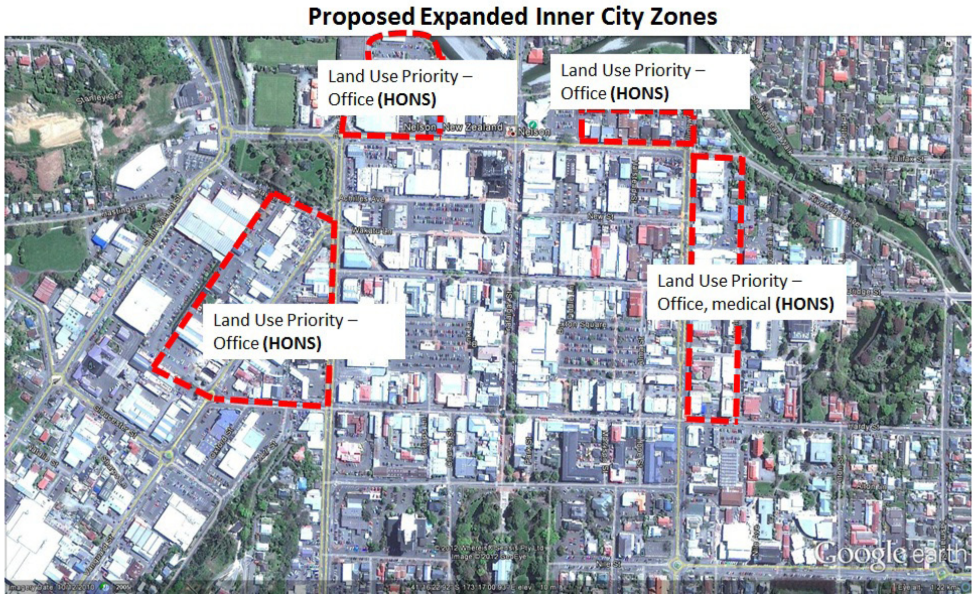
4.3 Retail

The PE report covered retail growth and performance issues for the City and its centres. The smaller centres or locations were not reviewed in the PE report but were evaluated individually during the workshop to determine future potential, market dynamics, context and sensitivity to change.

For the smaller centres/locations in Nelson there is a basis for incremental expansion providing the expansion continues and does not change the role of each centre or place. Adding speciality shops of equal to or less than 100 sqm in the food service and food product categories should have a low planning hurdle if they can be shown to improve levels of service to the current centre catchment AND improve the urban amenity of the centre. An additional cafe or deli/cafe in any centre should be encouraged if it is developed in a manner that improves not only the function of the centre but also the quality of the public realm, encouraging walking, improving public safety and social interaction for the proximate community.

An issue raised was whether an additional supermarket should be provided for in Nelson City outside of land in the Mitre10 Mega site (where supermarket retailing is not permitted). In our view the benefit of locating an additional supermarket in or near to the City Centre is low as the ability to leverage off its draw to encourage a wider matrix of activity is also low. Of concern would be the conversion of existing sites in the zone or nearby to shopping mall type development. For the proposed expanded Inner City Zone that covers some of the existing Inner City Fringe, its growth is primarily directed at employment, with the intent to offer a wider variety of settings for business (not retail – see HONs). This area should be encouraged to convert to a higher economic use. This does not mean that retail is not appropriate in the zone, but that it should be subservient to business (non-retail) employment. The Halifax St Wakatu site that contains a second Countdown is a case in point. However it may be possible to design an outcome for retail (and accompanying non-retail activity) that delivers a high quality public realm as well as a pedestrian-orientated relationship with the current Inner City area. This requires orientation of activity toward the Inner City and not away from it. Councillors have expressed concern about the expansion of the Inner City Zone into the Fringe zone for the very reason that without strong urban and built form controls, which promotes the zone as an extension of the qualities and pedestrian priority of the Inner City Zone, that this may result in a dilution of the qualities and activities of the City Centre. The priorities behind the expanded zone (into the existing Fringe zone) are shown in the following diagram, reproduced from Figure 1.

Figure 11. Inner City Zone Proposed Expansions – Use Priority



The main priority is the urban bias toward the current Inner City Zone. This means that places such as Rutherford Street should be developed in a manner that expands the pedestrian qualities of the existing Inner City Zone.

In the proposed HONs expansion areas the important point is the land use bias or priority and this should be reflected in the zone. This means the expanded zone should have a dominant use clause. This would remove the risk of retail-only development or development that compromised the functional and physical qualities of the current inner city zone. On this basis the Inner City Zone expansion areas would be called Inner City Zone 1 (Core – with its current provisions), Inner City Zone 1A (Office), Inner City Zone 1B (Office, Medical) etc. Retail would be a subservient activity and retail could not be developed without the dominant land use. Such an approach has been successfully employed in Albany (Auckland's north shore). It may also be appropriate to define retail in the zone as a local service facility for workers etc in the locality.

The "Western City Centre Extension" in HONs could accommodate an additional supermarket, but only PaknSave is missing from the CBD and fringe. The space requirements of a store are such that it would be difficult for it to be located in the blocks between Vanguard and St Vincent Streets without substantial cost and loss of other businesses. The New World store in Vanguard Street is new and unlikely to be replaced by PaknSave, given the investment and the small size of the site. We see little benefit in the City making provision in this zone for another major box store. The priority in this zone should be to grow the economic capacity of the city – not merely serve local needs (as stated in HONs).

In the expanded Inner City zone the controls can allow for speciality retailing on the ground floor of mixed use buildings – not for additional supermarkets or other large box stores. The main retailer of import for the City Centre is The Farmers, as it is a store around which much of the City Centre fashion and comparison retail environment is gathered. Some effort is required to assist them to deliver a store that is more efficient for their needs. The Farmers would likely require a 2 level store with a retail presence on ground floor through to Trafalgar Street. The most obvious location for such a store would be within one of the squares, with the lost car parks restored in the form of decked parking. We developed some options in this regard in the workshop. The Farmers has already expressed interest in finding a more efficient and effective site for a consolidated store. Our designs in the workshop were attractive to The Farmers, but we have not taken this any further. We would be happy to do so if the Council wanted to be proactive in creating a more effective platform for the retailer.

The other main centre in Nelson is Stoke. Given that Stoke supermarkets appear smaller than the current preferences of the operators there may be a possibility of Stoke losing one. Richmond currently has a PaknSave and a Fresh Choice supermarket (a supermarket under the Progressive Enterprises banner). Given Progressive parent's propensity to standardise their supermarkets under one label it is possible that Countdown could replace the Fresh Choice in Richmond as there appears to be plenty of room to expand into the carpark. The qualities of Stoke are such that the loss of one supermarket may encourage renewal within the centre and so such a loss is unlikely to be fatal.

The PE study identified that 75% of the "requirement" of additional retail space as a consequence of growth to 2036 totalling 110,000 square metres (ie 75% of which is 82,000 square metres) should be accommodated within Richmond CBD, Nelson CBD and Motueka. This leaves around 28,000 square metres to be accommodated elsewhere. Currently the Mitre10 Mega project has an unused capacity of around 19,000-20,000 square metres, leaving some 8,000-9,000 square metres to go elsewhere.

4.4 Built Form Condition

A factor in the quality and performance of Nelson City Centre is the level to which its buildings address its streets. Many City Centre buildings have a quality based on traditional proportions as a consequence of their age, when conventions relating to proportion were strong within architecture. More modern buildings in the city do not have these qualities, but this loss is largely compensated for by the number of older buildings in the City Centre. However, given the current sensitivities to earthquake risk it is possible that Nelson may lose some of its quality built form. Without a Built Form Code, the city may be at risk from buildings that are not as good as those that might be demolished – as is happening in Christchurch. In our view there is no basis for Council or the community accepting poor value replacements for any buildings that may be lost. However outside of the key streets of Hardy, Bridge and Trafalgar Streets it has little ability to influence built form.

Having buildings address the street does not in itself create great streets, but having buildings set back from streets, with car parking or blank rear or side walls of buildings as the frontage condition creates poor streets. Great streets are formed as a consequence of the majority of buildings addressing the street and the grain / dominant vertical proportions of those buildings. Great streets need support from the movement network and from a lively economy, but it is the qualities of these buildings and their relationship with the street and that are the most important. Urban quality is an influential economic factor in the location decision of business. High urban amenity levels are attractive to knowledge economy or new economy businesses. This is an issue with respect to the relative roles of Nelson City Centre and Richmond. In speaking with local agents, the cost of purchasing premises and setting up business in Nelson City Centre is relatively high in comparison with Richmond. This condition changes the characteristics and types of businesses that are attracted to each centre. As identified in the PE report, Richmond's employment is dominated by retail with almost 50% of Richmond's retail floorspace located within Richmond Mall. This reinforces the analysis in Chapter 2.5 of this report.

4.5 Frontage Condition & Walking

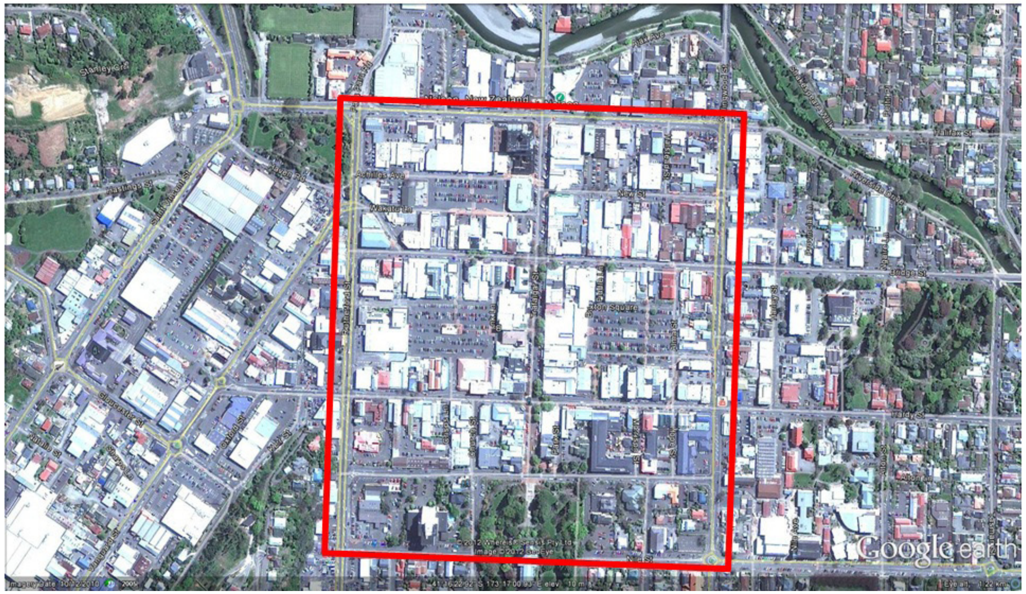
The maps opposite show the frontage condition plots for Nelson and Richmond town centres. The purpose of these assessments was to demonstrate the level to which each centre prioritises or creates the urban condition that values the pedestrian. The assessment considered whether buildings addressed the street, whether parking addressed the street, or whether blank walls (side or back walls) addressed the street. Formal open space was considered as frontage if it provided a setting for an entrance to a building (such as a church or other building that addressed it) or if it was used by the public as a civic space. Open space that had facilities but poor amenity was not included as urban. In Richmond the residential sides of streets was not included (where one side was commercial). In Nelson, both sides of Collingwood, Halifax and Rutherford were included.

In Nelson City Centre the frontage condition over an estimated 6.4 kilometres of linear street edge was 72%. In Richmond for 3.4 linear kilometres of street edge the frontage condition was 39%. In our experience a score of 66% is a reasonable score for a city or town centre. On the basis of the assessment it is fair to say that Richmond is car-dominant as a centre, and Nelson is pedestrian-dominant as a centre (see Figure 6). Richmond has a poor circulation network for pedestrians and cars, with extremely long blocks between Salisbury and Gladstone Rds and only one (partially) urban edge street – Queen Street.

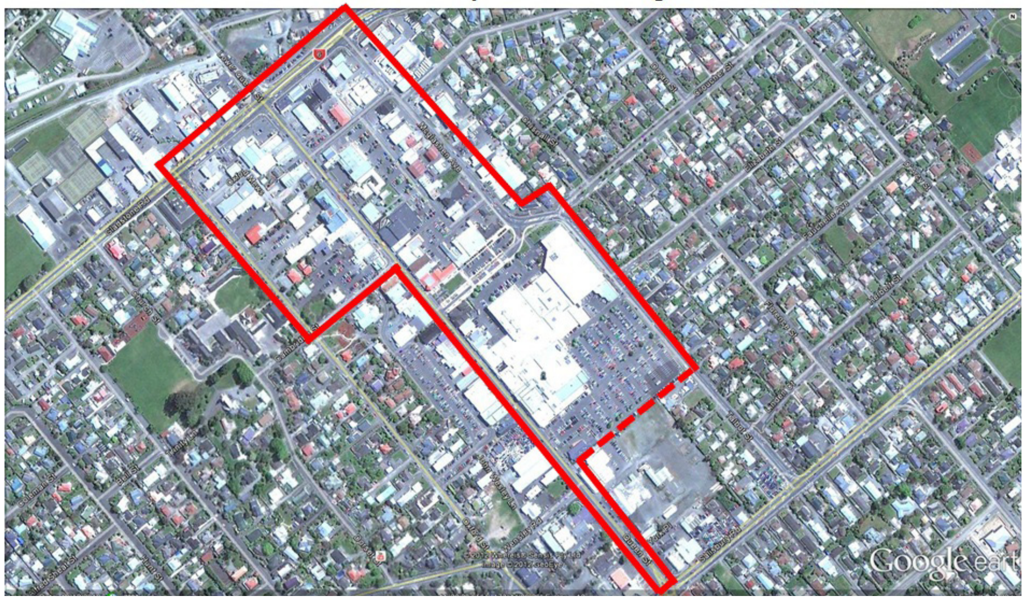
The scores of each in the universal website "Walkscore" also underpin the difference with Nelson scoring 98 and Richmond 72 (out of 100) and Stoke 40 (this is partly a consequence of a geo-spatial error in Walkscore as it locates "Stoke" 800m from the centre), although Richmond is described by Walkscore as "very walkable". The Walkscore algorithm is functional based (in our view overweights supermarkets as a major factor in walkability) and does not take into account the quality of the walking environment. "Pedestrian friendly" in Walkscore, like Space Syntax is based on intersection density and block length not whether the built environment promotes walking.

Figure 12 & 13. Nelson & Richmond Frontage Areas

Nelson City Centre – Frontage Area



Richmond City Centre – Frontage Area



5. REGULATING LARGE FORMAT RETAILING

5.1 Definitions

Large format retailing is a variation on what used to be known as bulky goods retail. Today proposals for large format retail often come with retail that would usually be found in activity centres or town centres and therefore the definition itself has implications for centres policies. Stores that would normally be regarded as a focus or anchor of town centre planning, such as supermarkets and general merchandise stores, have been added to the large format category simply because of their size and building type.

Historic "bulky goods" retail was generally based on a definition relating to the size of the product sold, which was indeed "bulky". Stores that fell into the bulky goods category included furniture, white goods, large and small electronic goods, carpets and furnishings. Stores selling these goods were also large, requiring extensive building footprints, large servicing and car parking areas.

The planning basis for separating bulky goods activities from town centre locations was based around issues such as the infrequent nature of visits, the cost of delivering these large stores in town centre locations (allied to a concurrent concern about the low margin operating characteristics of such stores), the specialisation of such stores and the impact of these large boxes on the physical amenity of towns.

Large format retailing in New Zealand (unlike Australia in the main) has adopted the last of these issues, i.e. the size of the box, as the main basis for justification. Generally "large format retailing centres" are dominated by the former "bulky goods" stores, but general merchandisers such as The Warehouse, and supermarkets have been added to the mix along with former specialty stores of medium size irrespective of what they sell.

Large format retail can also come in the form of a single large store such as a hypermarket or a hardware store.

The "large format" category in NZ can be assessed as primarily relating to the size of the building in which the retail merchandise is provided. The category has been created with little relevance to the merchandise found within the store. In this sense the category could cover any retail that decided to convert their current "shop" format to a "large format" store. The category definition is misleading as it does not speak to the issue of relationship, function or role with respect to a collection of stores.

For this reason we suggest that the category could be broken up as follows:

1. Bulky goods
2. "Large" retail buildings (not bulky goods)

An additional category for Trade-based retail including hardware stores could be added if necessary (this issue is covered below). In the first category are found the furniture, white goods, electronic stores etc as discussed earlier.

We are not of the view that "large retail buildings" are 500 square metres in size, despite the fact that some NZ councils have approved such "centres" with this building size threshold as a control. Large retail buildings that are not in the bulky goods category, but fall into general merchandise, supermarket, fashion or fashion accessories categories are different to "bulky goods" in terms of function as they generate high levels of repeat visitation and can generate a wider economic, social and environmental benefit as a consequence of collocation with other complementary or competitive stores. It is our view that such considerations are material to the health and vitality of centres and that the benefits that centres bring far outweigh the narrow economic benefits of isolated stores.

Having a large store should not absolve retailers of the need to provide a decent building that activates and contributes to public realm quality, irrespective of location. This may at first appear to be an onerous obligation, but such stores have done so in the past. There is unlikely to be any additional capital cost as the face of the building would likely stay the same, except it would address the street – not the car park. The only issue is a functional one that would include a marginal increase in the distance needed to walk from the car park to the store or stores. Given that purchases of bulky goods items are generally of large capital value there would be little basis for any proposition that the marginal increase in the walking journey would not be worthwhile (and would result in loss of trade).

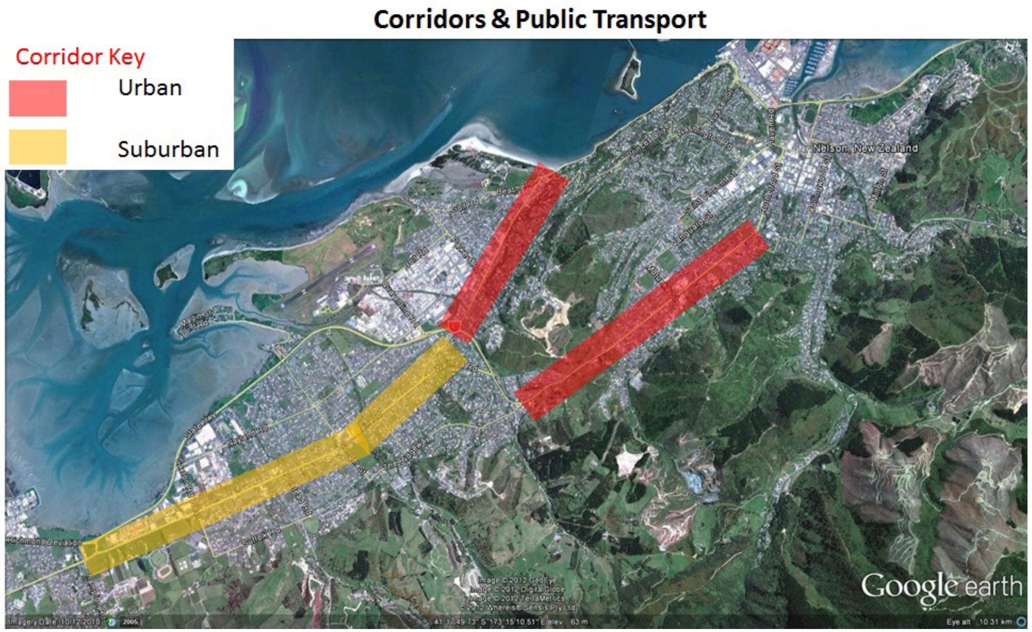
It is accepted that some bulky goods stores sell smaller items that round out the mix. Furniture stores sell extensive lines of homewares, and electronic stores sell DVDs, CDs etc., but still fit the predominant activity definition. However it is important that these retailers are encouraged to locate in centres as they have a strong role to play and add to the vitality and energy necessary to encourage higher economic output in a centre (including the benefits of agglomeration). We suggest therefore a cascading test:

1. CBD first
2. Edge of CBD second
3. Centres third (Stoke & environs possibly the only centre alternate outside the CBD)
4. Arterials (corridors) fourth

In all cases however the store or stores are required to address streets.

The definition of corridors we suggest (subject to further discussion with Council) are those on the following map. The nexus with public transport is an influence in the hierarchy, not that bulky goods retail is a public transport trip. Rather the creation of an improved quality street with an active (and lit evening) frontage provides an improved walkable setting for public transport.

Figure 14. Nelson Corridors



The citywide retail built form obligation should be read in conjunction with the employment role of corridors as described in Section 2.3. Using retail activity to enhance the quality of the corridors and improve its attractiveness for employment is an important part of the justification for corridors as potential components of the bulky goods retail picture. Corridors, whilst subject to some constraints in terms of site size and context are not nearly as constrained as centres.

5.2 The Merchandise Role of Centres

Merchandise represents the type of goods sold by a store and by a centre. One element in the consideration of value assessments under the RMA planning framework is to look at the core merchandise role of activity centres and establish a supporting but separate rationale for bulky goods centres (different to the size-of-building-only rationale in determining LFR).

Typically, activity centres sell merchandise that generate frequent and repeat visits in a manner that enhances the value of the public realm of the centre. The role of "centre" requires that many activities are able to be undertaken, making for linked trips and higher levels of walkability and public transport use – a sustainability objective. Retail is a catalyst as well as a destination if delivered within spatial settings that encourage social interaction and higher economic performance. Supermarkets and general merchandise stores (such as The Warehouse or KMart) sell items that create high levels of repeat visitation and therefore have the potential to provide support to a wider framework of economic and social exchange.

Bulky goods retail generates infrequent visits as the purchase or "ticket" price is high and the goods for sale are generally not consumables but "capital" items or assets. Similarly, hardware stores or other Trade Suppliers (Landscape, Yard Based suppliers) have almost no flow-on or comparison ability to effect a relationship with other stores and activity.

The most common means by which other places have sought to protect activity centres is through cascading assessments that prioritise activity centres. It is a recommendation of this study that centres are the retail location priority with respect to ALL retail activity in Nelson, although with careful wording a distinction can be made for trade based and bulky goods retail suppliers. Out of centre retail could be assessed on the basis of strategic opportunity cost including ability to enhance centre performance (rather than the current emphasis on reducing negative effects on centre performance in absolute or opportunity cost terms). At the conceptual level, large format retailing, if allowed to include all merchandising types of retail, is simply a shopping centre (mall) albeit in the case of the Mitre10 Mega site within stores of equal to or greater than 500 sqm.

For the purposes of regulation we recommend that Council use and define the term "bulky goods" in relation to a specific land use type that may have a lower exit threshold to locate out of centres.

However, in order to level the playing field we recommend that all retail stores with the exception of hardware, but including bulky goods stores be required to address streets and not address car parking. This would require a simple design code (mainly regulating public entrances and doorways – see Figure 7, page 21). The benefits and costs of such an approach are as follows:

- Improves the visual appeal of the entire city (including that of arterials and any other relevant industrial typology streets).
- The street becomes the means by which pedestrians and shoppers access stores, which along with a highly lit and glazed building facade improves and increases the value of surrounding sites.
- Offers a safer public realm.
- Increases levels of walking.
- Offers the possibility of additional and transitional activities in (along) the street – is not simply an inward facing development.
- Where on an arterial it improves the potential for public transport.

Costs

- Less convenient relationship between parking & retailer
- Potential for conflict between parking & loading

Bulky goods retailers can cluster (should be encouraged to do so) and within the mix along the street can be food services within smaller premises if the cluster is large enough or if a wider market (say proximate workforce) is within walking distance. In summary, it is proposed that all retail activity irrespective of type (except hardware stores) carry an obligation to address streets not carparking. This removes the incentive for retail to leave designated centres where integration of land use and built form is a necessary precondition to higher economic and social performance. The performance objectives to require this response are as follows (with type/category of benefit in brackets):

- Reduces reliance on parking and private car travel (environment/public health).
- Equitable approach for all retail whether in or out of centre (equity/economic).
- Increases levels of exercise (public health).
- Facilitates a responsive environment as a consequence of buildings addressing streets (economic).
- Improves the value of surrounding sites (economic).
- Activates main/arterial streets/corridors creating improved settings for employment (economic).
- Visual improvement (civic pride).
- Reduces the desire for retail operators to leave or find alternate sites to centres (economic).
- Has little if any effect on the performance of the stores.

The obligation creates the settings for wider economic, public health and social benefits. The regulation requires the developer or building owner to make the building more attractive as its primary relationship is with the street, pedestrians and other buildings not with cars. This of course means that the control offers a chance of improved architecture and a greater sense of community pride as the streets become the focus of active buildings that address and secure them. This promotes better public safety, greater levels of walking and improved performance of public transport. If located on a corridor (arterial), then the corridor itself becomes more attractive for higher order business and real estate values are more likely to go up. In Nelson, buildings that ignore the street and address car parking run contrary to many Council policies (including PCs14,17 and in the *Framing our Future Strategy* as approved in the 2012-22 Nelson Long Term Plan).

Whilst the examples following are not great exhibitions of architecture, they do show that signature bulky goods retailers will and do address streets (the example is in Sydney's Crows Nest).

Figure 15. Street Front Freedom Furniture Store

Other bulky goods retailers are also present and the location is one of the North Shore's (of Sydney) most popular destinations for furniture and furnishings (with over 10 such retailers all in the street and very limited parking).

Figure 16. Additional Bulky Goods Stores adjoining Freedom Furniture

Store performance is purported to be an issue with respect to street front or internal trading (to mall or to car park). Retailers claim that store performance improves if stores trade directly to car parking. This claim needs to be taken in the context of what is important for the city and a wider suite of more important objectives (than just that of the performance of a retail store) should take precedence. The issue of store performance is one of competitive position and not simply whether the store faces the car park. There are numerous examples of high performing large stores that do not face carparking. If all stores addressed streets then there is no competitive advantage as a consequence of a different orientation. Nor can there be a rational case that people will spend more in retail overall only if stores face a car park. In areas where consolidated street activity is prevalent (to create the same critical mass as a shopping centre) there is no difference between the performance of those stores compared with those that directly address parking. When street front retail and internal retail are evenly matched in terms of pedestrian priority, the street front stores tend to do better (as in Gungahlin, ACT, Australia).

The regulatory approach should be therefore to require retail buildings to act to improve performance across economic, social, environmental and cultural categories.

Like all retail,the building response for these buildings should be a consequence of a process of site analysis that is a requirement of the District Plan that considers site, local and urban context as well as a feature survey and planning assessment. Regulation should seek to generate a preliminary design response that amongst other things looks at the design principles of the project as well as performance matters such as contribution to context (social, economic, environmental, cultural), the streetscape, overshadowing etc.

5.3 Conclusions

There are three key elements that need to be provided in policy in order to address retail location issues:

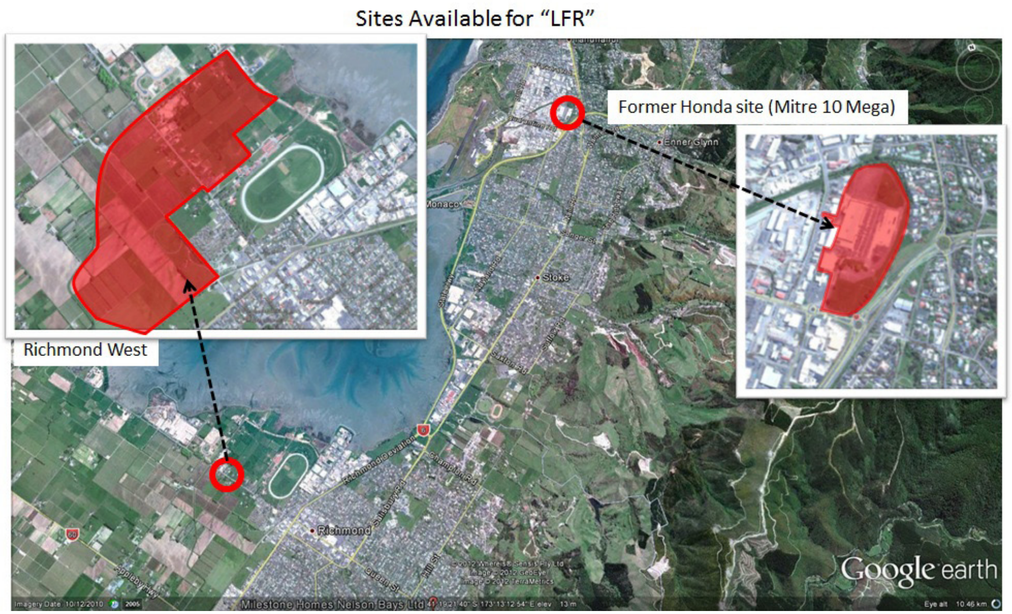
1. A statement in policy that recognises the overwhelming benefit to the economic, social, environmental and cultural health of the city associated with requiring retail to deliver a street front condition across the city. This is likely to take the form of a citywide Plan Change.
2. A cascading test that puts centres first. If out of centre location is the only option, then the retail store carries the activity obligation to also address streets (so that there is an equitable citywide obligation that goes back to the citywide Plan Change at 1. above).
3. A clear definition of the types of stores (bulky goods) where allowances may be made for out-of-centre location when in-centre location is extremely difficult. The PE work suggests that Nelson (and Tasman) already has enough zoned land to deal with a wider defined (+500 sq metres) LFR category to 2036.

The map following shows the extent of land currently capable of accepting LFR activity including land in Tasman District. It is our recommendation that for Nelson City the definition of LFR is dropped and a new "bulky goods" definition substituted.

We are informed that the Mitre10 Mega site has currently between 10,000 and 11,000 sq metres of such development out of an approved capacity limit of 30,000 sq metres. The subject land in Richmond West in Tasman District is around 100 ha, but not all of it proposed for bulky goods (figure provided by Tasman District Council). On this basis there would appear to be no need to provide for additional land in Nelson for either bulky goods or LFR activity (see below), nor a need for LFR to set up outside these areas.

We accept that changes to regulation should not be retrospective with respect to existing zoning for Mitre10 Mega. However so as to resolve future applications or Plan Changes of this type we recommend the above changes.

Figure 17. Bulky Goods Retail, Potential Growth Locations



6. REGULATION & ECONOMIC PERFORMANCE

6.1 Council Policies & Regulatory Environment

The city fathers developed a City Centre that current and future generations of Nelson can rightly be proud of. They did this in the absence of laws that controlled built form or zoning but rather on the basis of the accepted and time-tested conventions of what constituted the right way of designing buildings at the time. The city was built for walking, as the car was a minor factor in the dynamics of the new city. Those conventions were largely removed by modernism and more recently through regulatory acceptance of the principle that function is more important than form, or that buildings do not have to positively contribute to the environment.

The Inner City Zone tacitly accepts the generosity and quality of its built heritage and uses these qualities to reflect an obligation on new development. It defines the role of the City Centre and recognises the inter-connectedness of elements that contribute to the performance of the City including recognition of the value of new built form and its need to contribute to amenity in the public realm. The requirement does vary between streets, but the principle is solid. It is no coincidence that the strongest built form controls exist in Hardy, Bridge and Trafalgar Streets, which are the most attractive streets of the city. The controls are more relaxed in other city centres streets and in the parking squares, where the built form outcomes are of lower quality.

Implicit in the Inner City Zone rules is an assumption that retail activity will contribute to "continuity", which is a pedestrian-focused objective requiring buildings to work together along the street. Inner City zone regulations ICr20-37 are related to public realm quality and pedestrian amenity. The zone has the benefit of a strong contextual framework in its older buildings that provide a reference point for development. The Rules (and the City Centre Design Guide that is written to assist in the interpretation of the Rules) are responsive to the existing environment which is of generally high quality. Given that retail outside of this zone does not have the same level of regulation it might be argued that Inner City zone regulation encourages retailers not to go to the City Centre. However the qualities of the City Centre has had an obvious effect on user satisfaction within the City Centre. The City Centre is clearly a relatively difficult place within which to develop and much of its parking is remote from destinations. The qualities of the City Centre are such that most would consider that the increased cost and regulatory hurdles are more than compensated for by the market's desire to visit the place.

In enhancing and preserving the qualities of the City Centre, regulation in Nelson City Centre has delivered a positive economic effect. This is reinforced by employment statistics for the period 2000-2011 (see Chapter 5). For centres and activities outside of the Inner City zone though, there are few if any points of reference (such as a heritage quality streetscape) that would guide built form to quality urban outcomes. This is despite the fact that a city with a universal pattern of urban amenity will have a stronger economic and social base than one that has no centres with these benefits. Urban concentrations that are the basis of much city economic theory are a by-product of amenity. The basis of wide and diverse range of settings for business at a variety of price points is a feature of all successful cities[26]. These settings should occur across the city, not simply in and around centres but also in corridors, especially where public transport is available. The benefit of amenity is density and diversity, which creates a more sustainable city than one that sprawls.

There is no logical basis for people who access smaller centres to expect that the urban, spatial or physical qualities of these centre should be worse than the City Centre. The current policies of the Suburban Commercial Zone seek to protect (or not detract from) the amenity of the surrounding area. This is a low hurdle as the surrounding areas are universally single family housing with few qualities that require a quality response from development in the Zone. This reference point in the Policy is ineffective and irrelevant. The Zone provisions are mostly enabling in focus and not aspirational, seeking mainly to mitigate effects.

Reference points for change in the Suburban Commercial Zone will be different to those of residential only zones, but in future they should be clearly expounded in policies, rules and a code. They are not at present. Even the Inner City Zone provisions are in our view relatively apologetic with respect to amenity, requiring buildings to be "sympathetic" to the qualities and character of the locality – the City Centre. The saving grace for City Centre is that the overall quality is high so a "sympathetic" response would also have to be high. Writing such a provision in suburban centres would set the bar too low.

The urban outcomes at Stoke are evident of the contrast with those of the City Centre, with blank walls and poor built form around the centre. A consequence is a centre of relatively low amenity, reinforced by low quality "dense" housing around it. It may be argued that this lack of amenity is offset by ease of vehicular access and a choice of two supermarkets, which is generally the retail industry's position with respect to built form but this undermines economic, social and cultural ca-

26 Richard Florida, *"The Rise of the Creative Class"*, 2002; Edward Glaeser *"Triumph of the City"*, 2011

pacity.

The basis for built form regulation has little to do with visual amenity as an end point. Other than cultural connections to place that encourage greater levels of exchange and civic pride, the role of amenity in centres is to change behaviour and to make a community more sustainable. A part of this behavioural change is demonstrated in the employment analysis of Perth centres in Section 2.5.

If Council wishes to be faithful to its Nelson 2060 Vision and to a range of policies in the NRMP then it will need to be more effective in requiring development to deliver amenity, not merely negatively affect it. This is a different emphasis to "mitigating effects", as it requires development be a positive contributor to the environment. In this respect Chapters 4 ("Resource Management Issues") and 5 ("District Wide Objectives and Policies") in the NRMP are mostly retrospective in their view of amenity, requiring development to reference the existing environment (natural and built) and not detrimentally affect its qualities.

A change in emphasis in this respect can be seen in the new Auckland Plan, which sees development controls as *"a catalyst for enhancing, rather than detracting from, what we value about Auckland."* This change in emphasis expands in its detail and justification. *"Although there have been improvements in recent years, much of our built environment does not match the stunning beauty of our natural environment. Despite many beautiful parks and some high-quality urban areas, too many of our public buildings, public spaces, streetscapes, commercial and residential areas are not as attractive or as well designed as they should be. Consequently, they detract from the everyday experiences of Aucklanders. Reversing this and ensuring that our built environment, including our historic heritage buildings, becomes as renowned as our natural environment, will require sustained, radical improvement in the way we plan, design and build urban Auckland."* The Auckland Plan provides a statement of what constitutes "Good Design Principles" as one basis for growing the qualities of the city along with a (yet to be released) Good Design Manual that will provide acceptable solutions and best practice examples. Such mechanisms within a city wide plan change are an option for Nelson.

Regulating built form to the same or greater level as zoning represents good planning practice. Design & public realm quality is mostly ignored in regulation yet highly prescriptive land use tables are seen as appropriate in zoning. The effects on the environment of built form in centres are far greater than those of land use, yet we have yet to grasp this in regulation. Auckland has recognised that greater regulation over built form is required and has set the framework for doing so. The Unitary Plan (yet to be completed) will provide a rules framework around these ideals.

The following good design principles underpin the Auckland Plan, the Unitary Plan, infrastructure plans and the Auckland Design Manual.

These principles form a complete set, which collectively indicate what attributes are required to make a place successful. They also apply to a range of city and urban scales as illustrated in **Figure 10.2**.

Identity:

Landscape and ecology, heritage, built form, people and communities together establish the context for Auckland's unique sense of place.

Good design must recognise and respond to this context, with development enriching character, quality, legibility and a sense of place.

Diversity:

Auckland should accommodate a rich mix of uses, activities, urban form and architecture, which supports variety, vibrancy, chance exchange, safety and choice.

Good design must encourage and embed flexibility and adaptability, to ensure continued support for our changing communities, cultures, built form and environments.

Integration:

Development in Auckland should support uses, activity centres, energy systems and movement networks which are well-connected, and provide convenient and universal access to a range of services and amenities.

The cumulative picture of a street, a block, a neighbourhood and the city - not just buildings, roads or open spaces as individual elements - must be recognised and responded to.

Good design must ensure that development supports existing and/or creates integrated urban form (including streets and spaces), to facilitate well-being, movement and access.

Efficiency:

The benefits and efficiencies of urban systems need to be maximised, delivering quality places where transactions and exchange are encouraged and resources optimised.

Good design must ensure that development focuses on benefits and positive effects, and optimises the full potential of a site's intrinsic qualities. This includes site shape, relationship to the street, landform, outlook and proximity to services, amenities and infrastructure.

6.2 Amenity & Business Formation

Amenity is a determinant of migration,[27] which is an issue for Nelson which had a migration outflow between 2001 and 2006 of around 1,700 people, but a net migration gain of 580. Amenity in this definition is not only urban amenity but includes a wide rage of regional amenities, including the ocean, the natural environment, schools, recreation facilities, universities etc. Much of this out migration is related to higher education, as the main relative drop in age group in Nelson is between 19 and 30 years old (20% below the NZ average). Of interest is that since Southland introduced free fees at its tertiary education establishments (2001) its migration outflow has more than halved (from 5,700 to 2,500) to 2006.

27 Tomioka & Sasaki, *"Economic Evaluation of Urban Amenities Including the Effects on Migration"* 2002. This study indicating that nearly one-third of inter-city migration is explained by the inter-city differences in the value of urban amenities.

Tasman District has grown its employment levels between 2000 and 2011 by 15% or 2,540 jobs (compared to Nelson's 21% or 4,470 jobs over the same period) and is estimated to have grown its population base also by 15% (compared to Nelson's 10%).

In the period 2000 to 2011 for every 2.7 new residents there was 1 job created in Tasman District. In Nelson the ratio for the same period was 1:1 (one new resident to one new job).

The rule of thumb for a self sustaining employment strategy is around 1.2 jobs per household, so on that basis Tasman should have delivered an additional 500 jobs in the period. Likely what has happened is that much of the employment generated in Nelson comes from Tasman residents as the boundary is artificial. Nevertheless the structural difference is interesting, with employment growth occurring faster in a city that is relatively constrained and where employment growth has come from intensification of existing areas, not from greenfield development.

"Cities do not exist in vacuums but are connected to a surrounding region with which they share resources and opportunities. Rather than just looking within municipal boundaries, city leaders who plan together can create a competitive advantage out of cross-municipal coordination. In addition to spatial efficiencies, this would allow them to draw on economies of scale to boost their negotiation power." Urban Planning for City Leaders, UN - Habitat 2012.

For Tasman the future employment structure is unlikely to be in new economy, information technology and hi tech industry areas as they tend to gravitate to areas with urban amenity (Richard Florida, Ed Glaeser). In order to support Richmond town centre the RWDA must have characteristics that are not urban but encourage a different response, likely more industrial in typology. On a regional scale (that includes Nelson) this is an important resource as it offers plentiful industrial type land within easy access of an attractive city - Nelson city centre. Land of this type is not available within Nelson City but Nelson City will be an important factor in the national and regional appeal of this land. It is at this point where arbitrary definitions become meaningless. Growing the regional economic base using the RWDA is as important for Nelson as it is for Tasman. However the characteristics of employment in Tasman as a consequence of this land is unlikely to change the relative values of employment or their characteristics in Nelson compared with Tasman.

The more important issue is whether Richmond can undertake incremental improvements through public realm works and whether regulation that focused on improving its urban character will improve the value of its employment base. Richmond should not necessarily see itself as the place of large, unattractive buildings, or as described in the workshop, *"Richmond is the mall, Nelson is the street"*. In our view this prescribes an unnecessary and relatively low wage economic future for Richmond.

If the Council and its community wishes to improve its urban qualities in order to grow its economic, social and cultural base then it would be reasonable for them to expect that buildings and the public realm need to managed to the degree that improvement is guaranteed. In our view this needs to go further than mere "enablement", where choice includes the ability not to deliver quality. The issue of land use "enablement" is a very different proposition to that of "enablement" of built form. This is because built form regulation is a quality provision, not a quality-irrelevant land use provision. A built form quality provision has no need to control architectural expression, but does need to guide the siting of buildings, where vehicular access is preferred, how land use within buildings can be enabled, where buildings will be entered and the important elements of a building that influence its urban relationships (such as doors, windows, verandahs, dominant vertical proportions etc).

Currently all retail activity outside of the Inner City zone has none of the urban or streetscape quality requirements of the Inner City zone and consequently no great commercial buildings. All retail activity outside of this zone is mostly the subject of a single zone - Suburban Commercial. This zone has no reference points for quality and its rules (and assessment criteria) is mostly written in anticipation of a poor urban outcome, with emphasis given to effects mitigation measures. Controls in favour of the pedestrian appear to be devoted mainly to safety and weather protection, rather than urban amenity.

The premise therefore is whether Council can better deliver on its objectives by expanding its regulations to cover built form in its centres as well as regulating activity. The principle of mixed use is the core objective for centres, exclusive use (as in land use through restrictive zoning) is not.

The provision of a small suite of built form controls (Built Form Code) in three simple drawings would substantially reduce the volume of planning provisions in the District Plan. These drawings cover activity, siting and building elements. Developers would have greater levels of certainty in that the focus would change from land use to a simple requirement for buildings to be delivered in a particular manner. Freedom of architectural expression would remain.

Land use and built form are two parts of a composite values system, but the starting or core reference point is the key. The alternate effects of this system can be summarised by the following statements:

"I am going to shop in a shopping mall" and *"I am going to shop in Venice."* Both are activity statements indicating intent and from a land use point of view are exactly the same. However one evokes character, heritage and culture and the other has no such value system attached to the activity. Whilst heritage is something that comes with time, there is no reason why any effects based system should not require a cultural connection to place and carry an obligation that promotes a particular outcome, such as a quality pedestrian experience or walkability (for instance). If the regulatory reference point is primarily to get a quality town (the "Venice"), the shops will come anyway. The issue at the moment across New Zealand and Australia is that we are regulating primarily to get shops, and we are getting poor town.

The attachments formed by people and communities is tied more to the quality of the built environment than it is to any activity within it. These activities come and go. The buildings do not. If the built environment is poor then people's desire to stay in that environment will be low, which increases the propensity for people to drive. This can be demonstrated by the business model of the supermarket. Operators are not interested in people staying in or around the store and so walkability is not a factor in design. The system is designed to move as many people as possible quickly and efficiently through the store and out, in part to optimise the turnover of car parks. The ease of accessing and leaving the store is related to the quantity and proximity of parking. It is not in a supermarket's interest to deliver a culturally or visually rich building as a catalyst to a quality pedestrian or social environment as that encourages people to stay around and meet each other (and this compromises the performance of the supermarket car park).

The notion of walkability must come at the cost of ease of parking. If parking is not easy, the joy of the journey to the retail destination must be high enough to compensate for lack of ease. If walkable communities are a desirable outcome in a planning scheme, then the conventional operational preferences of a supermarket mitigate against such an objective. Walkability is associated with lower average lump sum purchases (you simply can't carry as much if you walk to shop), which is not something that supermarkets want as standard. However, if we see supermarkets as a part of the our retail environment then compromises are needed in these competing value systems. At the moment the compromise is heavily weighted against the value of the public realm and good built form.

Walkability and its relationship with car parking as suggested in the graph opposite an inverse one. The higher the space dedicated to parking the less people will walk. Figure 6 also shows that when car parking has the primary relationship with the street, the less people are inclined to walk. Conversely, when urban amenity is high as a consequence of buildings addressing and interacting with the street (as in Nelson City Centre) the need for proximate car parking goes down as people will trade off the convenience of car access against the pleasure of walking around the city. This is generally known as "Behavioural Economics" where return on time invested is the currency. The following graph indicates the relationship, which is a "quality of town" issue.

Raising the amenity level of town allows for greater flexibility for councils in managing car parking numbers and car parking location.

The important point is that retail is an integral part of everyday life and is one of the most dominant features of daily human behaviour. Being so integrated within our lives its spatial and physical qualities have a major effect on how we behave, yet we have seen fit not to regulate these qualities so as to improve the urban environment. Effective regulation in this area has been in the protection of quality urban environments, not in the creation of new ones (as in Nelson City).

Thinking implementation from the start

Make planning simpler.

Be strategic.

Identify responsibilities and set performance indicators.

Build inter-departmental teams.

Deal with the legal dimension early.

Five obstacles to better urban planning

Inability to identify the core issues.

Weak capacity to develop and implement plans.

Inappropriate or outdated planning approaches and tools.

Legal frameworks that do not provide sufficient traction for plans.

Plans that do not have sufficient time.

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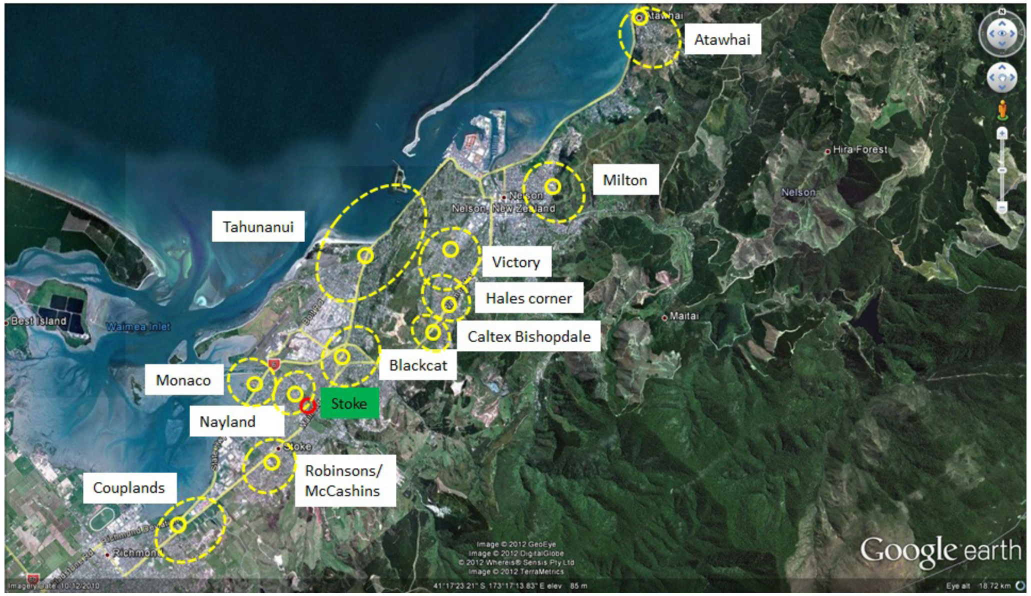
APPENDIX. SMALLER CENTRES / LOCATIONS

The city has a wide variety of other retail locations that serve a range of roles but are based primarily on a local top up catchment around a small supermarket or dairy.

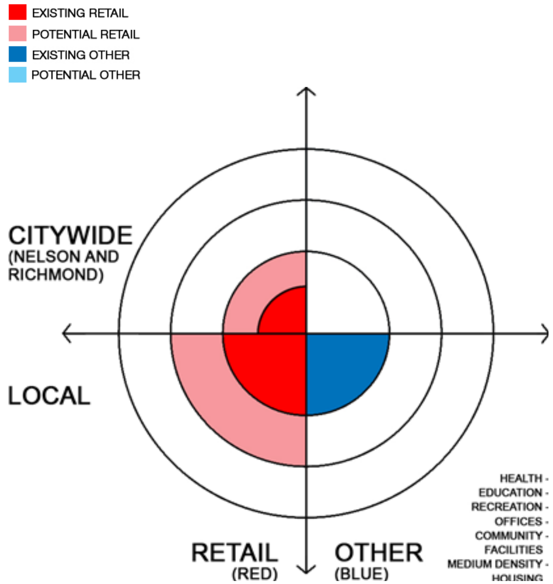
Each of these locations was surveyed and visited during July and further evaluated in terms of role and potential during the subsequent in-house workshop. The following tables generally show the notes taken during the workshop and are generally reproduced as stated at the time. Further commentary is provided in terms of the wider dynamics or additional suggestions that may improve the centre or city wide efficiencies.

Figure 18. Small Centres/Locations

Nelson Small Centres/Locations



Each centre is also provided with a key role graphic, based on "Retail" and "Other" activity either within the centre now or possible within the centre. This graphic shows four quadrants. A local quadrant for retail, which is the existing activity scale in retail and other activity starting a "Local" role closest to the centre of the circle, a "District" role as the second band in the middle of the circle, and a "Citywide" role as the outer band. The existing role is shown in solid colour (red for retail and blue for other) and potential future role is shown as a lighter shade of each.



The demonstration graphic shows a small citywide "Retail" role in the top left hand quadrant, with the potential to grow as shown in pink outside the small red arc. No "Other" role of a citywide nature is shown (blank in the top right hand quadrant). A strong local "Retail" role – also with the potential to grow (is shown in the bottom left hand quadrant), and a local "Other" role with no potential to grow as shown in the bottom right hand quadrant.

As shown in the bottom right of the graphic, "Other" is everything other than retail, except industrial.

A1. Centres & Places

There are two small centres that have qualities that separate them somewhat from most of the other smaller centres. They are Milton and Victory.

Milton Street's qualities are discussed earlier in the report. Retail at Victory is focused on three of the four sides of a roundabout at St Vincent and Toi Toi Streets. Whilst Victory is a single location, the retail offer has less than ideal functional relationships with each other with walking between stores heavily influenced by the roundabout and passing traffic. Victory has the benefit of being located on the edge of Victory Park Reserve, which is bounded on the east by Vanguard Street and St Vincent to the west. Given the resource of the centre and the qualities of the reserve, this general area would appear to be ideally suited to residential intensification.

Other retail locations serve a local catchment as a top up resource and also live off a strong movement economy being mostly on arterials or key settlement entry points within the wider city. They include:

- Atawhai
- Blackcat Dairy

- Nayland Road
- Monaco
- Robinsons/McCashins
- Champion Rd
- Waimea Rd
- Gloucester St

Proposed New Retail Locations

In addition to these local retail resources there are two proposed local centres in yet to mature but adjacent growth areas:

- Marsden Valley
- Ngawhatu Valley

Specialised Retail Locations

Locations that serve a specialised role that is wider than a local catchment include:

- Marina
- Wakefield Quay
- Mitre 10 Mega (and wider site)
- Saxton (Bunnings/Placemakers)
- St Vincent Street (city edge, includes Harvey Norman, Countdown, The Warehouse, New World Smiths City)

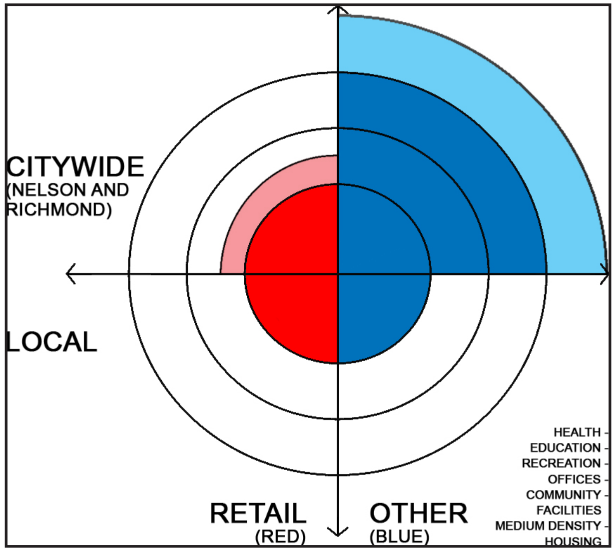
These specialised locations are very different in terms of role and function.

Mitre 10 Mega and Saxton are both currently anchored by major hardware stores. Mitre10 Mega has unused capacity of around 20,000 square metres under a Plan Change for a range of "LFR" retail activity. This zoning does not extend to supermarkets but covers all other types of retail that can fit within a store of 500+ square metres. It is expected that the centre will develop over time and take up this unused capacity. This capacity has informed PE in its assessment of future requirement to "provide" for LFR style retailing. The PE report generally defines LFR as all stores over 500 square metres. Whilst this fits with the approvals given for Mitre 10 Mega, it tends to undermine the rationale behind any requirement for retail to act as a catalyst to broader economic, social and cultural output (see Section 4).

Notwithstanding, Mitre 10 Mega and the Richmond West Development Area (RWDA) provide the capacity to deal with any industry-based requirement for LFR out to 2036 according to Property Economics. Nelson City has no need therefore to zone land in expectation of additional LFR demand even if it accepts the limited definition of the activity and imposes no obligation on such retail to deliver broader benefits to the community.

At a regional level the CBD-adjacent precinct clustered around St Vincent Street provides a number of such LFR stores including 3 supermarkets (2 x Countdown & New World), Harvey Norman, Spotlight, Smiths City and The Warehouse. The precinct has links to the CBD but the characteristics of these retailers and the car dominated nature of the offer means that the CBD is unlikely to materially benefit from the proximity. The more important issue for the Council is the requirement to ensure that the general St Vincent precinct continues as a series of locations for independent major stores and does not consolidate into a shopping centre that offers a wider retail-only specialty range as this would detract from the role of the CBD without any of the benefits provided by the CBD (indeed would undermine the broader benefits unlocked by such retail in the CBD). The recommendations to extend the CBD beyond Rutherford Street in this direction are carefully employment focused (not retail employment), with an objective of using retail as a fine grained catalyst to improve the employment potential of this "Western City Extension" zone as outlined in HONs.

A2. Marina



The Marina is a destination precinct where retail either serves the requirements of the marina or is a food and beverage service destination. We see no potential or benefit in changing the retail characteristics of the precinct. The graphic at left shows a minor potential change to the citywide retail potential of the Marina area. Current retail services in the Marina are local (around boat servicing) and citywide in terms of food and beverage services (mainly destination restaurants). We see some capacity to provide additional facilities of this type within the Marina precinct, but do not believe that the city would be well served by anything other than incremental change to its retail role. Currently the Marina serves a local function for boating but a more important citywide and even national role for boating and associated services. This role could be expanded if the Marina expanded on the eastern side, as has been suggested for the future. The long term economic benefits to Nelson of the Marina expansion are likely much higher than any opportunistic development of the vacant land owned by the Council. The typical rule of thumb for marina development is that the water area needs an equivalent land side area for servicing. Whilst the current marina activities on land side present some obvious efficiencies should the Marina expand, it would seem reasonable to preserve the economic potential of this expansion by reserving the land owned by Council for this purpose.

The potential configuration of a marina expansion on the east side is shown in the following graphic, which also serves to show the relationship of the Council site to the expansion area of the marina.

Figure 19. Potential East Side Marina Expansion & Council Site

Options for this site included a hotel/convention facility, serviced apartments, ancillary retail and restaurants. All of these options preclude the potential for the site to act to service any future marina expansion or an expansion of marina services and instead represent a capital return strategy for Council. It is possible that serviced accommodation would be interested in the site given its relationship with the water, however there are numerous disadvantages to the city centre and the Council including:

- soil holding capacity (the site is predominantly fill and so the building platforms required to accommodate multi storey buildings would add cost to any development).
- the site is isolated from the wider resources available to visitors to the city and walking to the city is difficult.
- the development of the site for this purpose would reduce the likelihood of the city centre accommodating such a facility.
- such a facility is better located in the city centre where wider relationships and efficiencies are possible.

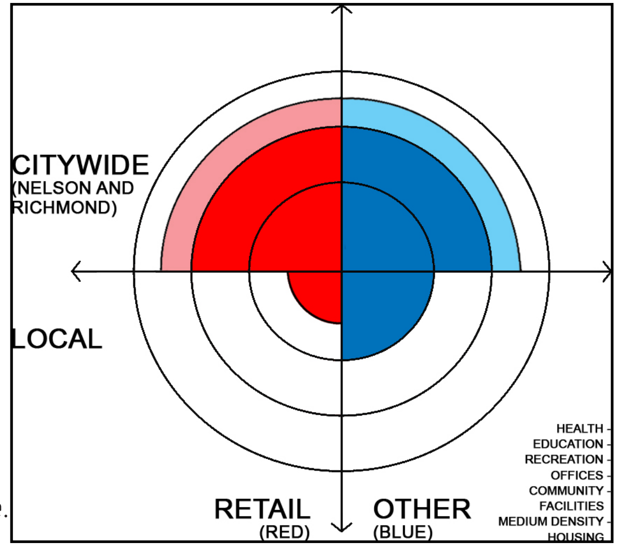
There is a need for some accommodation on the site linked to marine activity and directed at boat/yacht operators. However the scale of such a facility is likely to be small and should be ancillary to other uses.

MARINA

CURRENT ROLE	POSSIBLE FUTURE ROLE	TOOLS AND ACTIONS DP	DP MECHANISMS
· Survey of marina uses (needs are ablution, WIFI, boat servicing) · Live aboard community – scale of small motor camp · Return of half million dollars to rate payers p.a. · Treated as a community facility	· Complete hardstand area · Boat servicing · Expansion of pontoons into Maitai side and need for associated servicing on land side (loss of this area would likely remove the potential for marina expansion)	· Retain council ownership and lease land for short term	· Review activity status

THREATS	POSSIBLE RESPONSE
· Councillors keen to see financial return · Developing this could threaten role and viability of Wakefield Quay · Reverse sensitivity issues if accommodation · Foundations an issue for size/height of buildings · Liquefaction / sea level rise risk?	· Small light weight development response needed. · Preserve future options for potentially higher economic activity incl marina expansion.

A3. Wakefield Quay



Wakefield Quay is located at the transition between the city centre/port area and Tahunanui. The graphic shows a minor local role and a wider citywide role recognising the regional profile of the Wakefield Quay. This slight increases in "Retail" and "Other" roles indicate that with design changes that better integrate the wider facility, the city and Tahunanui, additional food service opportunities would be created and it would be more effective in its role.

It is physically contained by the sea and the sea cliff behind. The northern side of the State Highway has the benefit of a number of attractive heritage buildings. However its linear layout combined with the disjointed arrangement of buildings tends to make each activity within these buildings a destination in their own right. This compromises the potential for the collection of buildings to work together as a cohesive precinct. Some potential exists for the location to act as a destination or alternatively a start point for the walk between Tahunanui and Wakefield Quay. However this walk is currently poor, which reduces the potential of Wakefield Quay. It is understood that work is currently underway to take additional carriageway for the highway on the land side, which provides potential to give space back to the sea side to improve the quality of the walkway.

An additional connection on the edge of the Port land is possibly available behind the buildings (see Figure 21). It is possible to create additional parking areas between the buildings that can also act as an origin/destination points for the foreshore walk to and from Tahunanui.

Wakefield Quay does not have any comfortable gathering places, which is exacerbated by its primary orientation to the south. It is a place with destination uses. However it does have potential in two areas:

1. An origin/destination point for the Tahunanui walk along the harbour/beachside. This ideally would be an extension of a walk to and from the city.

2. A coordinated food services precinct that has a series of outdoor spaces and linked car parks with an upgraded street edge (see Figure 21).

Formalising and upgrading the area in and around the Ferry wharf in an arrangement with the Port Company would assist to improve its appeal. Other open space opportunities for outdoor food and beverage services are available in selected locations between buildings that would improve the viability of activities at Wakefield Quay. Some spaces (shown as car parking in Figure 21) could as easily be converted to outdoor beer gardens or outdoor dining. The primary issues or constraints in this respect are relatively easy to overcome, being the ability to deliver a comfortable micro-climate and to safely manage the interface with the street.

The location is high profile being on the way to the airport from the city. It also presents a memorable and attractive entry to the city at the last interface with the water. As such our view is that it deserves a relatively high priority to get it working better by expanding the sea side edge. Auckland (Tamaki Drive) and Wellington (Oriental Bay) show the value of a linear walk along the sea edge. Image below is of Tamaki Drive, Mission Bay Auckland.

Figure20. Low Amenity Walk, Wakefield Quay to Tahunanui

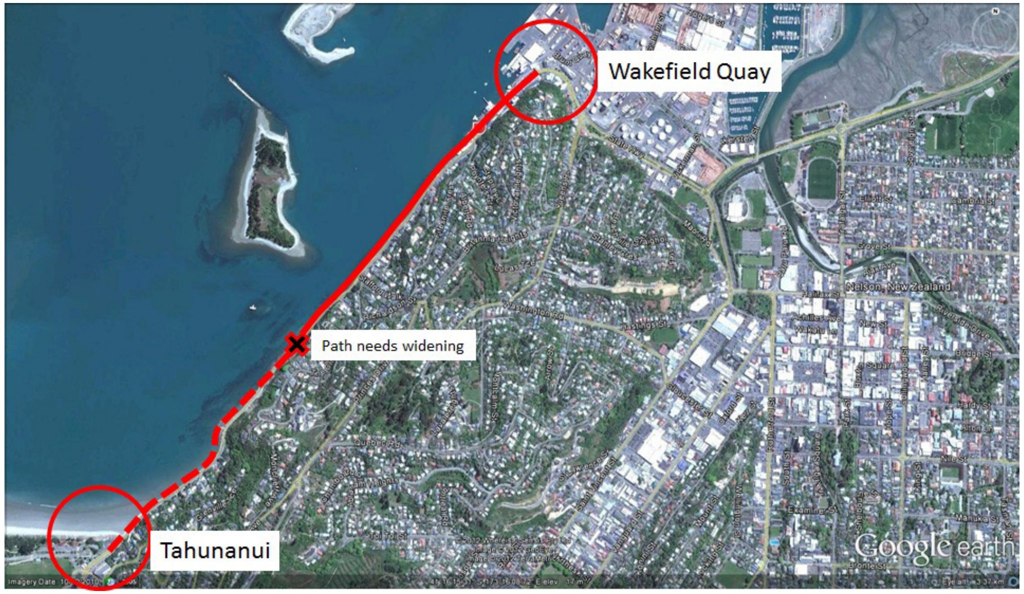
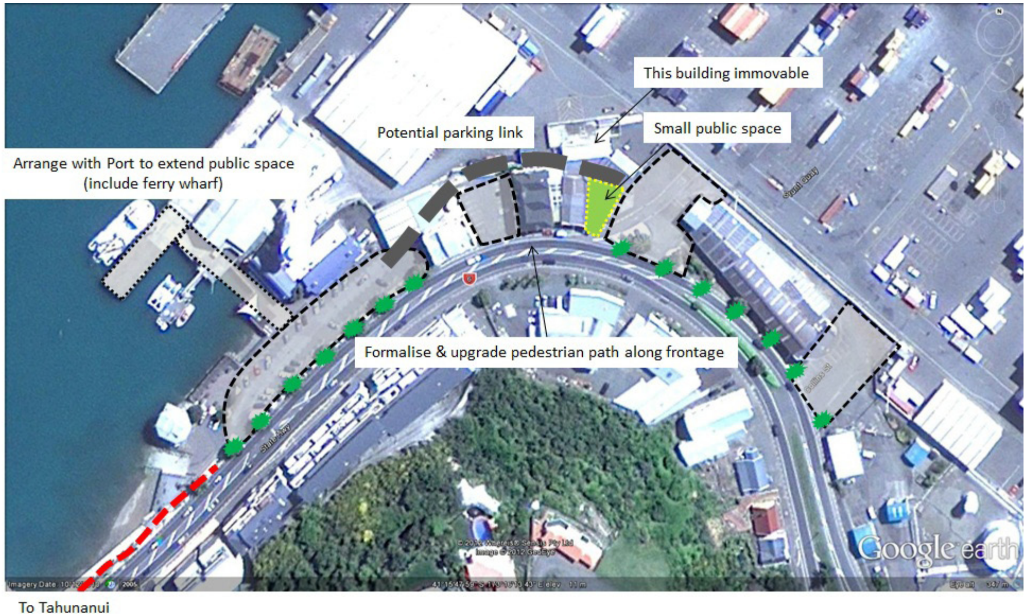


Figure 21. Site Improvement Suggestions



WAKEFIELD QUAY

CURRENT ROLE	POSSIBLE FUTURE ROLE	TOOLS AND ACTIONS DP	DP MECHANISMS

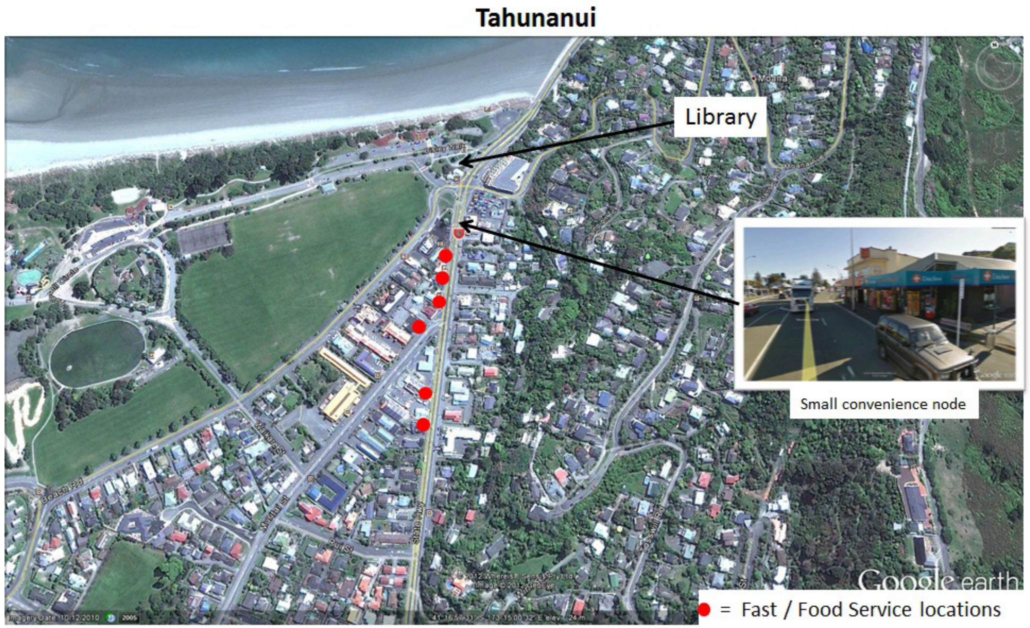
· Recreation / food services
· Heritage
· Signature gateway
· Transitory from industrial
· Ferry / boat hire
· Serviced apartments
· Surf life saving
	· No role change – just get better & more coordinated
	· Link in walkway to Tahunanui important to future.
		· Cohesive story – integrated waterfront plan integrated back to city and to Tahunanui
		· Change industrial zoning of Custom House, Four Seasons and Reliance
		· Frontage conditions regulation along Haven Road
		· $CAPEX for building/ roading changes
		  · Pedestrian refuges?
		  · Traffic lights?
		· Investigate walkways / crossings / links to town	

THREATS	**POSSIBLE RESPONSE**		
· Removal of good buildings and distillery · Safety / walking / cycling threat is it doesn't happen	Heritage overlay?		

A4. Tahunanui

Tahunanui is identified by PE as convenience centre. However it has most of the characteristics of a corridor, a tourist destination and a density living node. The retail picture is largely one of disconnected minor nodes of activity and food services along Tahunanui Drive and Muritai Street. The convenience role of the centre is facilitated by a dairy and chemist together on the east side of Tahunanui Drive and south of the library. The wider location is heavily interspersed with motels and destination food service restaurants, including McDonalds and KFC. There is a dairy on the corner of Muritai and Waikare Streets. Very few of these elements work together.

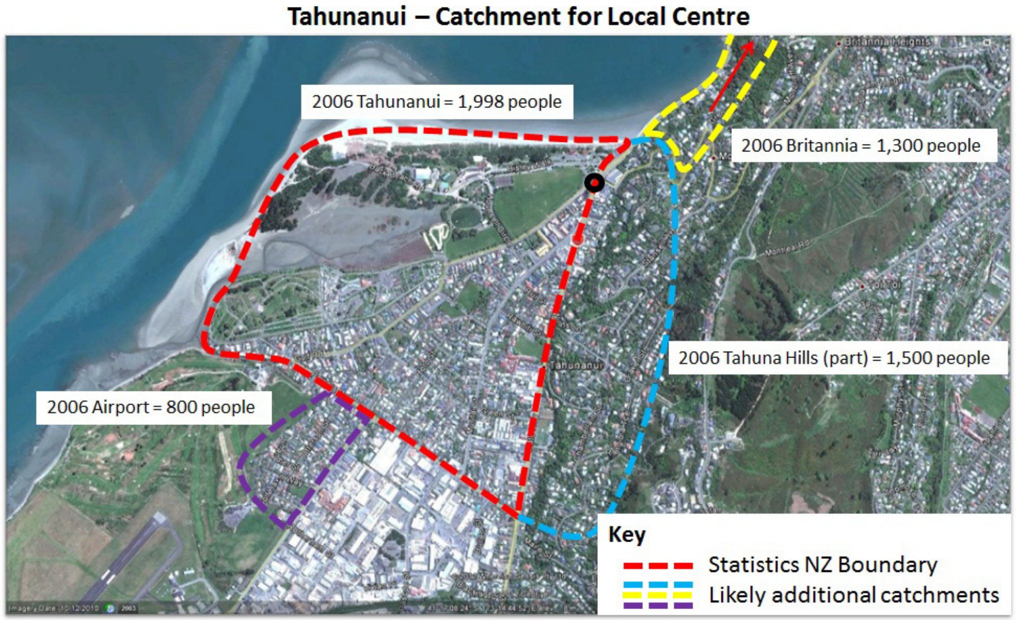
Figure22. Tahunanui Centre Elements



The food services restaurants all operate independent of each other and the convenience node is separate again. Although its retail relationship with the beach is a weak one, the residential relationship with the beach we assume would be a major factor in driving density. Additional density would assist to even out the summer peak. Both sides of Tahunanui Drive could take substantially more housing given proximity to the city and the amenity of the region's signature beach. However a continuation of the apartments located on the corner of Bisley and Tahunanui Drive may be a more difficult proposition given the land form heading south.

The local shops (chemist and dairy) are a part of a row of four. The other two shops are destination in function – not local. The shops have 5 minute parking outside, and this parking generally acts as the southbound merge lane for the State Highway. This outcome is not ideal for the shops or the highway. Ideally the local centre should be somewhere else and preferably on a site that has greater potential to link to the major assets of the locality and form a local place (as described throughout this report). Tahunanui has exceptional potential to redefine itself in terms of its centre and its housing. But in order to do that, the "centre" (we are reluctantly defining a dairy and a chemist as a centre) will need to move. In this respect we would be interested in the potential of the Wakatu site to create a vibrant local centre with links to the beach and reserves. Obviously the chemist would be an ideal tenant in the new centre. In our view the catchment for an expanded centre would cover the CAU and some of Tahuna Hills CAU – as shown in Figure 23 following.

Figure 23. Potential Tahunanui Catchment Area



The centre is shown at the extreme northern point of the catchment. Whilst this is not of itself fatal to the notion of a village, the combination of the road network, the lack of parking and the poor amenity of the location render the location as incapable of properly acting as a community hub or focal point. However, the potential of a community hub/neighbourhood centre in Tahunanui is exceptional and represents the most obvious growth opportunity for all Nelson centres.

The core areas shown in Figure 23 based on the 2006 Census show a combined population of 3,500 (Tahunanui & Tahuna Hills). The airport locality (800 people) and a part of the Britannia CAU (along the Tahunanui Drive escarpment to Wakefield Quay – 1,300 people), could possibly be added to the total making almost 6,000 residents excluding tourists and seasonal visitors. This means that although the catchment is not large enough for a supermarket (which tends to be triggered at 10,000 people), it does offer potential for:

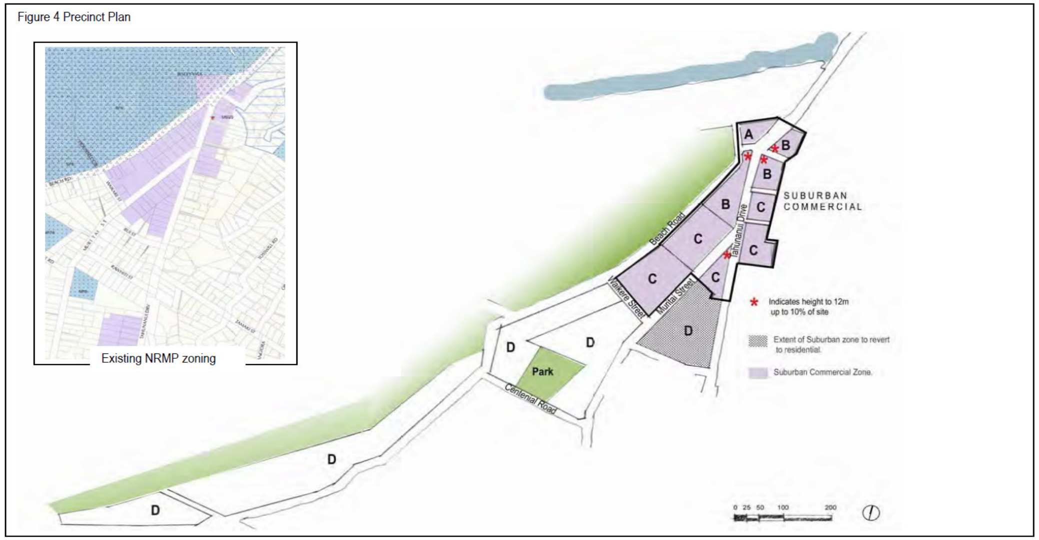
- Delicatessen
- Butcher
- Bakery
- Superette (up to 1,000 sqm)
- Bottle shop
- 2 cafes
- 2 restaurants
- Dentist
- Doctor
- Hairdresser
- Fruit & Vegetables
- Real Estate Agents
- Misc professional and personal service tenants

A local hub of around 3,000 square metres of retail and the same amount of personal and professional services could be created at an appropriate location.

In 2004 Council commissioned Boffa Miskell to provide a Structure Plan for Tahunanui. This plan contains a number of sentiments that we share. Boffa saw the centre as growing on the Beach Road side of Tahunanui Drive mainly because of the benefits of reduced vehicular conflict and slower movement more suited to a neighbourhood centre. We agree. The Boffa recommendation suggested a node around the Tahunanui Drive, Beach Road, Bisley Ave intersection. We see problems with this site/area in terms of its ability to act as a community hub or neighbourhood focus. Boffa perhaps saw the existing assets of the library, dairy and chemist as the starting point and wanted to extend to the Beach Road side. The problem with this as a principle is that a substantial level of effort and some athleticism is required if one wishes to visit all these locations in one walkable trip.

The Boffa plan is shown at Figure 24.

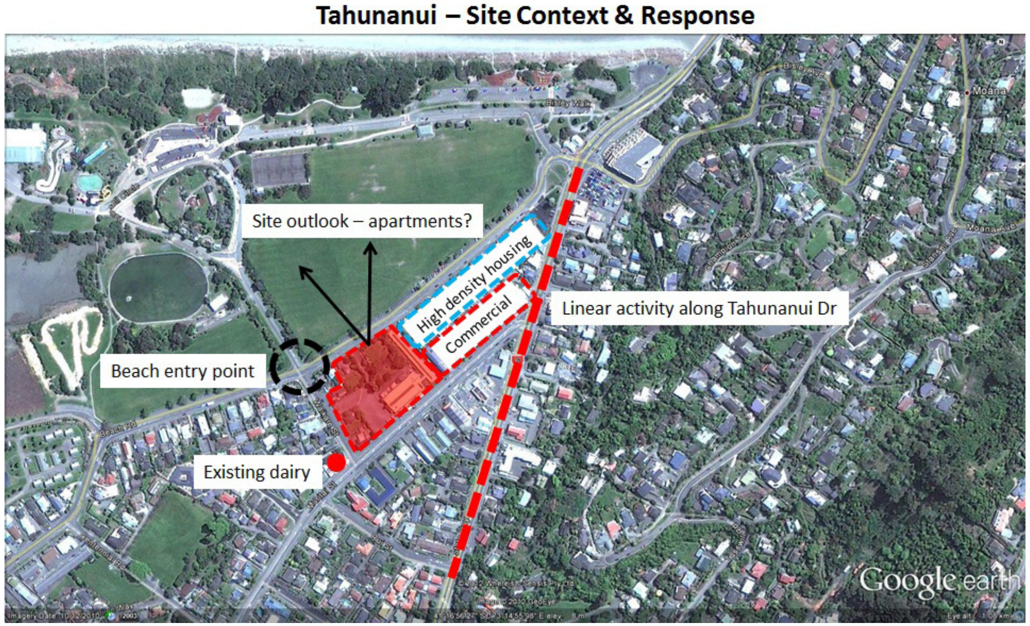
Figure24. Tahunanui Structure Plan – Precincts (Boffa)



Precinct B is the proposed retail precinct in the Boffa plan. It is focused around one of the more difficult intersections in the city and for that reason we believe that a neighbourhood centre around this intersection is difficult. Furthermore the existing layout of the green spaces, the dynamics of the intersection and the development of the KFC on the corner, largely removes opportunity to design the locality in the manner shown on Page 10 of the Boffa report. However, Council is in the fortunate position of having a developer with a large site under single ownership in Boffa's precinct C. This enables the delivery of a coordinated centre, and generally fits with the objectives of Boffa's Tahunanui Structure Plan. Whilst the Trust (Wakatu Trust) may not have necessarily conceived of such a centre on their land, their site does offer the only obvious opportunity for a centre in the area and would create better links between the community and the wider environmental resources of the park and beach.

One disadvantage of creating a centre on the Trust land as opposed to the "B" precinct is that it would be largely separate from the library. However the dynamics of the relationships based on the current range of activity are of little benefit to the library and so the issue is more one of opportunity cost, not negative impact. We understand that there has been consideration of moving the library in the past but some users were not in favour. The library would benefit from the move as they work best in areas of high inherent pedestrian activity (such as within a centre).

Figure25. Wakatu Trust Land

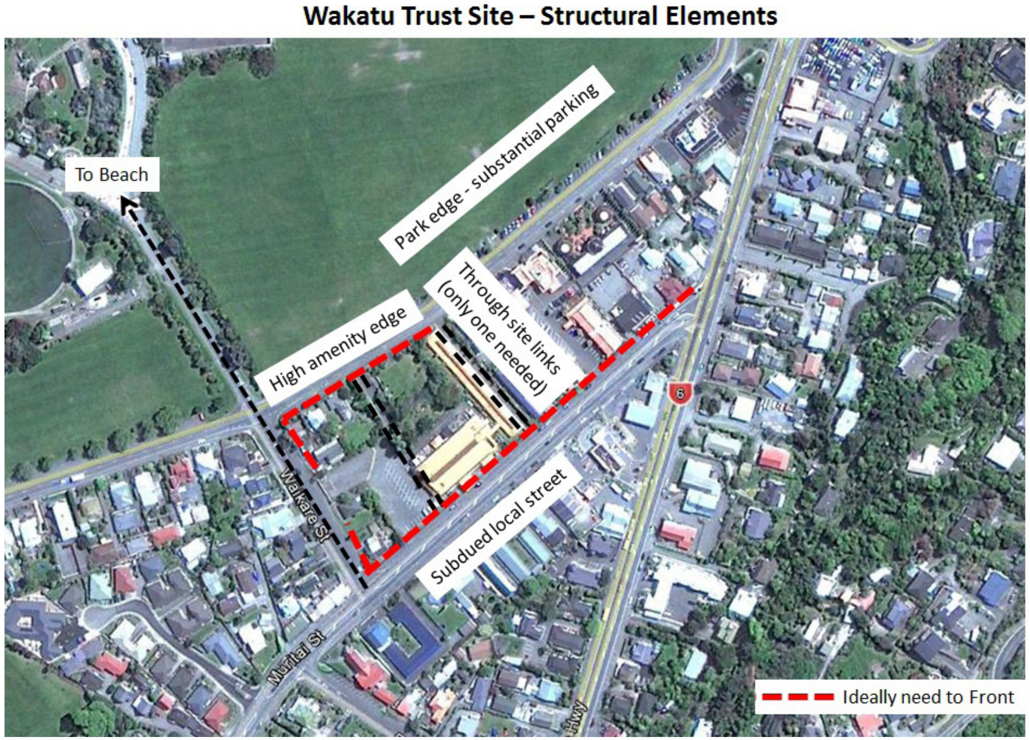


Precinct B can grow the commercial capacity of the centre along the street edge (Muritai) back to Tahunanui Drive. Beach Road has such a great aspect and therefore suits high density housing. The housing could be created around a small piazza as a focus for the village centre (with shops on ground floor). Our experience elsewhere with similar projects shows that such a format is very attractive to active retirees and high wealth young people (Gungahlin, Canberra and Harbour View, Te Atatu).

The site is embedded in the neighbourhood but has the appropriate zoning (Suburban Commercial) and has both residential and commercial activities on site at present. The commercial component sits at the northern edge of the site and comprises a motel and hotel. It is unknown as to whether these will be kept, but the creation of a neighbourhood centre would not require the entire site. The site has a number of features that offer benefits for a neighbourhood centre, with good proximity to the beach and reserve, a large and contiguous land area with three street frontages (one oriented north west), good access and a softer street environment. The site also has the benefit of substantial levels of existing angle parking for the beach and reserve along Beach Road. Whilst these will not be available in peak, the activities on the site could expand the activity cycle of these car parks in the off season and in off peak.

Ideally site development would provide a through site link, in the form of a lane to assist with improved pedestrian movement and shorten the block lengths. The block length between the major intersection to the north and Waikare Street is over 400 metres along Beach Rd and over 270 metres along Muritai Street. However if the hotel/motel stays, then the need would diminish.
The concept would require a master plan design approach that delivers good public realm and an intimate spatial environment.

Figure 26. Possible Organisational Elements



Also ideally, the site should be able to provide apartments, although this would tend to complicate the traditional model of separate ownership between retail facilities and housing.

The subject of high density housing in Tahunanui is an important one as it represents an obvious opportunity for sustainable density. There will likely be political (or community) opposition to this, but we see the following factors as reasons to investigate:

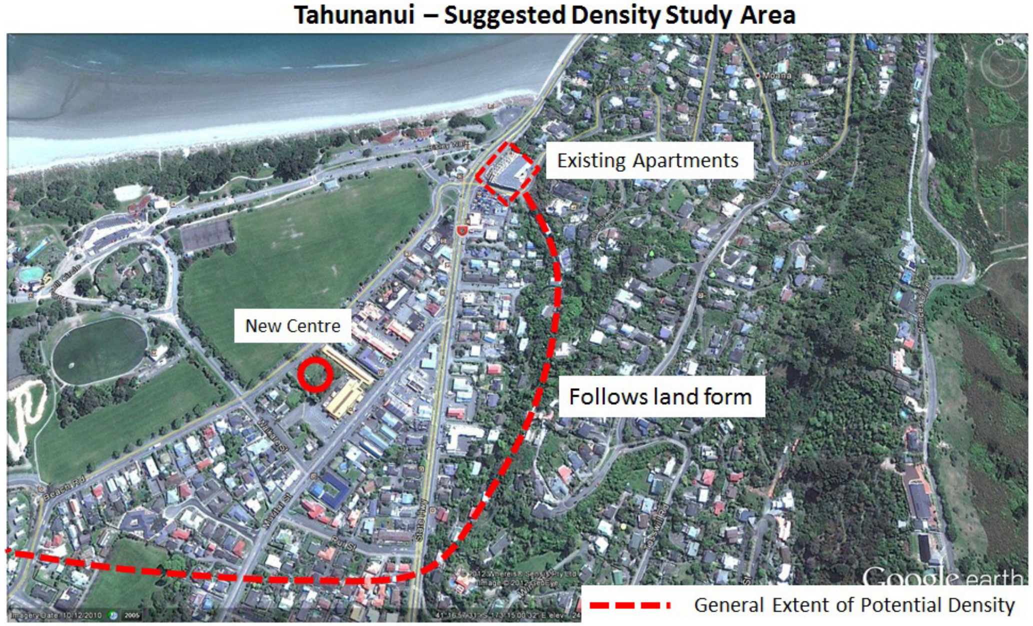
- improved sustainability (on major public transport route, close to amenities, opportunity to improve social & economic networks around a new local centre, improved utilisation of existing resources),
- locational benefits (proximity to the city, a larger and more relevant centre with a sizeable catchment and the beach),
- demonstrated market acceptance of the product (existing apartment development in the vicinity),
- supportive of a new local centre,
- one of the most obvious / attractive places for density in Nelson.

This type of housing would be an extension of what has occurred in Wakefield Quay and at Bisley/ Tahunanui Drive. It is of interest to us that the controls on density in the suburban commercial zone are relatively benign, yet there is no evidence of such development within the wider Tahunanui precinct. Of all the locations investigated in this assessment Tahunanui has the greatest potential for density. The amenity of the location should enable a more diverse mix of housing that has the benefit of expanding its appeal to young professionals and high wealth retirees. Experience elsewhere shows that single, professional women are also attracted to density in similar locations (see Harbourview, Auckland). We recommend that Council investigate the potential for increased density in Tahunanui further.

Our recommendation is not based on detailed design analysis of the area or the topography, but simply reflects an outsiders view of the relative merits of density in all centre-type locations across Nelson. The location would we assume be attractive to absentee owners, given the attraction and status of Nelson and Tahunanui. This is of course a mixed blessing, but it does expand the market for this type of development.

We would define the area (or study area if Council wished to investigate further) rather narrowly based on land form and the relationship with the beach.

Figure 27. Potential Tahunanui Housing Density Area

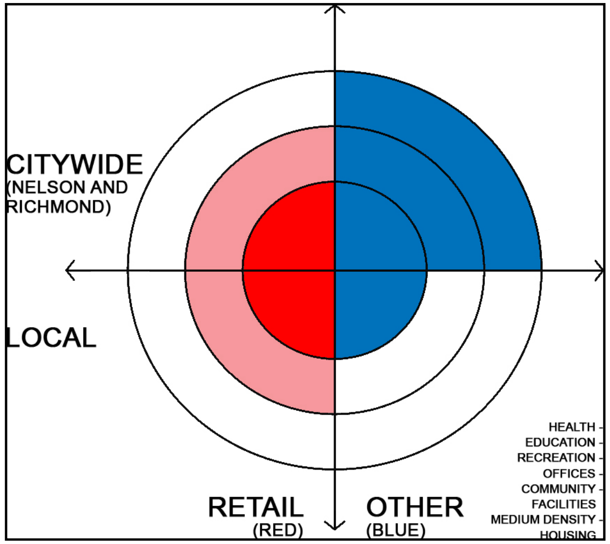


The single family homes on the western facing slopes could be considered either as a part of the study (for density) or as a control for height. The topography and general structure of Tahunanui generally assists to define the study area. The land form defines the east side start point at Bisley Ave and follows the escarpment to the Rawhiti Street intersection with Tahunanui Drive. The logic of the land form and the wider structure would suggest that the study area would carry through to Beach Road/Golf Road – as shown above.

Whilst the west facing slopes may be considered more difficult, the west facing slopes of Queenstown show that it's an ideal location for views with apartments and single family houses coexisting in the same environment. The Queenstown land form on the west facing hill is almost identical to that of the Tahuna Hills. The scattered apartments fit the land form and cascade down the hill. Generally most views are protected.

Following: Google images of Queenstown NZ – examples of low scale apartments fitting land form on west facing hill.

The graphic shows a current minor local "Retail" role that could more than double in size. The location has a modest citywide role based on food services leveraging off the movement network and the mainly seasonal destination appeal of the beach and this could also double in size. The citywide "Other" role covers the library (which also has a local role), the beach as a recreation destination and a number of beach side resources (such as the park and the varied recreational facilities around it).



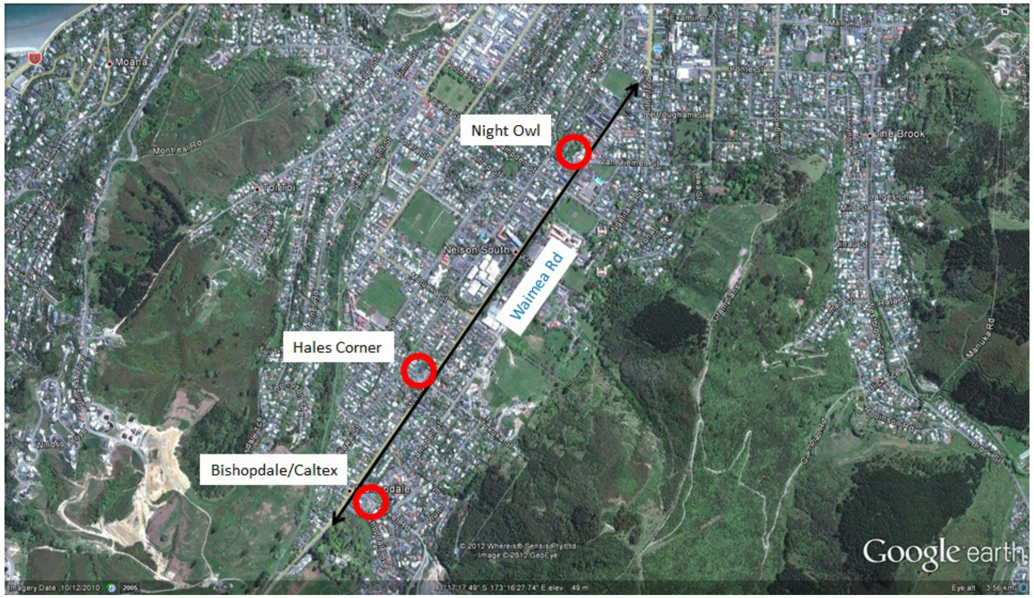
TAHUNANUI

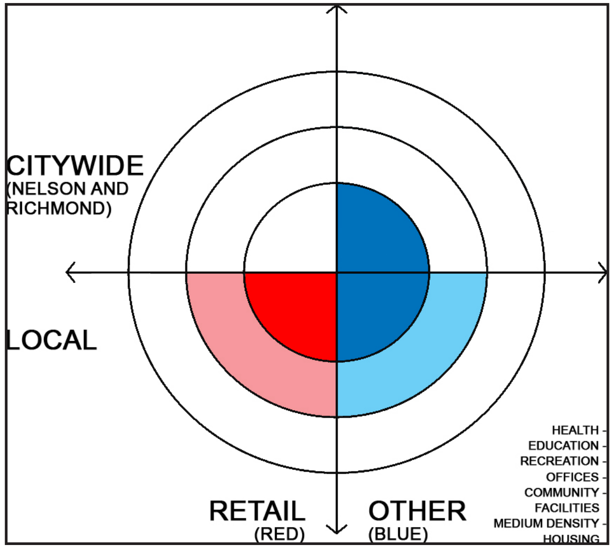
CURRENT ROLE	POSSIBLE FUTURE ROLE	TOOLS AND ACTIONS DP	DP MECHANISMS
· Mostly food services · Doctors & chemist · Small convenience · Wider regional role leverages off beach but disconnected from it	· Library isolated, needs an adjoining use · Could be a better regional / local centre. · Parking to rear an important principle for urban, centre and corridor integrity reasons · Develop a local centre with amenity in an off highway location	· Link through roads or pedestrian links from Muritai to Beach Road · Tighten zoning controls especially frontages · Determine viability of medium density housing typologies that might be suited to centre and proximity – adopt into DP.	
THREATS	**POSSIBLE RESPONSE**		
· Self serving Ocean lodge redevelopment that does not contribute to the wider capacity of the location (not a threat but an opportunity cost)	· Work with Ocean Lodge owners to get an integrated outcome for a new centre. Investigate a housing density outcome across the wider area		

A5. Waimea Rd

Figure 24. Waimea Road Locations

Bishopdale/Caltex, Hales Crnr, Night Owl





Bishopdale

The table & Figure 24 represent 3 locations along Waimea Rd. Whilst each benefits from the movement economy of the arterial they each are also likely to have small & distinct local catchments. Unlike Hales Corner, Bishopdale and Night Owl are subject to potential road network outcomes that need some discussion. The Caltex service station is not the subject of this analysis as it on its own does not offer any characteristics of a local centre resource and is no different to many other service stations in the district. Bishopdale is more represented by the commercial / retail facility that is partially hidden by the service station. This facility has been struggling to find its place in the broader composition of activities along Waimea Rd. Its local potential is compromised by its geographic location within a small local catchment and by being offline from the movement economy. The facility has no potential as a local retail resource and must either provide a commercial role or be a destination retail use (such as a restaurant). Its potential is further compromised by the amenity-depleting relationship with the service station. Changing access by way of signals at Bishopdale Ave or opening Gardiner Pl/Market Rd to Waimea will have no effect on the retail potential of the facility as neither action addresses the fundamental performance issues of the site. The site therefore has little retail potential but could be redeveloped for another use in combination with another site (or surplus street element). The difficulty though will be in the scale of development needed to render the use change and redevelopment viable.

Hales Corner

This facility sits on either side of Tukuka Street with the dairy on the south west side and a hairdresser and other business on the south side of Tukuka Street on an adjoining property. The facility serves a local catchment and the movement economy. Based on its current role and setting there is no basis for the centre to change. Parking is adequate for the role and there is a bus stop on the north west side of the street immediately adjoining the fast food store. Given that Nelson Intermediate as at the end of Tukuka and a number of playing fields and the hospital are nearby a good cafe would likely work well here subject to design creating the essential amenity. In this respect an adjacent site represents a poor interface in all aspects and could represent an opportunity for mixed use or increased density housing. The site is shown in elevation below – where the top of the housing can be observed just above street level. The graphic opposite shows the site in aerial (there appears to be two properties). The site is capable of providing undercroft parking with buildings addressing Waimea Rd.

Examples of similar outcomes are shown following Figure 27.

Figure 25. Hales Corner Locality

Hales Corner

Figure 26. Hales Corner – Small Opportunity

Waimea / Tukuka

The two storey property adjoining should set the general building envelope with a response possibly delivering a walk up (from street) frontage, a basement car parking level and two levels above (see examples below).

Figure 27. Hales Corner North West

Waimea / Tukuka

Night Owl

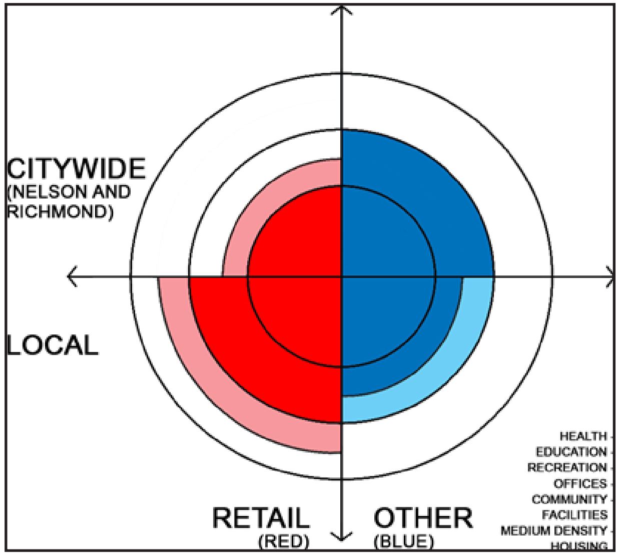
This centre is the most effective of the three centres and is assisted by a number of adjoining businesses operating from former single houses. The main retail elements of the centre comprise a bakery a large dairy and a pub. The pub is on the eastern side of the street and operates independent of the balance of the centre. The level of traffic coming from Van Diemen Street and the difficult right turn profile from Van Diemen to Waimea though has led Council to consider a signalised the intersection with Waimea Road, which may require the removal of some parking spaces. However wholesale removal of parking would seriously undermine the viability of the centre and the dairy.

The imposition of signals should trigger a review of the public realm configuration of the centre to improve pedestrian amenity and retain car parking. The graphic above shows the extent to which car parking is required for the viability of the dairy – which is the most important anchor element of the centre. Northbound, the current street (without signals) presents a painted central median that converts to a dedicated right turn into Van Diemen Street (on the dairy or western side of the street) but the pained median continues to the north. A single travel lane is currently available between the painted median and the parking lane adjoining the retail strip (shown above in red with a black border). It is assumed that an identical configuration is possible with the signals. If more road space is required for the signals than is current, then where this space can be claimed will be the important issue. We assume it can be claimed from the median north of the intersection. This would allow the dairy to continue to trade without the loss of parking. Loss of parking along this edge would most likely result in the failure of the dairy.

Figure 28. Night Owl

A6. Milton St

Milton Street shops include a signature Nelson destination bar/restaurant within an elegant and refurbished timber cottage. The centre is than a kilometre from the city centre within a residential environment dominated by retirement villages, flats and motels. The locality has a range of businesses and a pub. Adjacent to the dairy is the Sprig & Fern bar restaurant which occupies a traditional 1900's bungalow. There are a number of these traditional bungalows to give the area a



sense of quality, which is reinforced by the sensitive adaptive re-use of such a building for the Sprig & Fern. The locality is largely spent as an opportunity for density so efforts should instead be focused in three areas:

1. Ensure that the former car sales (AR Page) has a commercial use in any redevelopment (at a minimum the ground floor).
2. Consider rezoning Sprig&Fern from residential.
3. Look at an integrated street and public realm improvement program.

Location	Retail	Non Retail
Milton Street	Superette	Bar Restaurant
	Hairdresser	Health Spa
	Fish & Chips	Backpacker
		Motels
		2 Misc Business
	Hairdresser	

MILTON STREET SHOPS

CURRENT ROLE	POSSIBLE FUTURE ROLE	TOOLS AND ACTIONS DP	DP MECHANISMS
· Local centre — ok as is · Pub has a regional profile · Has recreational network role (Neale Park and walking route) · Character is important · Backpackers / motel · Regional food / bev destination · Cawtron Institute / retirement	· One suburban commercial corner site to be redeveloped · Opportunity for higher density largely gone	· No residential in ground floor of suburban commercial zone · Better design controls for suburban commercial · Grow and expand character / amenity · Rezone Sprig & Fern (which is residential) · Investing in roading upgrade to better refine amenity/ character and centre sense of space	Plan change
THREATS	**POSSIBLE RESPONSE**		
· Loss of pub would mean centre would lose its qualities & destination appeal · Garage site goes residential	· Density around it to give stronger market · Prevent it from reverting to residential by rezoning (could allow residential above ground)		

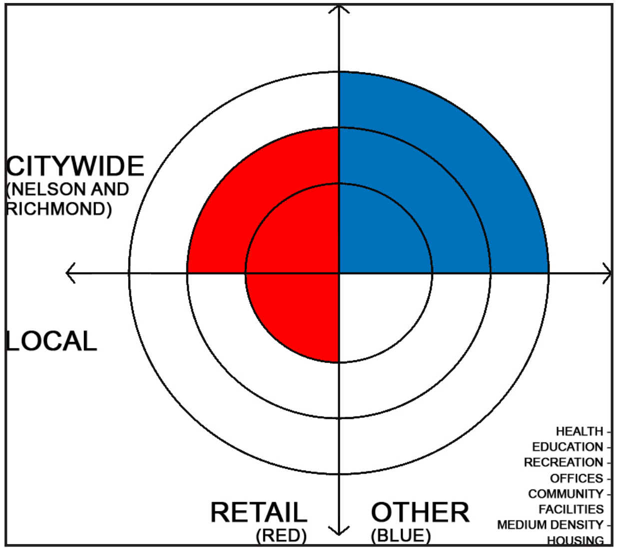
The locality appears to be working fine and so the above graphic suggests that only minor improvements are needed to the function and amenity of the centre.

A7. The Triangle

This site and surrounds was the subject of analysis during the HONs work undertaken in 2009 and was highlighted in that study as a part of the "The Western City Centre Extension Area." Councillors have expressed concern as to this area being a potential "escape" for central city businesses as the qualities of the area suggest a lower quality development outcome. The HONs study recommended this area as follows: *"This area offers prospects for good quality, affordable new office space (retail/active frontage on ground floor) and to attract research and technology-based businesses, computer services and other businesses to suitable, flexible new premises of high amenity within convenient walking distance of the core of the City Centre."*

This statement indicates the need for regulation to require a regulatory control package to deliver on the intent of the HONs work and to allay councillors concerns. This issue was assessed in broader detail in Section 5. The expanded Triangle site takes in the balance of the St Vincent Street precinct that together comprises "The Western City Centre Extension Area". The characteristics of the St Vincent precinct are markedly different to those of the Triangle sites. St Vincent Street has different reference points, desired objectives and outcomes to the Triangle.

Despite the HONs recommendations the graphic shows the same pattern of activity in profile terms. HONs though seeks a higher economic output from the Triangle sites in terms of intensity of employment as an expansion of the role of the Inner City Zone.



Location	Retail	Non Retail
Victory SE	Superette incl Post	YMCA
	Fast Food	Veterinary Clinic
SW	Fruit & Veg	
	Fast Food	
	Chemist	
NW	Bar Restaurant	Police
	Bottle Shop	Kindergarten
	Cafe	
	Fast Food	
	Hairdresser	

TRIANGLE

<table>
<tr><th>CURRENT ROLE</th><th>POSSIBLE FUTURE ROLE</th><th>TOOLS AND ACTIONS DP</th><th>DP MECHANISMS</th></tr>
<tr><td>· City fringe
· Awkward title boundaries / geometry
· Defence force
· Theatre
· Mixture of commercial</td><td>· Most obvious CBZ expansion
  · more retail
  · more entertainment
· Bridge street connection</td><td rowspan="3">· Work with landowners
· Investigate plan changes
  · Design controls
  · Activities
· Incentives re rates / parking
· Possible residential above commercial
· Key objective is to expand the employment capacity of the city centre by adding this employment location, which has the potential to offer business/ employment settings that are currently not found in the city centre</td><td rowspan="3">Design controls specific to site, aligned with specific objectives and policies tied to the site's role in supporting and growing the character of the Inner City zone and increasing the employment yield.</td></tr>
<tr><th>THREATS</th><th>POSSIBLE RESPONSE</th></tr>
<tr><td>· Triangle top corner / Bridge Street connection important</td><td></td></tr>
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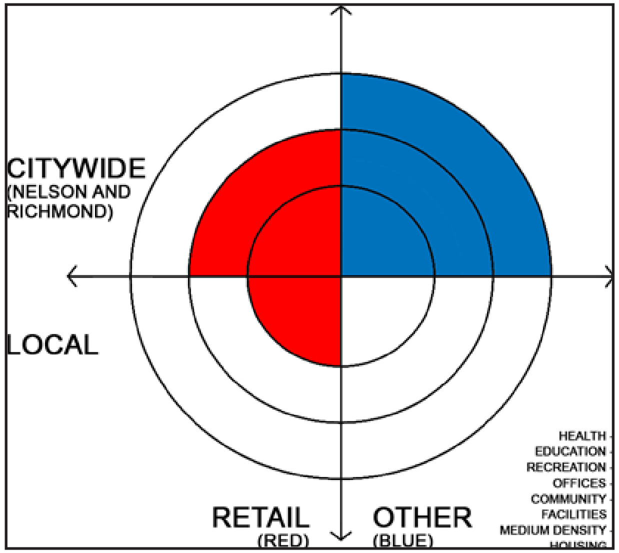
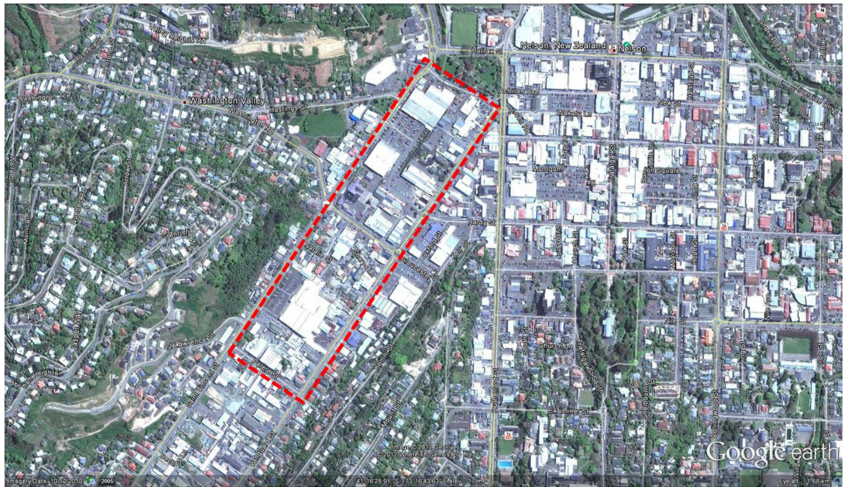
A8. St Vincent St

St Vincent Street precinct provides a regional destination for wider industrial/service industrial activity and contains supermarkets and other box stores.



The role of the location is not proposed to change. However the site should ultimately transition to a more urban character that picks up on the cues of the Triangle blocks. This should assist to allow for gradual intensification of sites in the St Vincent blocks, but it is expected that this will take many years. The large format uses are relatively low value economic activity and do not inspire a more diverse and intensive land use mix so close to the city. As the city centre receives little benefit of them being there the Council has little need to protect this activity transitioning to a more intensive mix of employment (and housing) as proposed in HONs.

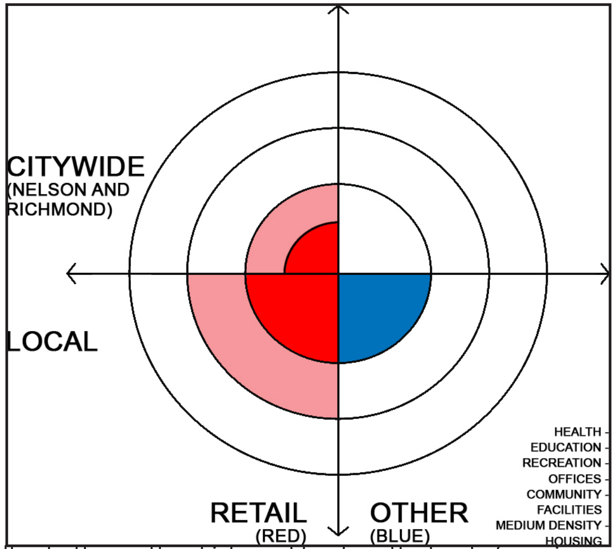
Figure 29. St Vincent



ST VINCENT ST (VANGUARD STREET/ GLOUCESTOR STREET, HARVEN NORMAN, COUNTDOWN, WAREHOUSE)

CURRENT ROLE	POSSIBLE FUTURE ROLE	TOOLS AND ACTIONS DP	DP MECHANISMS
· Mixed with increasing retail · Important employment area · Supports CBZ	· Agree with fringe extent · move to Harvey Norman · Mixed business / service industries · Manage retail LFR not ok · Subsidiary to CBZ not replacement / alternative	· Protect service industry · Restrict speciality retail · LFR established in fringe · No retail further than Harvey Norman	· Refine zone, which has different reference points to The Triangle despite both being proposed extensions to the Inner City Zone (HONs)
THREATS	**POSSIBLE RESPONSE**		
· Leaching of speciality retail · Loss of location for service and light industry	DP mechanisms		

A9. Atawhai



The centre is comprised of a dairy, fast food and a hairdresser contained within poor buildings. The dairy presents blank walls to the street. Tenancies are accessed from the car park.

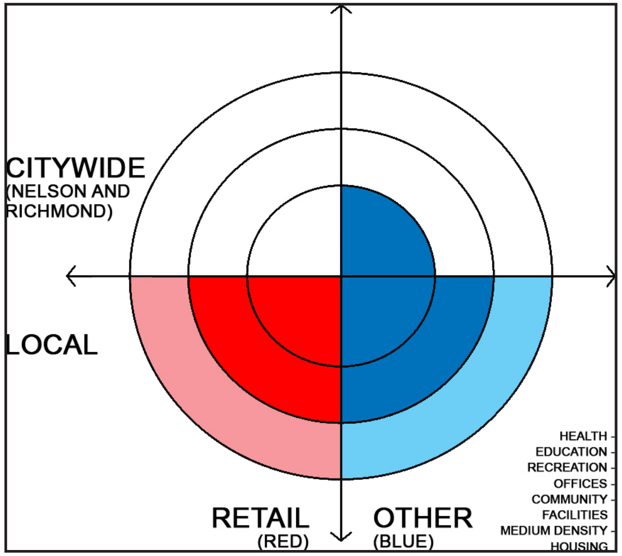
The site is a part of a regional bike route and is close to the State Highway. The centre serves a local catchment contained within Dodson Valley, the residents of which must come past the centre to go elsewhere. Council is exploring options for a link across the valley to the south, which would reduce the level of passing traffic. Council should consider an integrated approach with these businesses to get an improved built outcome. The northern end of the carpark has excellent views and would suit an outdoor cafe, which could be part of a comprehensive redevelopment.

Figure 30. Atawhai

ATAWHAI

CURRENT ROLE	POSSIBLE FUTURE ROLE	TOOLS AND ACTIONS DP	DP MECHANISMS
· Local dairy / takeaway · Cycleway · Childcare x 2	· Possible café / pub · Recreational network plus new link road to create scenic high level route	· Expand zoning · Provide parking on council land to free up private parking for sense of space response · Create higher amenity / public realm experience · Place making unit – David · Roading upgrade · Encourage existing dairy owner to upgrade/expand	Tighten design and appearance controls Extend zone subject to specific design response
THREATS	**POSSIBLE RESPONSE**		
· Gradually loses its role/appeal · Cell tower · New link	· Give it some amenity / character incl café/pub overlooking water		

A10. Victory



Victory shops of all the smaller centres provide the widest mix of retail and associated activities. These activities do not collectively constitute a cohesive centre as they sit on three separate sides of the busy Toi Toi / St Vincent intersection. The shops face the amenity and outlook of Victory Square and the location is on a major route to and from the city. All activities appear well maintained and it is assumed are operating adequately. The qualities of the location are such that an obvious planning approach to support and enhance the retail story would be medium density housing. However like most Nelson locations there appears to have been a second subdivision on these sections with lanes to rear sections almost universal.

The major threat to the location is the proposed Southern link, which may require the entire street section for travel lanes (4). However most of the retail and associated activity in the location is not on St Vincent Street but perpendicular to it. Nevertheless connections to the retail would be difficult for the increased traffic as it would require leaving the network to visit the shops. The overall effect would likely be to lower the performance of the centre. If the link is approved then the shops could benefit from a replacement of the roundabout by signals.

There is possibly a case for looking in detail at the Toi Toi Street section on each side of St Vincent in terms of increasing parking numbers for the stores and in determining the potential for outdoor seating – especially on the north side facing the park.

VICTORY SHOPS

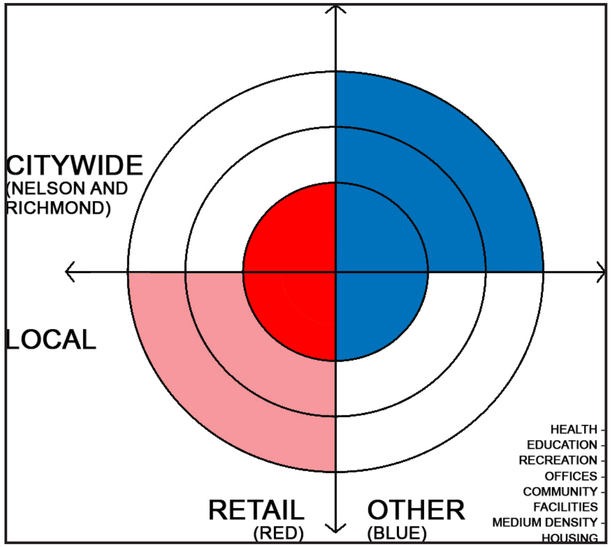
CURRENT ROLE	POSSIBLE FUTURE ROLE	TOOLS AND ACTIONS DP	DP MECHANISMS
· English village green · Integrated school/ health/ community centre in proximity · Low socio-economic, multicultural flavour — refugees · YMCA interest, childcare · Four square store and three takeaways – on each corner · Pub and coffee shops	· Increase commercial zoning · Possible medium density housing	· Rezone between childcare and YMCA · Structure plans for area · Identify potential for medium rise fronting square on Northesk and Toitoi · Streetscape design and walkability to town	· Plan changes/ zones
THREATS	**POSSIBLE RESPONSE**		
· Southern link · Loss of on street carparking	Ensure on-street parking retained		

Figure 31. Victory

Victory Shops

A11. Raewards/Couplands

This facility sits between the State Highway (Richmond Deviation) and the former State Highway (Main Road Stoke). It is largely surrounded by open space and operates within an Industrial zone. Raewards is a large fruit, vegetable and delicatessen store and Couplands is a commercial bakery with a major retail outlet attached. The two stores serve a regional as well as a local catchment but are nevertheless specialised food stores that trade southward to parking. Both sit within industrial character buildings in isolation from any other urban or functional relationship.



It is not recommended that this site expands its retail role and in this respect we wonder whether the underlying zone may be better left as is. Some risk may exist, given the relationship of the general location to the regional road network, for LFR retail using the current stores as a pretext for a consolidated retail-only proposal. However the regional provision for such activity (as discussed in Section 4) is high, with sites available in Mitre10 Mega and RWDA. We see little planning/legal risk in terms of the ability for these uses in combination with surrounding sites to grow into something not contemplated by the NRMP or in the alternate an activity profile that provides no wider economic, social, environmental or cultural benefit other than the activity itself.

RAEWARDS / COUPLANDS (CHAMPION ROAD)

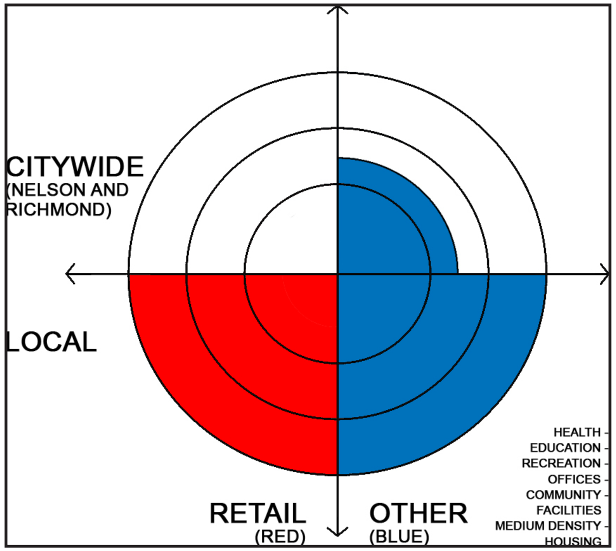
CURRENT ROLE	POSSIBLE FUTURE ROLE	TOOLS AND ACTIONS DP	DP MECHANISMS
· Childcare · Jennians · Couplands · Raewood f+v · Adjacent to regionally significant aquatic centre · Carpet shop · Serves local needs	· Only local centre (retail / employment) · Serves a cross-boundary role	· Change underlying industrial zone · Strategic site purchase of adjacent rural land — freezing works paddock east of 'centre' · Change of character — clarify style	

THREATS	POSSIBLE RESPONSE
· Future of adjacent rural zoning SE of Salisbury road exit	

Figure 32. Raewards Couplands

Raewards Couplands

A12. Stoke

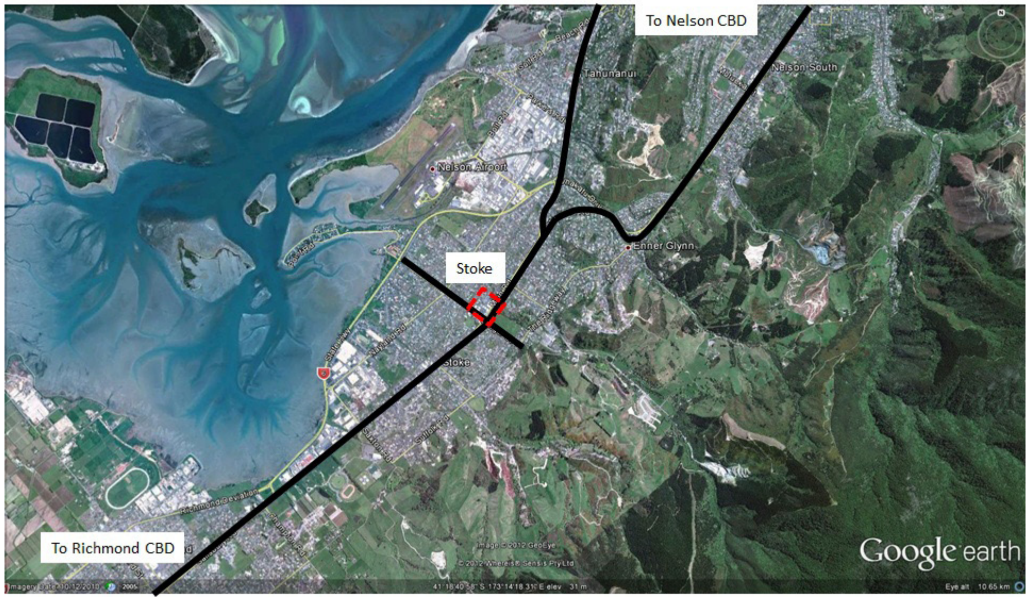


The Stoke centre represents one level below Richmond and Nelson town centres in retail and commercial terms. The centre is well placed on the intersection of two major corridors. Songer Road runs east west from the State Highway, and ultimately connects to The Ridgeway and Waimea Rd, and Main Road Stoke is the former State Highway that also connects to Nelson CBD and to Richmond. Given its strategic context the employment profile of Stoke is disappointing (see Section 4), dominated by retail and health services (mainly aged care), which together comprise over 70% of all centre employment. The employment profile and quantum (470 employees) is typical of a centre of this character. This character has been made worse in recent times as a consequence of the development of the supermarkets. Residential density around Stoke has taken the form of all residential close to centres in Nelson with rear lanes to back sections as well as housing projects for the elderly.

The movement network and the role of the centre would normally act to facilitate additional business opportunities in proximity to the centre, growing out of current housing stock. In our view this should be encouraged as it expands the business base of the centre, close to community, commercial and retail uses. The main issue from a planning point of view is the geographic extent to which this expansion should be encouraged, and the built form and regulatory management consequences. An objective should be to expand the settings for business in and around the Stoke town centre by enabling a range of activities in a range of locations at a range of price points. Currently there are a range of uses on Main Road on the south east side of the Songer Rd intersection and a number of retail and community uses on Songer Rd west of Main Rd.

Figure 33. Stoke – Strategic Location

Stoke Context



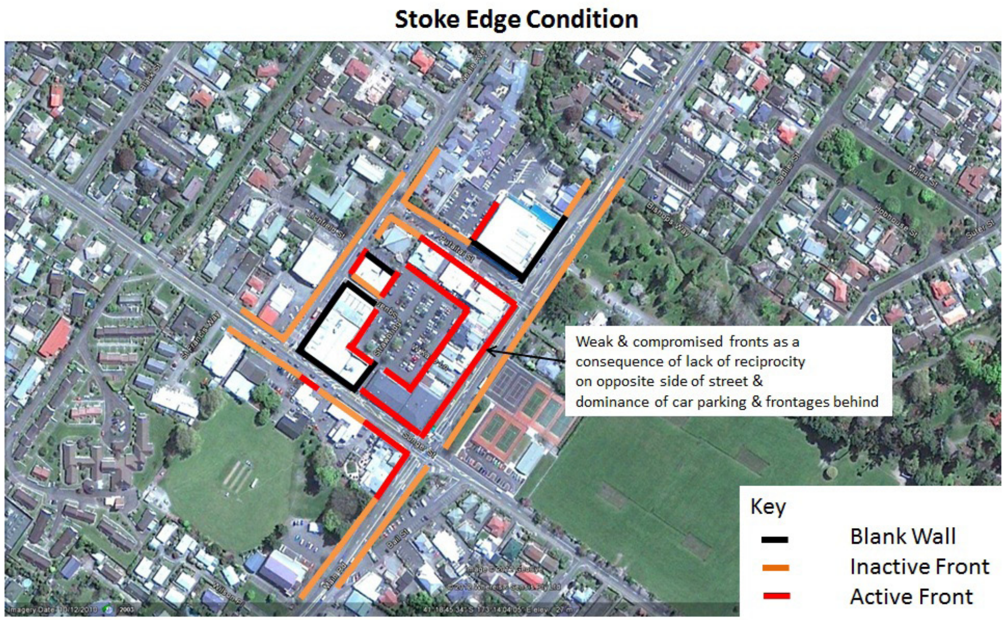
STOKE

CURRENT ROLE	POSSIBLE FUTURE ROLE	TOOLS AND ACTIONS DP	DP MECHANISMS
· Service convenience location · Regional sports and recreation · Medical · Medium density · Police / fire	· More of a 'hub' doing its existing role better · Is the sports role going to get smaller / go to Saxton field and therefore provide · Capacity to grow given growth in catchment · Promote — bleeding? Supporting employment around centre — needs visioning/ more detailed study	· Getting big buildings to behave — address the street · Development control plan — visioning, but as regulatory as it can be.	
THREATS	**POSSIBLE RESPONSE**		
· Loss of supermarket (there are benefits as well as costs of such an event, given the poor urban character of these operators)	· Need supporting wider commercial activity · Possible redevelopment scheme with decked parking to give supermarket more space		

The built form of the centre is also an issue, with many blank walls and an internal (away from street) frontage condition within a car park that reduces the inspirational value of the public realm of the centre. As covered earlier in the report, the built form condition of a centre is a major factor in its economic, social, cultural and environmental performance.

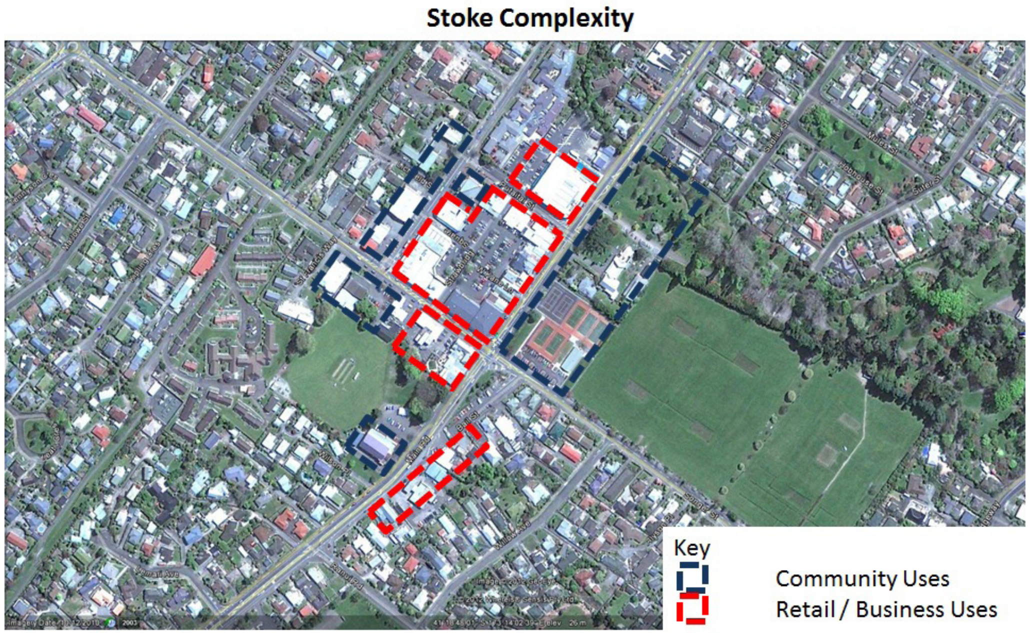
The following graphic shows the frontage condition around the Stoke centre. The active edges are generally opposing non-responsive environments (such as along the east side of Main Rd, north of Songer – which faces open space, or facing the blank supermarket wall of Putaitai Street). This doesn't excuse the need for active edges, but reduces the potential to form a wider business framework from the created amenity. However if the entire centre had active street edges Like Nelson city centre), then greater pressure would exist around the centre for a more intensive and diverse use pattern. The central car park also creates an edge conflict with stores facing the car park. Whilst this is a natural consequence of the way the centre is organised, the car park is also a non responsive environment and therefore the wider potential of the edge condition that faces it is lost.

Figure 34. Built Edges



The diagram shows how the structural organisation of land use and open space has influenced its performance. The main intensification opportunities in future likely exist off Main Road due to the inability to develop on the east side. However it is difficult to envisage a trigger that would create a more diverse centre. Likely the centre will evolve incrementally and piecemeal, which of itself is not a problem. However, like Tahunanui there is possibly a need to develop a comprehensive mixed use zone with a Form Based Code that requires buildings to recognise context and act to inspire a wider mix of uses. What is obvious is how the current zone has failed to deliver an urban environment befitting a diverse, complex and culturally relevant centre for the people that use it. It is places like Stoke that demonstrate the need for stronger built form regulation.

Figure 35. Stoke Diversity of Use



A13. Marsden Valley

Marsden Valley has yet to be built. As discussed above the opportunity may exist to provide a specific plan for the local centre. This plan should look at the role of the street and the level to which the orientation and built form condition of the centre encourages walking. Ideally the plan should attempt to accommodate as much of the parking in the street network.

MARSDEN VALLEY

CURRENT ROLE	POSSIBLE FUTURE ROLE	TOOLS AND ACTIONS DP	DP MECHANISMS
· 2ha of suburban commercial lane · Significant recreation area – access to Barnocoat Walkway and Jenkins Jill · 600 households anticipated · Cemetery	· Serve local needs at the small end · Possible care	· Develop a new overlay or zone provision with more design tools; and more activity control; and character theme	· No industrial design controls
THREATS	**POSSIBLE RESPONSE**		
· Earthquake risk · Economic risk – needs houses first			

NAYLAND ROAD SHOPS

CURRENT ROLE	POSSIBLE FUTURE ROLE	TOOLS AND ACTIONS DP	DP MECHANISMS
· Local shops/ schools · Regional pool	· As is		
THREATS	**POSSIBLE RESPONSE**		

MONACO

CURRENT ROLE	POSSIBLE FUTURE ROLE	TOOLS AND ACTIONS DP	DP MECHANISMS
· Local/ regional pub/ café · Conferences/ weddings	· As is		
THREATS	**POSSIBLE RESPONSE**		

A14. Nayland Rd

Nayland Road is proposed to continue as is. The dairy and takeaway food store serve the neighbouring school, the movement economy and a small local catchment.

A15. Monaco

This facility serves a specialised function and should continue as is.

NGAWHATU VALLEY

CURRENT ROLE	POSSIBLE FUTURE ROLE	TOOLS AND ACTIONS DP	DP MECHANISMS
· 2ha of suburban commercial zone · Residential and rural residential zoned land est 1100 households 2500 population 20+ years · Connections to Marsden Valley	· Serve local needs at the small end	· Develop a new overlay or zone provision with more design tools, more activity control, and character theme	· Needs Marsden Valley treatment
THREATS	**POSSIBLE RESPONSE**		
· Earthquake risk · Economic risk — need houses first			

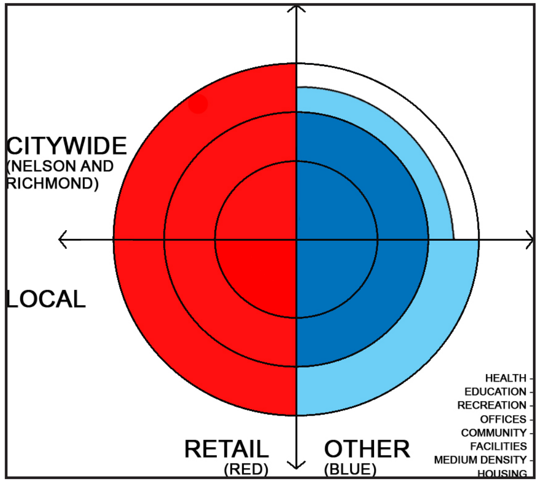
A16. Ngawhatu Valley

This future centre has tremendous potential if a community of 1100 households is developed as proposed. This household threshold combined with the contained (by landscape) nature of the settlement represents an ability to develop an urban centre with a wide range of facilities including:

- small supermarket (up to 1,000 sqm)
- butcher/deli
- bakery
- cafes & restaurants
- liquor store
- hairdresser
- dentist
- chemist
- newsagent/post office
- real estate

The circumstances of the location including its separation from the suburban continuum will be a major factor in its capacity to be a true urban village. These circumstances, when combined with the projected number of households creates an opportunity unique to the area. However, the ability for the village to be a true social and cultural hub will depend upon the built outcome.

A17. Richmond



Nelson City Centre and Richmond together are major influences of the retail travel patterns of the two TAs. As discussed elsewhere and in The PE report, Richmond has some retail characteristics that facilitate movement from Nelson, but the majority of movement for retail services is from Richmond's catchment into Nelson. The retail or functional basis for this is simply the presence of a wider range of stores in Nelson that are not available in Richmond and the market is generally not of a size to facilitate two such stores within the Tasman and Nelson catchments. However to limit the comparative centres assessment to the competitive structure specific to retail services only would be to undervalue the wider basis and justification of centres. Richmond has evolved primarily as a retail and local services centre, subservient in economic and retail terms to Nelson city centre. The dominance of the mall has seen the loss of vitality from the street. This loss of vitality has a broader economic effect as it reduces the desire for other businesses to locate in the centre. This will be an ongoing problem for Richmond if it allows the mall to grow without contributing amenity and pedestrian traffic to the wider urban environment of the centre. A consequence of allowing the mall to grow without connecting better to the centre is likely to be a very efficient and effective retail facility that in market terms reduces escape expenditure and perhaps even draws more trade from Nelson, but where the wider town simply deals with the negative effects of this success, including:

- increased traffic in the streets of the centre
- reduced pedestrian amenity
- reduced vitality
- reduced viability of street-based retail
- reduced business capacity (opportunity cost)
- loss of existing businesses

The RWDA is also an issue of concern as the level of control over retail activity and the quality of this proposed environment is low. One possible outcome therefore is that the retail environment on Richmond becomes highly attractive in functional terms, generating visitation from the wider area. However the economic benefits of such a retail-centric outcome will come at a cost including:

1. Increased vkt load over the two TAs
2. The town transitions to a lower average value business base.
3. Richmond is not seen as a high value, high amenity town, which may influence residential property prices in and around Richmond and in the District.
4. More people live in Richmond but work in Nelson.
5. Richmond town centre becomes a security and management issue after hours (the Council will need to consider the security implications of multiplex cinemas if they are to be provided in the town as the urban environment is not good enough to generate a secure night time economy).

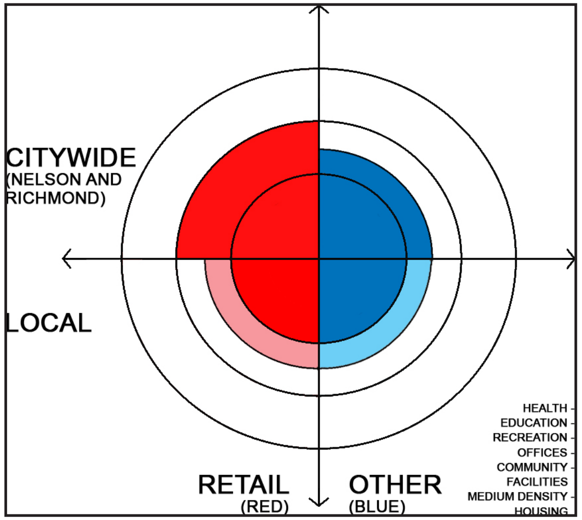
RICHMOND

CURRENT ROLE	POSSIBLE FUTURE ROLE	TOOLS AND ACTIONS DP	DP MECHANISMS

· Retail alternative to Nelson
· Mall
· Main Centre Tasman
· Pack n Save
· Guybus Fish Shop
· Library
· Specialised retail
· Council offices
· Farmers
· Lots of non-retail employment (car yards)
	· Cinema — entertainment, community, night life
	· Lower cost corporate head office?
	· Don't want city feel?
	· Opportunity for residential intensification in close proximity to the core, but amenity/ value nexus a problem
	· Relocation of some business/ employment to allow for growth
		· Structure plan for the centre
		· Street vision to develop a style for the Main Street
		· Managing retail 50% LFR, 50% specialised, 100% food or grocery
			· Policy areas within centre
			· Has to be easy
			  · Facilitate food + grocery within the centre – non food LFR outside
			  · Access/ parking
			  · Density controls for residential around the edge
			  · Built form and signage controls

THREATS	**POSSIBLE RESPONSE**		
· Underperforming specialialty retail · More goes out of Richmond than comes in			

A18. Robinsons/McCashins



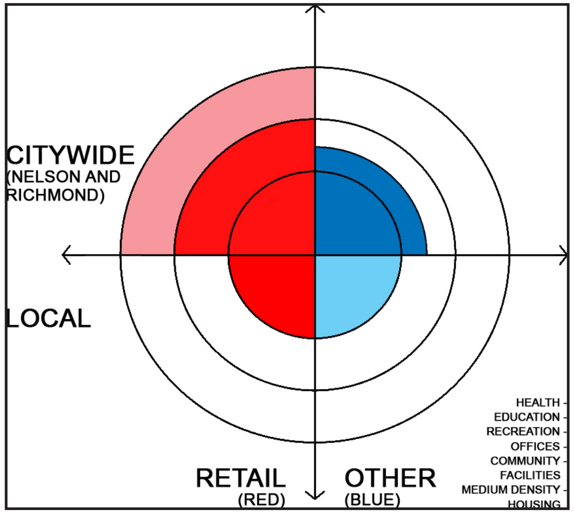
This facility provides an eclectic mix of specialised butchery, cafe, liquor store along with a cycle store, a paint store and an auto parts store. The site has some built form character at the rear, but at front presents a series of small industrial typology buildings. Given site depth and configuration it should be a candidate for a more urban, mixed use centre. However the market drivers of such a major intervention are not obvious. Despite the obvious potential urban redevelopment response the site exhibits a typical retail-focused development outcome. The length of the block in which the centre sits is over 1 kilometre long and so a formal connection through this project would improve accessibility in the area. Despite the obvious functional attraction and the adaptive re-use of buildings, this project could deliver much more if proposed built form controls were in place to regulate it.

Figure 36. Robinsons/McCashins

ROBINSONS / McCASHINS

CURRENT ROLE	POSSIBLE FUTURE ROLE	TOOLS AND ACTIONS DP	DP MECHANISMS
· Specialised medium — high activities · Supercheap auto · Stoke brewery	· Opportunity to support surrounding retirement complexes · Dairy · Hair dresser · Community facility · Health complex	· DP rules · Ground floor living in sub. comm. · Encourage McCashins to Stay? · Retain retail component, encourage manufacturing to consider long term options especially because rear has open space value (along rail reserve)	· Tweak DP re residential living at upper levels only in suburban commercial · Street frontage on McCashin site · Small scale local business growth, some limit either GFA or activity
THREATS	**POSSIBLE RESPONSE**		
· Limited diversification opportunity · Ground floor residential in suburban commercial			

A19. Mitre10 Mega



This site represents the first stage of "LFR" development. It sits within an industrial environment. Mitre10 Mega represents an industry view of retail development that is out of context with a broader policy position that places centres first, and a supplementary definition where the term LFR is changed to bulky goods. Such a change removes the need for arbitrary size controls and allows a more objective functional definition to dominate.

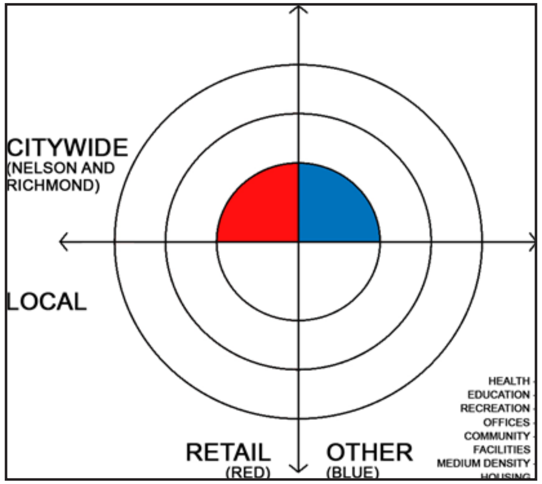
This site nevertheless has been subject of a Plan Change for a range of retail activity of a minimum size of 500 square metres. The site represents unused capacity and is a part of the PE conclusion that the region does not need any new sites for LFR for the foreseeable future.

MEGA 10

CURRENT ROLE	POSSIBLE FUTURE ROLE	TOOLS AND ACTIONS DP	DP MECHANISMS
· Regional scale hardware store and Speight's ale · WOW museum · Lighting direct · No supermarkets	· Major regional retail facility — can grow three times as big	· Beef up objectives and policies in City Centre — particular activities/ anchors must be in the city centre · Put department stores on exclusion list · Tweak the schedule as part of coherent retail strategy city wide — strategic economic strategy	
THREATS	**POSSIBLE RESPONSE**		
· Farmers moves there, Smith City, Noel Leeming etc	· Provide Farmers a better alternative close to town · No department stores condition		

A20. Bunnings/Placemakers

Bunnings & Placemakers sit within an industrial estate, between Main Road and State Highway 6. The location is ideal in regional accessibility terms and in terms of the character and role of these two stores that have no inspirational role for other activities that contribute to the economic and social capacity of centres.



BUNNINGS / PLACEMAKERS

CURRENT ROLE	POSSIBLE FUTURE ROLE	TOOLS AND ACTIONS DP	DP MECHANISMS
· Industrial used by LFR · Home improvement · Adjacent uses light industrial · Church · Industrial · Business environment · Railway reserve	· Same as, would not support more retail / local goods · Happy with underlying industrial/ business though		
THREATS	**POSSIBLE RESPONSE**		

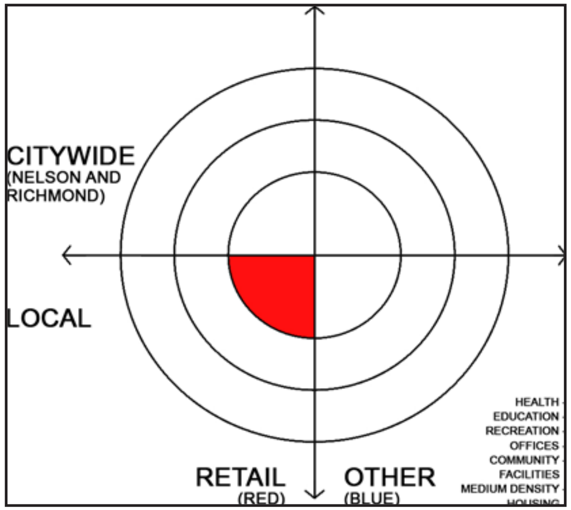
Figure 37. Bunnings & Placemakers

Bunnings/Placemakers

A21. Black Cat

Black Cat is a local food destination with a dairy, a fish and chip shop and a hairdresser.

The location is appropriate for its current role. The graphic shows that no expansion to this role is anticipated or required.



BLACK CAT DAIRY

CURRENT ROLE	POSSIBLE FUTURE ROLE	TOOLS AND ACTIONS DP	DP MECHANISMS
· Local dairy, hairdresser, fish and chips	· No changes	· As with suburban could tighten	· Commercial
THREATS	**POSSIBLE RESPONSE**		