

# NELSON TASMAN FUTURE DEVELOPMENT STRATEGY 2022 – 2052

19 SEPTEMBER 2022



# CONTENTS

<b>1</b>	<b>MAYORS' FOREWORD</b>	<b>3</b>
<b>2</b>	<b>WHY AN FDS?</b>	<b>4</b>
	2.1 National Policy Statement on Urban Development 2020	4
	2.2 What has informed the FDS	4
<b>3</b>	<b>WORKING WITH IWI AND HAPŪ</b>	<b>5</b>
<b>4</b>	<b>IWI AND HAPŪ VALUES AND ASPIRATIONS</b>	<b>6</b>
<b>5</b>	<b>CLIMATE CHANGE</b>	<b>7</b>
<b>6</b>	<b>FDS OBJECTIVES</b>	<b>8</b>
<b>7</b>	<b>THE STRATEGY</b>	<b>9</b>
	7.1 Overview	9
	7.2 Capacity provided	12
<b>8</b>	<b>URBAN GROWTH AREAS</b>	<b>16</b>
	8.1 Nelson City Centre and surrounds	16
	8.2 Stoke, Tāhunanui and surrounds	19
	8.3 Richmond	19
	8.4 Brightwater	19
	8.5 Wakefield	24
	8.6 Motueka	24
	8.7 Māpua	24
<b>9</b>	<b>TASMAN RURAL TOWNS</b>	<b>28</b>
	9.1 Tākaka	28
	9.2 Murchison	28
	9.3 Collingwood	28
	9.4 Tapawera	28
	9.5 St Arnaud	28
	9.6 Upper Moutere	28
<b>10</b>	<b>WHERE THE FDS FITS</b>	<b>32</b>
<b>11</b>	<b>COMMUNITY VALUES</b>	<b>33</b>
<b>12</b>	<b>STAKEHOLDER VIEWS</b>	<b>33</b>
<b>13</b>	<b>GROWTH CONTEXT</b>	<b>34</b>
	13.1 The Nelson Tasman Area	34
	13.2 Housing growth	35
	13.3 Business growth	37
<b>14</b>	<b>STRATEGIC OPPORTUNITIES AND CONSTRAINTS</b>	<b>38</b>
<b>15</b>	<b>IMPLEMENTATION</b>	<b>42</b>
	15.1 Progress with the 2019 FDS	42
	15.2 Supporting infrastructure	42
	15.3 What we will do	48

# 1 MAYORS' FOREWORD

Tēnā koutou,

Following months of community engagement, detailed feedback, and informative deliberations, we are pleased to have adopted the Nelson Tasman Future Development Strategy 2022–2052 (FDS).

The FDS is a 30-year high-level strategic plan that outlines areas in our region where there is potential for future housing and business growth.

The FDS is underpinned by a series of 11 objectives that have been developed with the community, iwi and hapū, stakeholders, and the councils to support well-functioning urban environments.

The FDS is required to meet the Government's National Policy Statement Urban Development 2020 (the NPS UD) which came into effect in August 2020. It will ensure both councils are well placed with an evidence base to inform reviews and changes to their unitary plans, to facilitate the next round of Long Term Plans (2024) including Infrastructure Strategies, and to support business case work and future inter-council and central government funding partnerships.

The Joint Committee of the Nelson City and Tasman District Councils has accepted a balanced set of recommendations for the final document, which support the demand for housing in a competitive market as well as addressing the growth needs of our communities.

A three-yearly review of the FDS and on-going monitoring of development will help both Councils evaluate how fast our urban areas are growing and whether there is a need to speed up or slow down the zoning and servicing of land in response to demand.

We wish to recognise the contribution and value of our staff, consultants and elected members in bringing this strategy together.

The significant amount of input and feedback from the public, including 558 submissions, offered a number of diverse and thorough opinions for consideration.

Our plans are always improved by the feedback we get from our community. Thank you for playing your part in creating this strategy and we look forward to seeing the FDS objectives come to fruition.



A blue ink signature of Rachel Reese.

Nelson Mayor Rachel Reese



A blue ink signature of Tim King.

Tasman Mayor Tim King



## 2 WHY AN FDS?

### 2.1 NATIONAL POLICY STATEMENT ON URBAN DEVELOPMENT 2020

The Government introduced the National Policy Statement on Urban Development 2020 (NPSUD) in August 2020 (updated 2022) and this document sets out clear requirements for what an FDS must show and be informed by. It states that the purpose of the FDS is to promote Long Term strategic planning by setting out how the Councils intend to:

- Achieve well-functioning urban environments in their existing and future urban areas.
- Provide at least sufficient development capacity over the next 30 years to meet expected demand.
- Assist with the integration of planning decisions under the RMA with infrastructure planning and funding decisions.

As an over-arching principle, the NPSUD requires the FDS to provide for a well-functioning urban environment. Simply, this means we need to:

- Provide a variety of homes that meet local needs and enable Māori to express their cultural traditions and norms.
- Provide a variety of land suitable for local business needs.
- Have good accessibility for all people between housing, jobs, community services and open spaces, including by public or active transport.
- Support the competitive operation of land and development markets.
- Support reductions in greenhouse gas emissions.
- Be resilient to the current and future effects of climate change.

The purpose of the FDS is clearly defined and forms a strong and clear framework for the way in which Nelson and Tasman need to plan for their future growth. The NPSUD also allows for Tier 2 urban environments such as Nelson and Tasman to strategically plan for areas outside the urban environment. This FDS therefore covers the whole of Nelson and Tasman, including Tasman's rural towns.

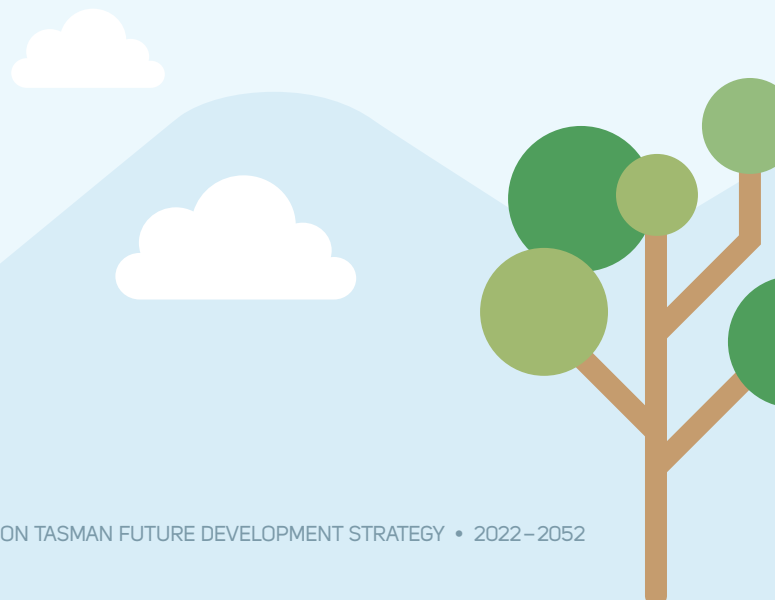
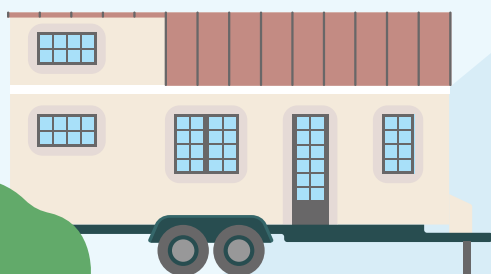
### 2.2 WHAT HAS INFORMED THE FDS

The FDS has been informed by a wide range of information and analysis based on the requirements of the NPSUD and related policy documents to form a strong evidential basis. This includes:

- The 2021 Nelson and Tasman Housing and Business Capacity Assessments, which set out the growth projections over the next 30 years.
- A consideration of advantages and disadvantages of different spatial scenarios, or growth options, for Nelson and Tasman.
- Councils' Long Term Plans and their supporting Infrastructure Strategies, as well as other relevant strategies and plans.
- Māori, and in particular, tangata whenua, values and aspirations for urban development.
- Feedback received through consultation and engagement.
- Every other relevant national policy, the most relevant of which relate to the coastal environment and freshwater.

Further detail on each of these requirements is set out in the FDS Technical Report (the Technical Report).

The Government is currently reforming the Resource Management Act and developing new national policy for highly productive land and indigenous biodiversity. The national policy is planned to take effect in 2022. Future iterations of the FDS will need to respond to this direction when it is gazetted either through a future review of the FDS or preparation of a new Regional Spatial Strategy under the proposed Strategic Planning Act.



### 3 WORKING WITH IWI AND HAPŪ

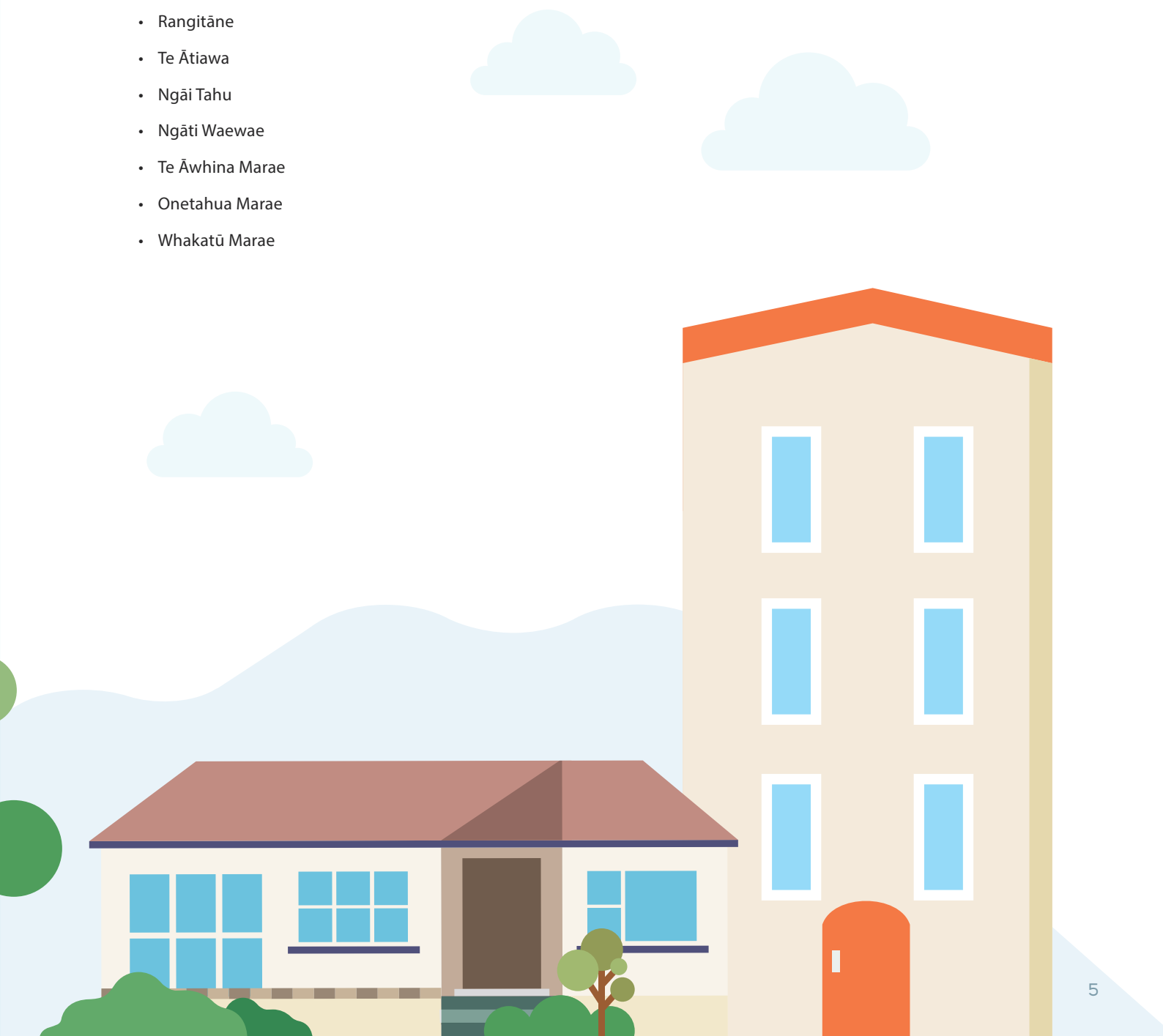
The FDS has been prepared by the Councils in collaboration with Te Taihū iwi and hapū.

To prepare the FDS we reached out to representatives from iwi and hapū including:

- Manawhenua Ki Mohua
- Ngāti Kuia
- Ngāti Apa ki te Rā Tō
- Ngāti Koata
- Ngāti Rārua
- Ngāti Tama
- Ngāti Toa Rangatira
- Rangitāne
- Te Ātiawa
- Ngāi Tahu
- Ngāti Waewae
- Te Āwhina Marae
- Onetahua Marae
- Whakatū Marae

Our approach has included early and ongoing kōrero, engagement and hui with iwi and hapū who expressed an interest in engagement on the FDS. Several hui were held at key stages to discuss the background of the FDS, specific criteria for iwi and hapū values, site selection, and iwi and hapū aspirations over the next 30 years.

A summary of engagement is included in the Technical Report.



# 4 IWI AND HAPŪ VALUES AND ASPIRATIONS

The NPSUD requires the FDS to include a statement of hapū and iwi values and aspirations for urban development. This statement is shown below in Figure 1.

There is not full consensus amongst iwi and hapū on this statement and it does not represent a completely shared view of whānau, hapū and iwi.

Nevertheless, the statement has been integral to the development of FDS objectives and the overall strategy. A number of iwi and hapū participants have refined the statement.

Figure 1. Statement of iwi and hapū aspirations



## 5 CLIMATE CHANGE

Climate change is happening now and the impacts on our environment and communities will be significant over time. Climate change will bring warmer temperatures, more extreme weather patterns and rising sea levels. Issues such as drought, water security and flooding will become more severe, and existing challenges around coastal erosion and inundation will be exacerbated. This affects our existing urban areas and needs to inform where and how we accommodate growth in the future.

Through land use planning, the FDS and subsequent plan changes have a key role to play in supporting a reduction in greenhouse gas emissions and ensuring that communities can adapt to the effects of climate change over time. Addressing climate change impacts has informed many of the core components of the FDS, including the overall strategy, the assessment of different growth areas, and FDS objectives.

There are conflicting demands between central government direction for climate change and ensuring housing capacity. Balancing these demands is challenging.

### REDUCING GREENHOUSE GAS EMISSIONS

The Climate Change Response (Zero Carbon) Amendment Act 2019 sets targets to reduce New Zealand's greenhouse gas net emissions to zero by 2050 and reduce biogenic methane to 24 – 47 percent below 2017 levels by 2050. The FDS plans for growth that supports a reduction in greenhouse gas emissions.

Locally, transport is a key contributor to greenhouse gas emissions in Nelson and Tasman<sup>1</sup>. The FDS can support a reduction in greenhouse gas emissions by promoting a compact urban form that minimises the need for people to travel by car and promotes the use of public transport, walking and cycling. This is embedded within the objectives of the FDS. Through implementation, Councils' Regional Land Transport Plans can also support this outcome through continued investment in more sustainable transport options such as cycling and public transport.

### ADAPTING TO THE EFFECTS OF CLIMATE CHANGE

The Councils are responding to the effects of climate change by understanding the local impacts, and working with affected communities to plan for, and adapt to those impacts over time. We know that climate change is impacting our existing communities, especially those in low-lying areas, and we need to plan development so that climate change risks are reduced or avoided.

1. <https://www.stats.govt.nz/information-releases/greenhouse-gas-emissions-by-region-industry-and-household-year-ended-2019>

This will ensure that future communities are located in areas where risks from climate change can be effectively managed.

Tasman District Council adopted a 'Climate Action Plan' in 2019, which sets out the Council's short, medium and long term commitments to address climate change, focusing on a range of mitigation and adaptation actions. Similarly, Nelson City Council adopted their Climate Action Plan in 2021. A number of other organisations and community-led groups are also contributing to local climate change initiatives.

Both Councils are working with their communities towards Long Term adaptive planning for sea level rise and coastal hazards, following the Ministry for the Environment's 2017 Coastal Hazards and Climate Change Guidance. These work programmes include gathering technical information, understanding what community values may be affected, assessing vulnerabilities and risks, and starting to identify options to address the impacts from sea level rise and coastal hazards. The outputs of this work will be used to inform a range of Council functions including land use planning, building consenting, asset management, and civil defence and emergency management.

Work to understand and explore options with communities for addressing other natural hazards (e.g. flooding, slope instability, fire and droughts) which may be exacerbated by increased extreme weather events associated with climate change will be carried out by both Councils.



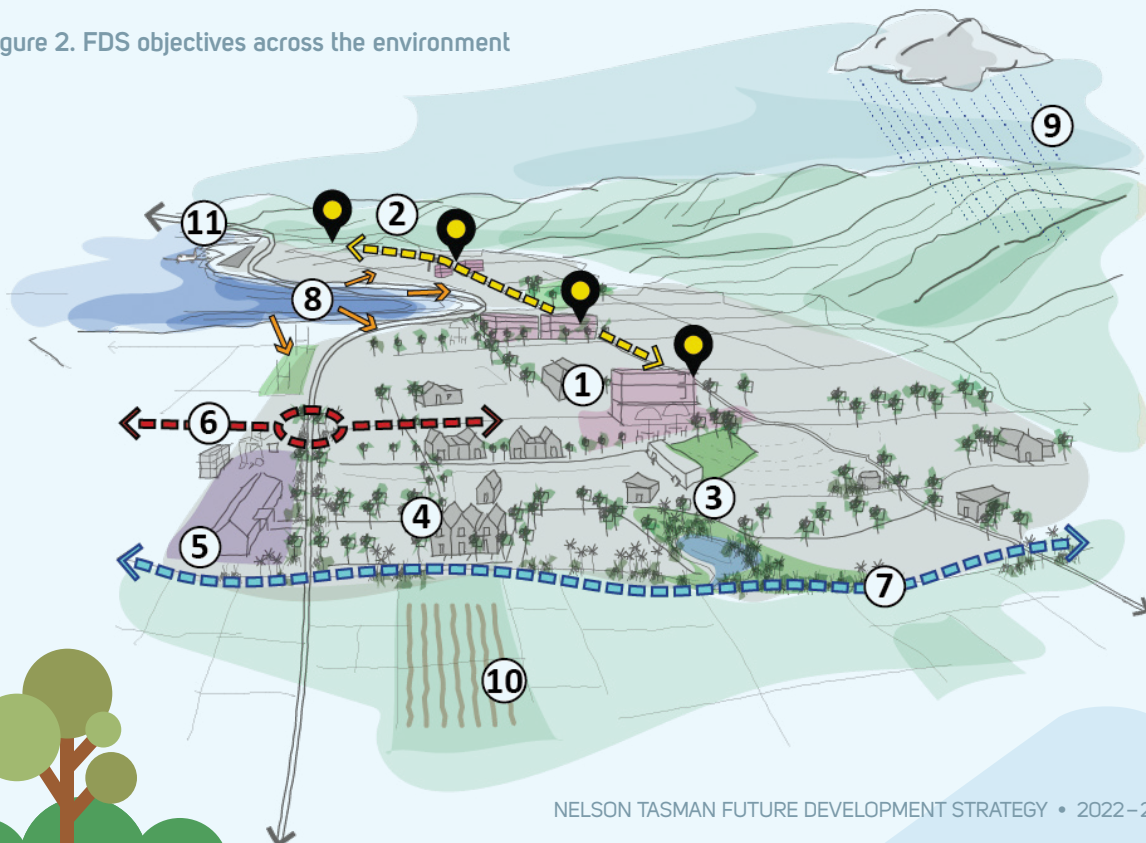
# 6 FDS OBJECTIVES

The FDS is guided by 11 objectives that set out how we want to provide for growth. These objectives have been developed with input from iwi and hapū, elected members, infrastructure providers, stakeholders and the community. They have also been informed by the relevant directions in national policy documents that the FDS must take into account. The objectives are aspirational, and the FDS sets out to achieve them as a whole. This will require us to find a balance between sometimes competing objectives.

The FDS seeks to deliver a growth strategy that broadly achieves all of these objectives.

- 1** Urban form supports reductions in greenhouse gas emissions by integrating land use and transport.
- 2** Existing main centres including Nelson City Centre and Richmond Town Centre are consolidated and intensified, and these main centres are supported by a network of smaller settlements.
- 3** New housing is focused in areas where people have good access to jobs, services and amenities by public and active transport, and in locations where people want to live.
- 4** A range of housing choices are provided that meet different needs of the community, including papakāinga and affordable options.
- 5** Sufficient residential and business land capacity is provided to meet demand.
- 6** New infrastructure is planned, funded and delivered to integrate with growth and existing infrastructure is used efficiently to support growth.
- 7** Impacts on the natural environment are minimised and opportunities for restoration are realised.
- 8** Nelson Tasman is resilient to and can adapt to the likely future effects of climate change.
- 9** Nelson Tasman is resilient to the risk of natural hazards.
- 10** Nelson Tasman's highly productive land is prioritised for primary production.
- 11** All change helps to revive and enhance the mauri of Te Taiao.

Figure 2. FDS objectives across the environment





# 7 THE STRATEGY

## 7.1 OVERVIEW

The strategy is informed by the FDS objectives, which endeavour to reflect iwi and hapū aspirations, community values, our housing and business needs, and national policy direction. It is also informed by our own analysis of opportunities and constraints on growth, and evaluation of the advantages and disadvantages of different spatial scenarios. This has involved evaluating a wide range of options. More details on that process can be found in the Technical Report.

### THE STRATEGY

Figure 3 on the following page shows the overall growth strategy. In summary, the FDS outlines a strategy of consolidated growth focused largely along State Highway 6. This includes:

- Prioritising intensification of housing development in Nelson, Richmond, Brightwater, Wakefield, Māpua and Motueka.
- Providing for managed greenfield expansion around Nelson, Richmond, Brightwater, Wakefield and Māpua.
- Providing for some managed greenfield expansion around the rural towns of Murchison, Tapawera, St Arnaud and in Golden Bay.
- Providing for commercial and residential growth within existing centres and mixed use areas that will have a combination of residential and commercial activities.
- Providing opportunities for business (light industrial and commercial) growth in Richmond, Brightwater and Wakefield and within the rural towns of Murchison, Tapawera and Tākaka where it is needed to meet local demand.

### EXPLANATION

A key component of the strategy is prioritising a broad level of intensification within our existing urban area, particularly in Nelson. This intensification will take many forms, and will range from small-scale infill e.g. minor units / additional units on an existing site or within existing buildings, to attached housing developments in existing neighbourhoods, and more comprehensive apartment developments on larger sites within and close to centres and corridors.

Section 13 of this report provides an indication of the densities that could be enabled over 30 years. This approach has a number of benefits and achieves a number of the FDS objectives:

- A compact urban form where more people live close to where they work and play can reduce reliance on cars for travel, and help to reduce our greenhouse gas emissions (Objective 1).
- Intensification will enable Nelson City Centre, Stoke and Richmond Town Centre to grow and diversify, and continue to form strong focal points for the community (Objective 2).
- New housing will be focused in areas where people can easily catch the bus, or walk or cycle to the shops, work, and community facilities (Objective 3).
- Intensification will enable a wider range of housing to be delivered, including apartments and terraced houses, which will provide more choices for people (Objective 4).
- Prioritising intensification means we will need less greenfield land for development. This will help to prioritise our highly productive land for primary production, and minimise impacts on the natural environment (Objectives 7 and 10).

It is important to remember that intensification will not happen all at once. In the capacity calculations we have assumed that 15% of potentially suitable sites will be developed over the next 30 years using conservative estimates about the density of development that might occur. Not everyone will want to redevelop, and for those that do, it will take them time to find the right type of sites. Not everyone will want to live in higher density housing either and it will take time for demand to grow. But this is an assumption and not a target, and the Councils can, and will, focus on ways to encourage a greater uptake of intensification including through the intensification action plans and changes to resource management plans.

To make sure we provide at least sufficient development capacity, the FDS provides for both intensification growth areas and a range of development opportunities in greenfield areas. Those opportunities will enable new communities to be developed efficiently and provide the volume of new housing we need to meet demand over the short, medium and long term.

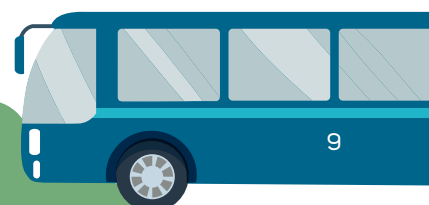


Figure 3. The strategy

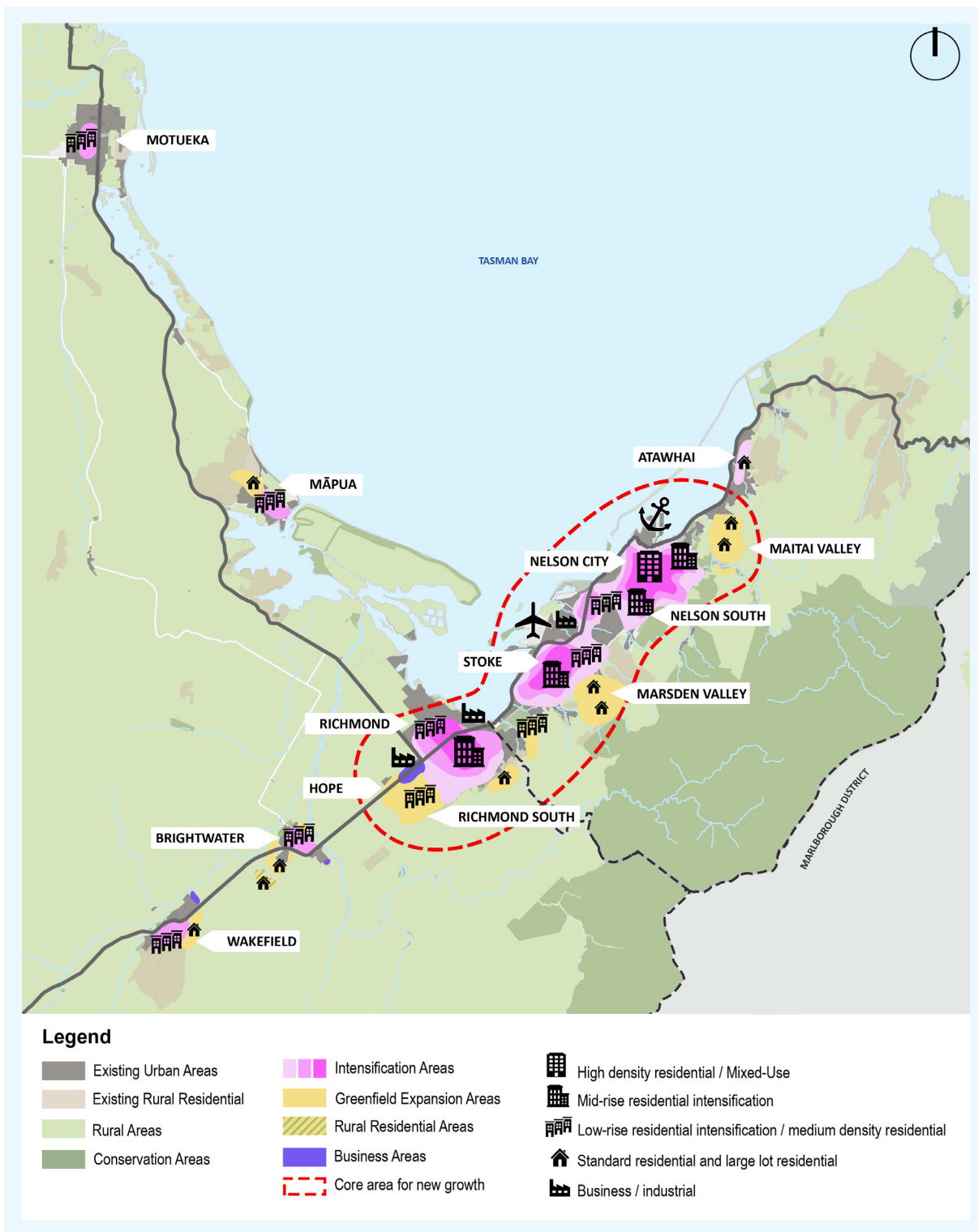


Figure 4. Showing how our neighbourhoods might grow and change over time



The strategy identifies greenfield sites close to the existing urban area so that they can easily connect with our existing transport networks and services. These are concentrated at the urban edges of Nelson and in and around Richmond, Brightwater, Wakefield, Māpua and Motueka.

It is important that greenfield land is used efficiently for a mix of uses at medium and higher densities, to reduce pressure on further greenfield expansion in the long term.

The strategy provides for supporting commercial development to generally locate within our existing network of centres. There are significant opportunities for intensification within these centres, and redeveloping sites at higher densities can accommodate the commercial activities we will need in the future. Opportunities for mixed use development are also identified close to Nelson City Centre, Stoke and Richmond Town Centre, which will provide for a range of higher density activities. This includes commercial development, typically at ground floor, as well as residential development above this.

Other business growth is focused in Richmond and Hope, Brightwater and Wakefield. These locations have good access to the strategic transport network linking with the port and airport, are close to rural industries and productive uses in wider Tasman, and can manage effects on nearby residential activity. Options for business growth are also provided for in the rural towns of Murchison, Tapawera, Tākaka and Collingwood in appropriate locations.



## 7.2 CAPACITY PROVIDED

The strategy provides capacity for about 25,000 houses over the next 30 years in the combined urban environment, which will be enough to meet demand under a medium or high growth scenario. It anticipates about 47% of growth via intensification, 29% via managed greenfield expansion, 2% via rural residential and 22% via zoned but undeveloped capacity in existing greenfield and rural residential areas. This means that 70% of growth will be accommodated within the existing urban limits. The mix of growth accommodated through intensification and greenfield is different for Nelson and Tasman:

- Nelson – 78% of growth is expected to be through intensification and development on existing urban zoned land while 22% is expected to be through new greenfield expansion that requires re-zoning for residential purposes.
- Tasman – 56% of growth is expected to be through intensification and development on existing

urban zoned land while 44% is expected to be through greenfield expansion and rural residential development that requires re-zoning for residential purposes (including rural residential).

The strategy also provides capacity for about 89 hectares of business land in the regions, which is enough to meet demand under a medium or high growth scenario and responds to direct advice from the market about business land needs.

The managed expansion of other Tasman towns in Murchison, Tapawera and St Arnaud and in Golden Bay will provide enough capacity to meet demand for each town under a high growth scenario for both residential and business uses. The FDS provides a range of opportunities for consideration in these areas and not all are needed. This is discussed in more detail in Section 9 of this report.

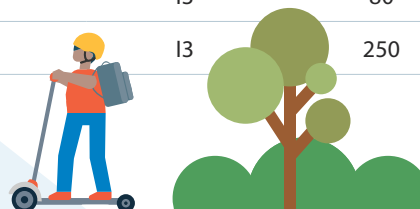
The anticipated typologies are shown in Table 2 on page 36 of this report. Further detail of these typologies are included in section 7.3.2.1 of the Technical Report.

Table 1. Sites forming part of the strategy

Growth area	Typology	Approx. yield (dwellings)
<b>RURAL TASMAN GROWTH AREAS</b>		
T-20 65 Hotham Street, Murchison	G3	50
T-37 Murchison (Fairfax Street)	G3	20
T-53 Collingwood	G4	35
T-138 4 Rototai Road, Tākaka	G2	225
T-139 Land bound by Commercial Street / Meihana Street, Tākaka	G2	50
T-140 259 Tākaka-Collingwood Highway	G5	200
T-143 Willow Street, Tākaka (next to Fresh Choice)	G3	20
T-144 Park Avenue, Central Tākaka	G3	60
T-146 Murchison Holiday Park (170 and 174 Fairfax Street)	G3	25
T-154 268 Mangles Valley Road, Murchison	G5	15
T-155 Land opposite 702 Mangles Valley Road, Murchison	G5	40
T-156 40 Matiri Valley, Murchison	G5	5
T-157 Rata Avenua, Tapawera	G3	20
T-175 2595 Kawatiri-Murchison Highway, Murchison	G7	5
T-176 26A Grey Street, Murchison	G3	45
T-181 3010 Korere-Tophouse Road, St Arnaud <sup>2</sup>	G5	110
T-195 Massey Street, St Arnaud	G3	5

Growth area	Typology	Approx. yield (dwellings)
T-217 79 Main Road, Tapawera	G3	5
T-17 Mytton Heights Hills <sup>3</sup>	G5	540
T-198 65 Higgins Road, Spring Grove	G5	85
<b>URBAN NELSON / TASMAN GREENFIELD GROWTH AREAS</b>		
N-11 Saxton	G1	900
N-32 Orchard Flats (Maitai Valley)	G3	200
N-100 Griffin Site	D	265
N-106 Maitahi / Bayview (Maitai Valley PPC28)	D	900
N-111 Marsden and Ngawhatu	D	2,150
N-112 Orphanage West	G4	80
N-115 Saxton Extension	G3	160
N-116 Orphanage West Extension	G4	250
T-01 Jefferies Road, Brightwater	G3	450
T-05 Wanderers Avenue, Brightwater	G1	150
T-11 Seaton Valley Flats – elevated	G6	120
T-15 Te Āwhina Marae papakainga	G4	35
T-33 Seaton Valley Hills	G6	375
T-38 Richmond South (Hope)	G1	900
T-39 Paton Road foothills, Richmond	G2	650
T-40 Hill Street South foothills, Richmond	G4	200
T-42 Seaton Valley Northern Hills	G6	180
T-102 100 Bryant Road, Brightwater	G2	110
T-107 177 Edward Street (unzoned area), Wakefield	D	107
T-114 216 Champion Road "Broadgreen", Richmond	D	264
T-120 Richmond South between White Road and Ranzau Road	G1	380
T-121 Richmond South between White Road and Ranzu Road, south of Paton Road	G2	260
T-194 144 and 200 Whitby Road, Wakefield	G2	220
<b>URBAN NELSON / TASMAN INTENSIFICATION GROWTH AREAS</b>		
N-15 Dodson Valley Road (and surrounds)	I5	215
N-19 Nile Street East	I3	200
N-20 Fairfield Park	I3	260
N-21 Waimea Road North	I3	80
N-22 Hospital / Nelson South	I3	250

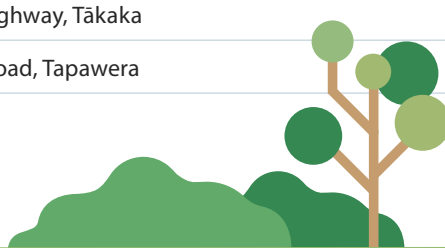
3. T-17 incorporates T-205 and T-213



Growth area	Typology	Approx. yield (dwellings)
N-23 Victory	I3	250
N-24 Nayland North	I4	235
N-26 Tāhunanui Drive East	I3	150
N-27 Stoke Centre	I2	125
N-28 Stoke School (and surrounds)	I4	215
N-29 Nayland South	I4	235
N-35 Port Hills	I4	90
N-101 Marlowe Street (and surrounds)	I4	230
N-103 Washington Valley North	I3	50
N-104 Victoria Road (and surrounds)	I3	75
N-107 City Centre South	I1	285
N-108 City Centre North	I1	200
N-109 Wood South	I2	100
N-285 Arapaki and Isel	I4	300
N-287 Washington Valley South	I2	45
N-288 St Vincent	I3	120
N-289 The Brook	I5	280
T-02 Brightwater Centre intensification	I4	45
T-103 Brightwater intensification area	I4	20
T-22 Richmond intensification	I3	1,500
T-23 McGlashen Redevelopment, Richmond	I2	25
T-29 Wakefield intensification	I4	95
T-30 Wakefield Church Land	D	12
T-104 Katania Heights intensive area, Brightwater	G2	50
T-112 Salisbury Road, Richmond intensification	I3	60
T-115 405 Lower Queen Street "Berryfields Crossing"	D	100
T-189 Motueka intensification (north)	I4	275
T-190 Motueka intensification (south)	G2	515
T-206 8 Hickmott Place	I3	30

Growth area	Typology	Approx. yield (dwellings)
<b>INTENSIFICATION AREAS SUBJECT TO A DYNAMIC ADAPTIVE POLICY PATHWAY</b>		
N-16 Neale Park	I4	90
N-17 Vanguard Street (and surrounds)	I2	40
N-18 Gloucester Street (and surrounds)	I2	65
N-34 Tāhunanui Drive West	I3	150
N-110 Wood North	I4	120
<b>RESIDENTIAL INFILL POTENTIAL</b>		
Nelson North (e.g. Atawhai, Marybank)		605
Nelson Central (e.g. Britannia Heights, Washington Road, Nelson Hill, Toi Toi)		1,040
Tāhunanui (e.g. Tāhunanui Hills, Princess Drive)		470
Stoke (e.g. Enner Glynn, Suffolk Road)		1,400
Richmond		1,000
Brightwater		260
Wakefield		250
Māpua		220

Growth area	Typology	Land area (hectares)
<b>BUSINESS GROWTH AREAS</b>		
T-35 Richmond South	Business	17
T-105 67 River Terrace, Brightwater	Business	2
T-106 34 and 1/36 Ellis Street, Brightwater	Business	0.3
T-108 412 Main Road Spring Grove, Wakefield	Business	13
T-117 2 Poutama Street, 52, 54 and 54 A Gladstone Road, Richmond	Business	0.2
T-122 Main Road, Hope	Business	12
T-145 Page Road, Tākaka	Business	13
T-148 155 Waller Street / Chalgrave Street Murchison	Business	6
T-150 Murchison town centre commercial sites	Business	1
T-158 Orion Street, Collingwood	Business	2
T-171 46A Factory Road, Brightwater	Business	1
T-178 24 – 28 Gladstone Road, Richmond	Business	0.3
T-182 315 Tākaka-Collingwood Highway, Tākaka	Business	8
T-192 Part of 160 Tadmor Valley Road, Tapawera	Business	11



## 8 URBAN GROWTH AREAS

This section of the FDS sets out a fuller picture of the strategy at a closer scale. It gives an overview of the type of densities that could be achieved within the existing urban area, identifies new sites for potential development, and gives an overview of key supporting infrastructure that may be needed to support development<sup>4</sup>.

The plans are illustrative only and site boundaries should not be relied upon, since future planning processes, including changes to the Councils' Resource Management Plans and more detailed planning processes (e.g. structure planning), will determine the final approach and extent. There will be further opportunities for engagement and refinement of these areas as they progress through these future planning processes.

The growth areas are also shown in the interactive GIS viewer for the FDS, available at [shape.nelson.govt.nz/future-development-strategy](http://shape.nelson.govt.nz/future-development-strategy) and [tasman.govt.nz/future-development-strategy](http://tasman.govt.nz/future-development-strategy).

### 8.1 NELSON CITY CENTRE AND SURROUNDS

The City Centre forms the heart of Nelson, and the strategy plans for further consolidation and growth, with a higher density, mixed-use environment of about six storeys in the core, graduating out to medium densities in the surrounding area of about three storeys. A mixed-use spine is proposed along Vanguard Street / St Vincent Street and Waimea Road recognising their good accessibility to public transport and services and the limited development constraints around Nelson South.

This could see approximately 3,500 new homes in predominantly attached forms such as apartment buildings spread across this wider area. This approach builds on the aspirations embedded in the 2019 FDS.

The heights and locations shown are indicative only and provide a guide for what could be enabled in the future. Amendments to Nelson's Resource Management Plan will be needed to implement the strategy through changes to the zoning and rule frameworks.

Parts of the Nelson City Centre and surrounds are subject to coastal inundation and flooding risk. The nature of these risks and options for mitigation and response are currently being evaluated through a Dynamic Adaptive Planning Pathways process that is in the early stages. Any future zoning of these areas will be guided by the outcome of this process.

Greenfield sites are identified in Maitai Valley (both Maitahi / Bayview (PPC28) and Orchard Flats) recognising their close proximity to Nelson City Centre and ability to provide for a new community of approximately 1,100 homes at the north-eastern edge of the city. Investment in transport and three waters infrastructure, and new and improved open spaces and community facilities will be needed over time to cater for growing neighbourhoods within and close to Nelson's City Centre. Te Ara ō Whakatū – the Nelson City Centre Spatial Plan will provide a clear framework for investment in public realm improvements in the urban core to support a growing residential population.

**Figures 5a and 5b on pages 17 and 18.**

4. Each potential growth site is identified by a letter and number. Sites starting with 'N' are sites within the Nelson City Council area and sites starting with 'T' are within the Tasman District Council area. Each growth area is then identified by a number.





Figure 5a. Showing the strategy for Nelson city centre

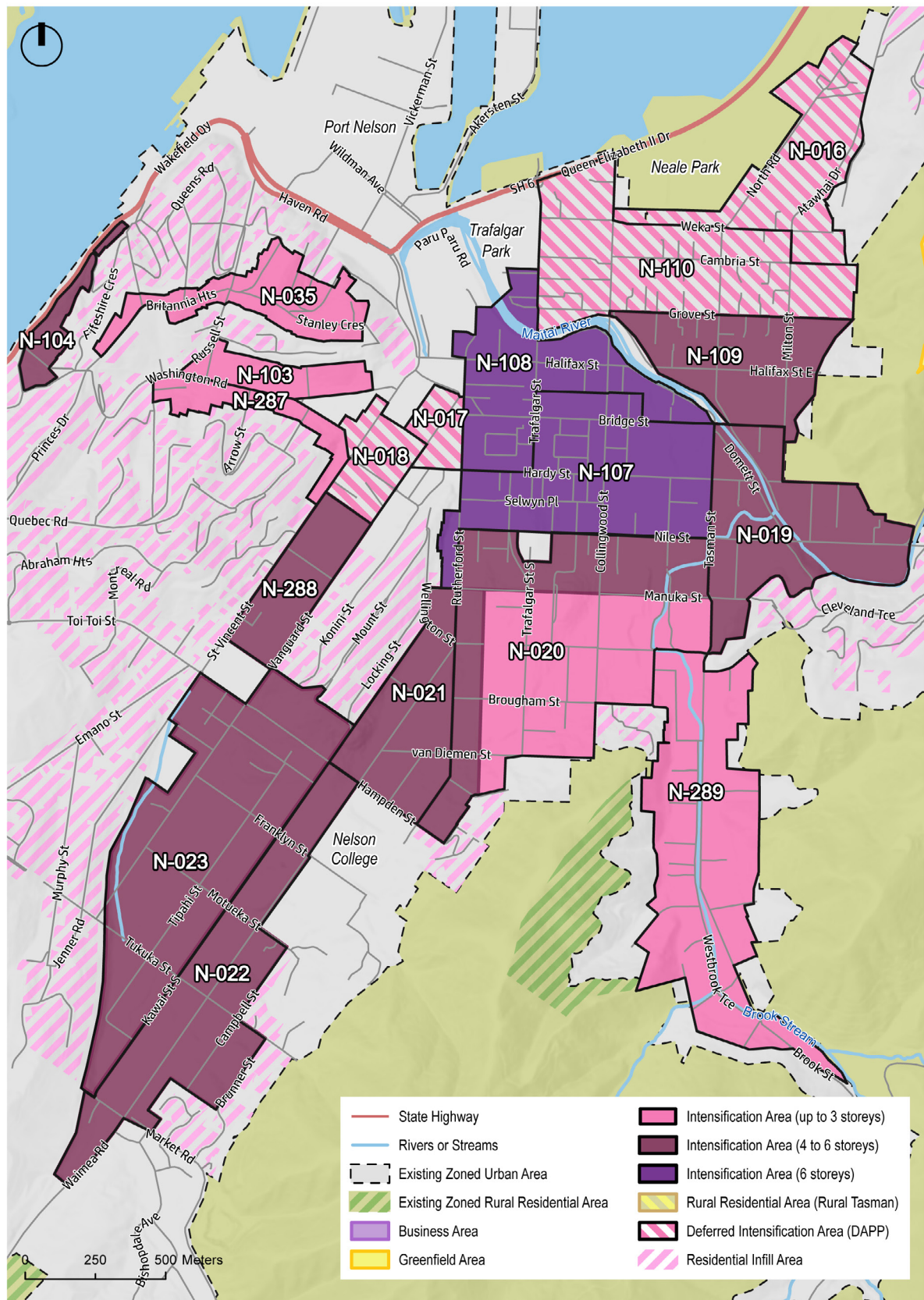
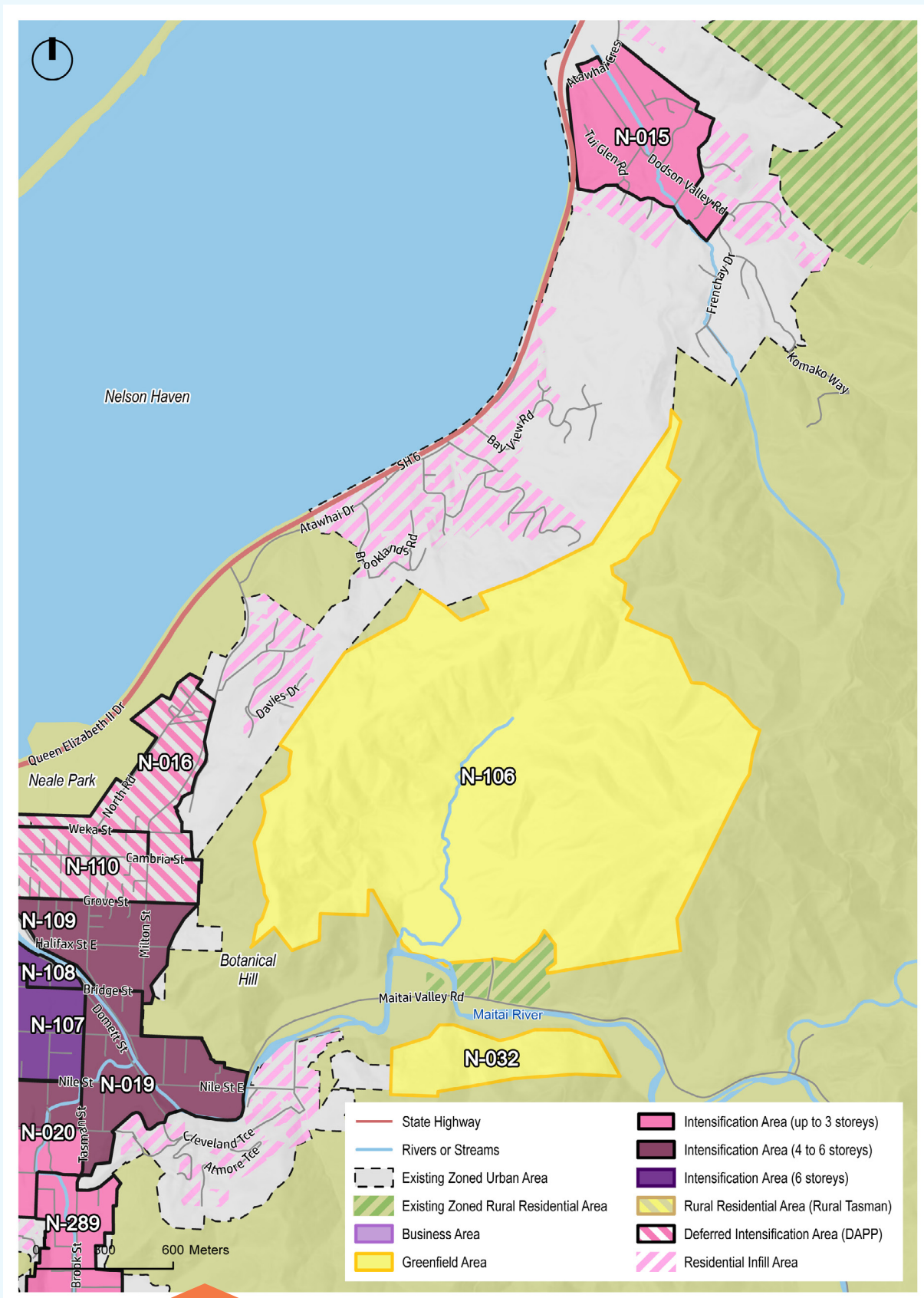


Figure 5b. Showing the strategy for Maitai Valley



## 8.2 STOKE, TĀHUNANUI AND SURROUNDS

The strategy plans for consolidation and growth in Tāhunanui and around the Stoke centre, graduating out to medium densities in surrounding areas. Consolidation of these areas could see an additional 3,000 new homes delivered over the next 30 years. The western parts of Tāhunanui are subject to coastal inundation and flooding risk and are part of the Dynamic Adaptive Planning Pathways process that the Council is progressing. Any future zoning of these areas will be guided by the outcome of this.

The heights and locations shown are indicative only and provide a guide for what could be enabled in the future. Amendments to Nelson's Resource Management Plan will be needed to implement the strategy through changes to the zoning and rule frameworks.

Greenfield sites with potential for additional capacity are identified in Marsden and Ngāwhatu and at Saxton at the eastern edge of the urban area. Collectively, these greenfield opportunities are significant, with the potential to provide for about 3,900 new homes and supporting amenities. Investment in new three waters and transport infrastructure including extension of bus services into the eastern valleys will be needed to support these areas. This will also help to unlock development in and around Stoke.

The Stoke Centre will play an important role in the future to cater for these communities, and an increase in the diversity of services and community activities will be needed, together with improved walking and cycling connections to it.

See Figures 6a and 6b on pages 20 and 21.

## 8.3 RICHMOND

Richmond is the main town centre in Tasman and has a diverse range of amenities and services. The FDS plans for consolidation and growth in the centre and medium density residential in the surrounding area. Intensification of existing urban areas (approximately 2,500 new homes) and the development of already zoned greenfield residential areas (approximately 1,300 new homes) could provide for about 3,800 new homes and supporting services in and around Richmond over the next 30 years. Large scale greenfield opportunities that could deliver around 2,600 new homes are identified on Champion Road<sup>5</sup>, Richmond West and Richmond South.

5. This is located within the Nelson City Council boundary.

Twenty-nine hectares of business land is included in Richmond South in a well-located area along State Highway 6 and close to productive uses across the Waimea plains. This also provides greater options to cater for the demand of low-intensity business uses in Richmond. These sites are also well-located to support a growing population in Richmond South and Brightwater.

A site has been identified for more mixed-use development to the north of the Richmond town centre (T-115) in Lower Queen Street, catering for both commercial and residential activities above ground floor within a higher density environment. Options for achieving this will be explored through the Tasman Resource Management Plan review.

Supporting infrastructure will include improved bus services already planned and connecting Richmond to Nelson, Brightwater/Wakefield and Māpua/Motueka.

See Figure 7 on page 22.

## 8.4 BRIGHTWATER

The strategy is for managed expansion of Brightwater, while minimising the loss of highly productive land and ensuring the development is resilient to natural hazards. Moderate levels of intensification and infill are proposed within and close to the Brightwater centre. Together, this provides the opportunity for about 1,100 new homes.

A limited expansion of the existing light industrial area along River Terrace Road is identified as well as some small expansions in commercial zoned land in Brightwater centre.

Supporting upgrades to the wastewater network will be needed through to the Bell Island wastewater treatment plant. Growth in Wakefield would also support these upgrades. Improvements to planned bus services and new walking and cycling connections will improve frequent access to Richmond, and recreational connections to Māpua.

We will need to encourage the development of a broader range of services in the Brightwater centre in the future to improve local amenities and encourage more local trips. Quality walking and cycling connections between the greenfield sites in the south, to the Brightwater centre will also be important in supporting well integrated development.

See Figure 8 on page 23.



Figure 6a. Showing the strategy for Nelson south /Tāhunanui

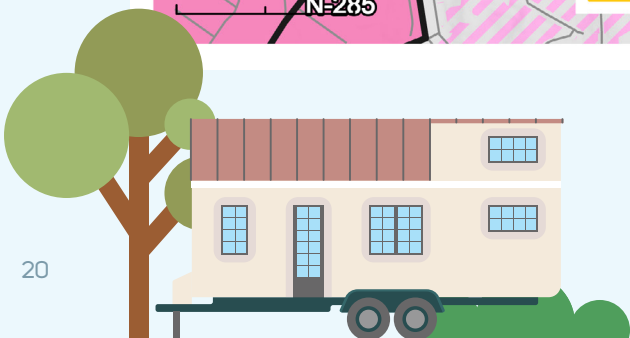
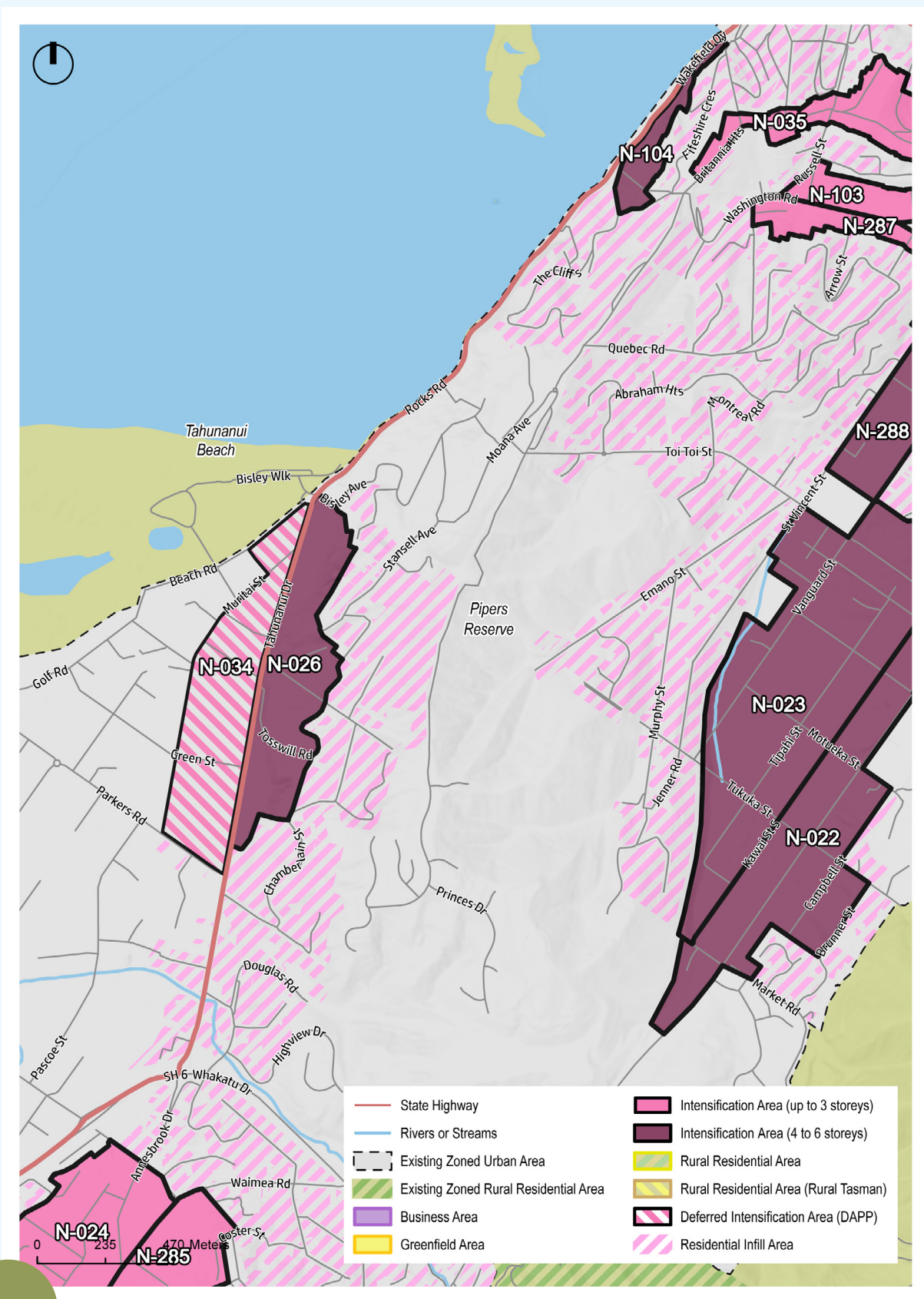




Figure 7. Showing the strategy for Richmond and surrounds

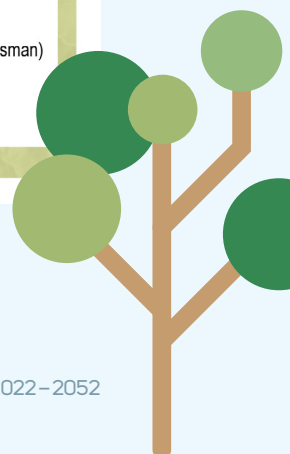
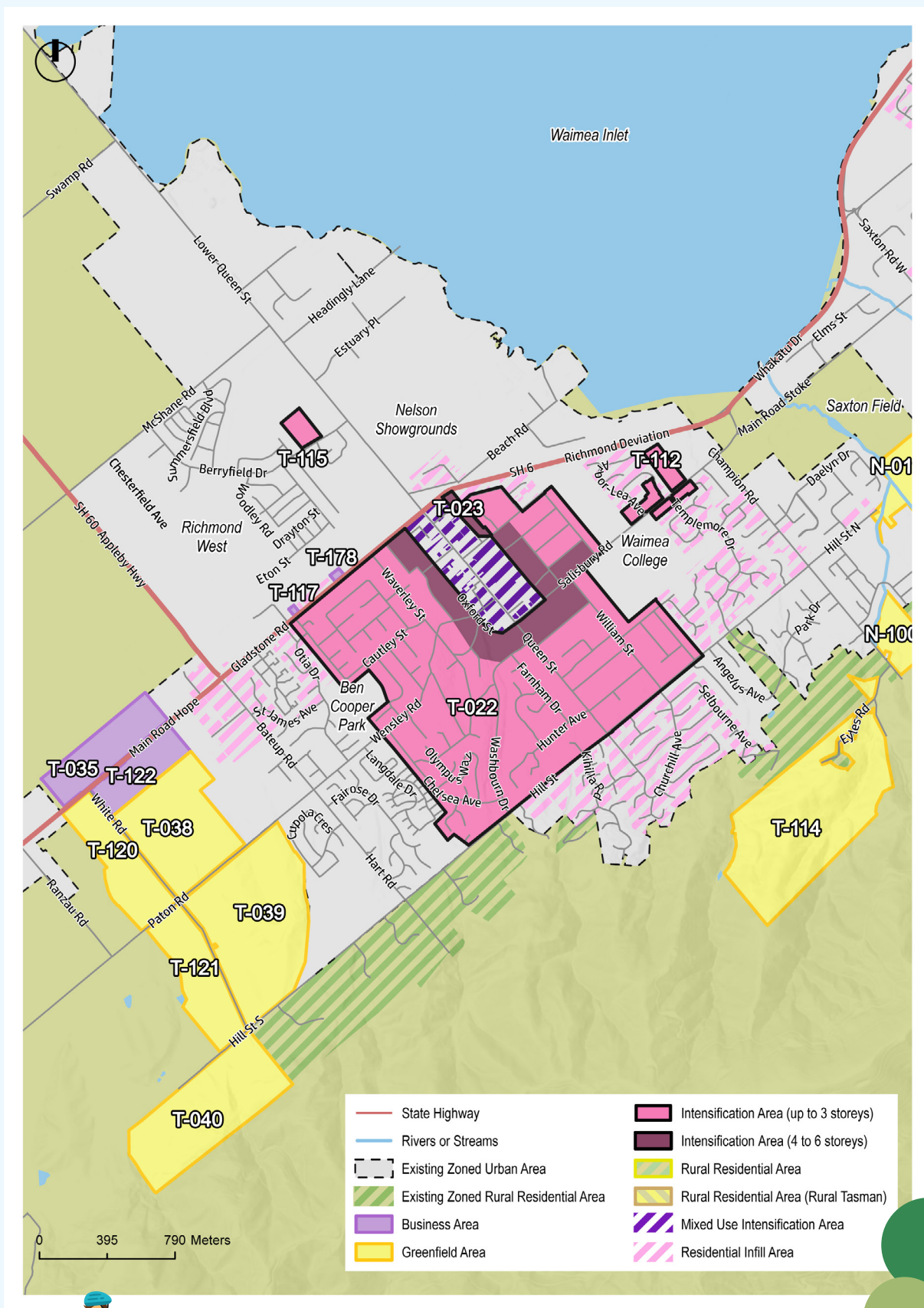
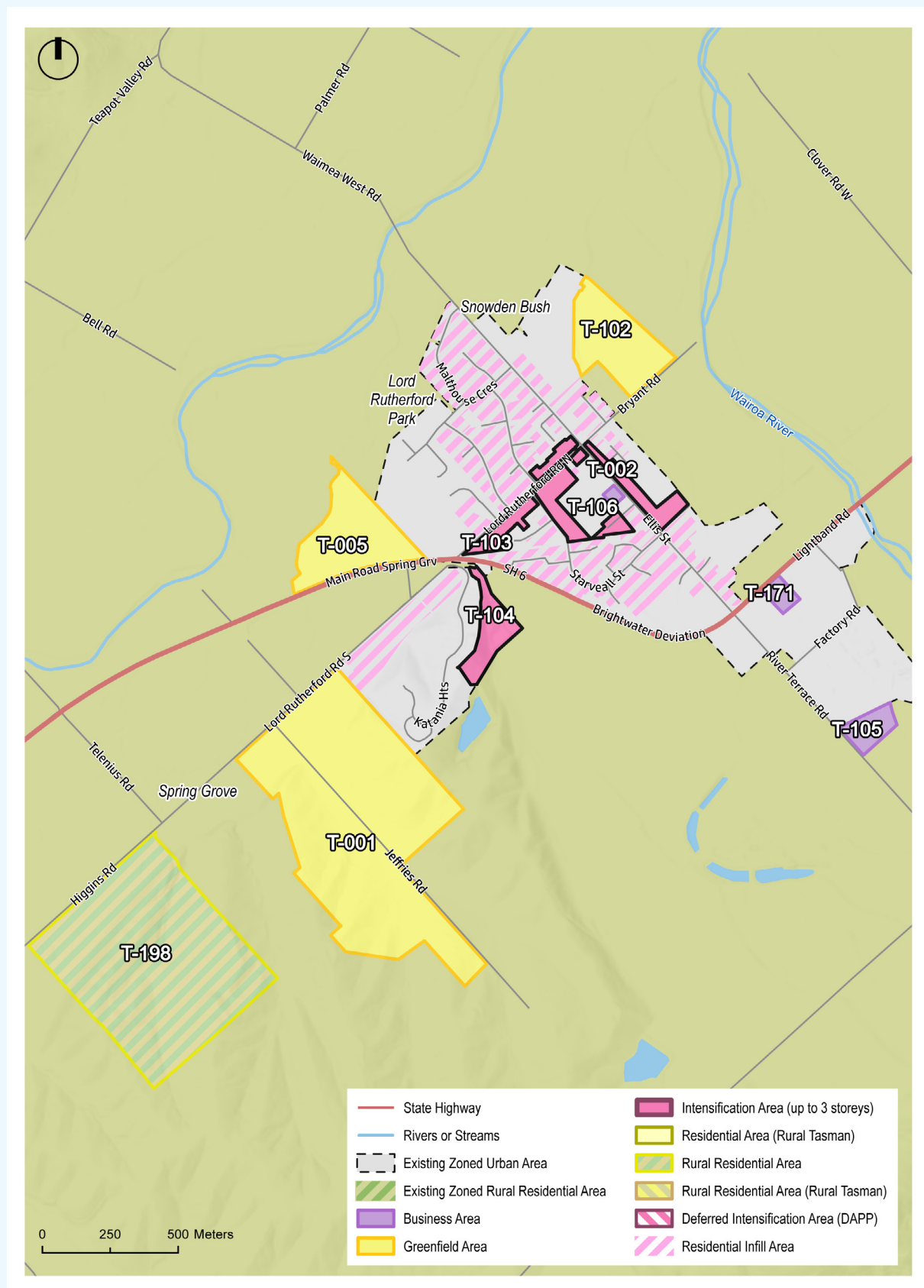


Figure 8. Showing the strategy for Brightwater



## 8.5 WAKEFIELD

The strategy is for growth in and around Wakefield mostly through managed greenfield expansion, including some medium densities on the eastern urban edge of Wakefield. It will be important to integrate these future communities with quality walking, cycling and public transport connections linking Wakefield through to Richmond and beyond. Modest levels of intensification are anticipated close to the centre. Collectively, these areas can provide for about 700 new homes at low to medium densities.

Supporting upgrades to the wastewater network will be needed through to the existing wastewater treatment plant at Bell Island. Extension of public transport services are already planned and enhanced cycling connections will improve frequent access to Richmond and Brightwater via more sustainable modes of transport. The level of growth anticipated for Wakefield would likely need to be supported by further frequency enhancements to planned bus routes. We will also need to encourage the development of a broader range of services in the Wakefield centre in the future to improve local amenities, employment opportunities and encourage more local trips.

See Figure 9 on page 25.

## 8.6 MOTUEKA

Motueka is Tasman's second largest centre and has high demand for housing and business land now and in the future. However, Motueka has significant constraints that limit opportunities for greenfield development close to the urban area, as well as further intensification. This includes highly productive land to the west and coastal inundation and flooding risks to the east. The strategy provides for intensification around the centre, both on undeveloped sites and already developed land and modest greenfield opportunities in suitable locations at the urban edge. Collectively, these areas can potentially accommodate about 850 new houses.

Around 540 new homes could also be provided for in rural residential areas west of the town. Outside of the identified sites there is also capacity for around an additional 200 homes within existing residential and deferred residential zones. Collectively, these areas can potentially accommodate about 1,400 new houses. There is greater demand for housing in Motueka than can be provided for with available land, but this will need to be met in other locations.

As a well-established town, planning for improved public transport connections to Motueka will continue to be important, particularly to and from identified growth areas around Māpua. A new wastewater treatment plant will support planned growth in Motueka and provides wastewater servicing options for growth in the wider area.

See Figure 10 on page 26.

## 8.7 MĀPUA

The strategy provides for the managed expansion of Māpua to the north of the existing town, involving some intensification with increased densities from existing rural residential to standard residential. Collectively, these areas along with infill in the existing residential zone could provide for about 700 new houses in a mix of housing types. Funding has already been secured for necessary infrastructure upgrades to support these growth areas and construction is underway. Connecting these locations to the Māpua centre as well as Richmond and Motueka via planned public transport and quality active mode connections will be important.

See Figure 11 on page 27.





Figure 9. Showing the strategy for Wakefield

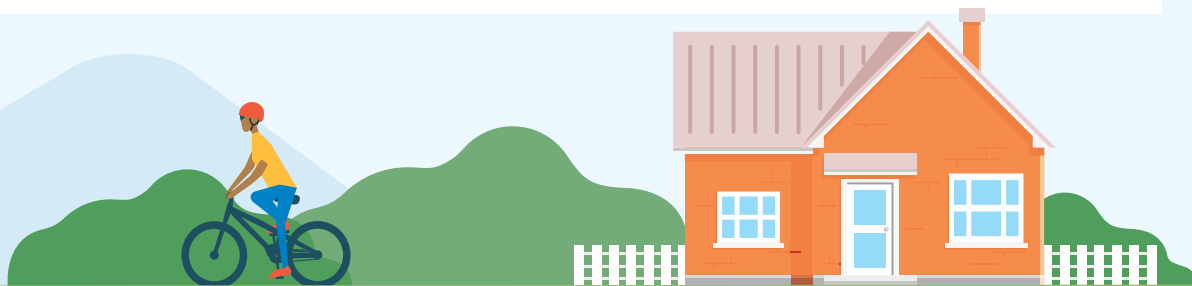
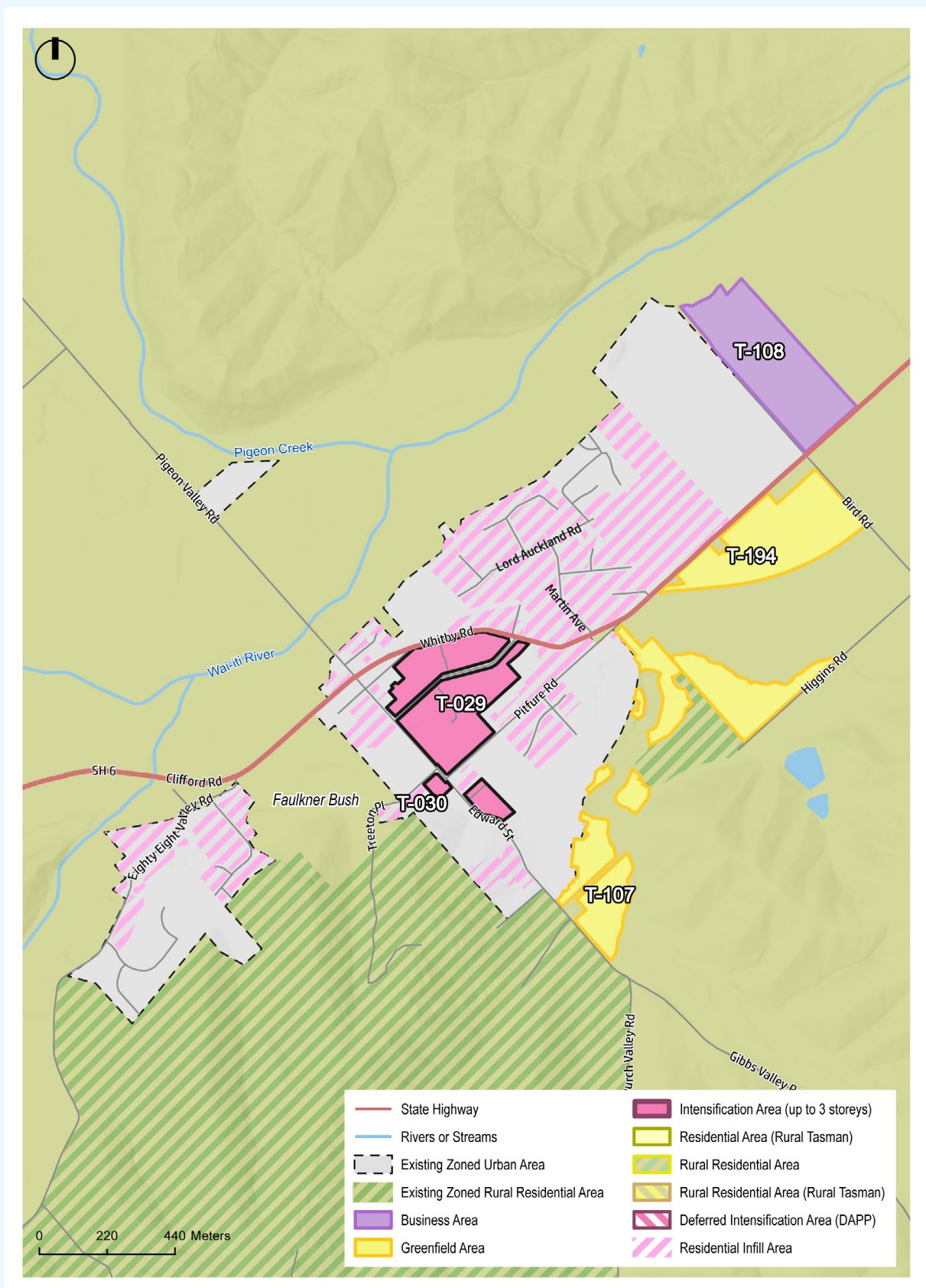


Figure 10. Showing the strategy for Motueka

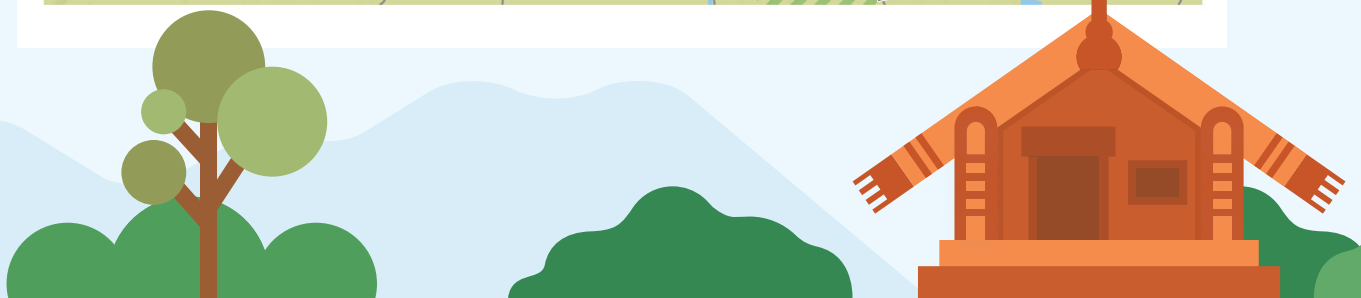
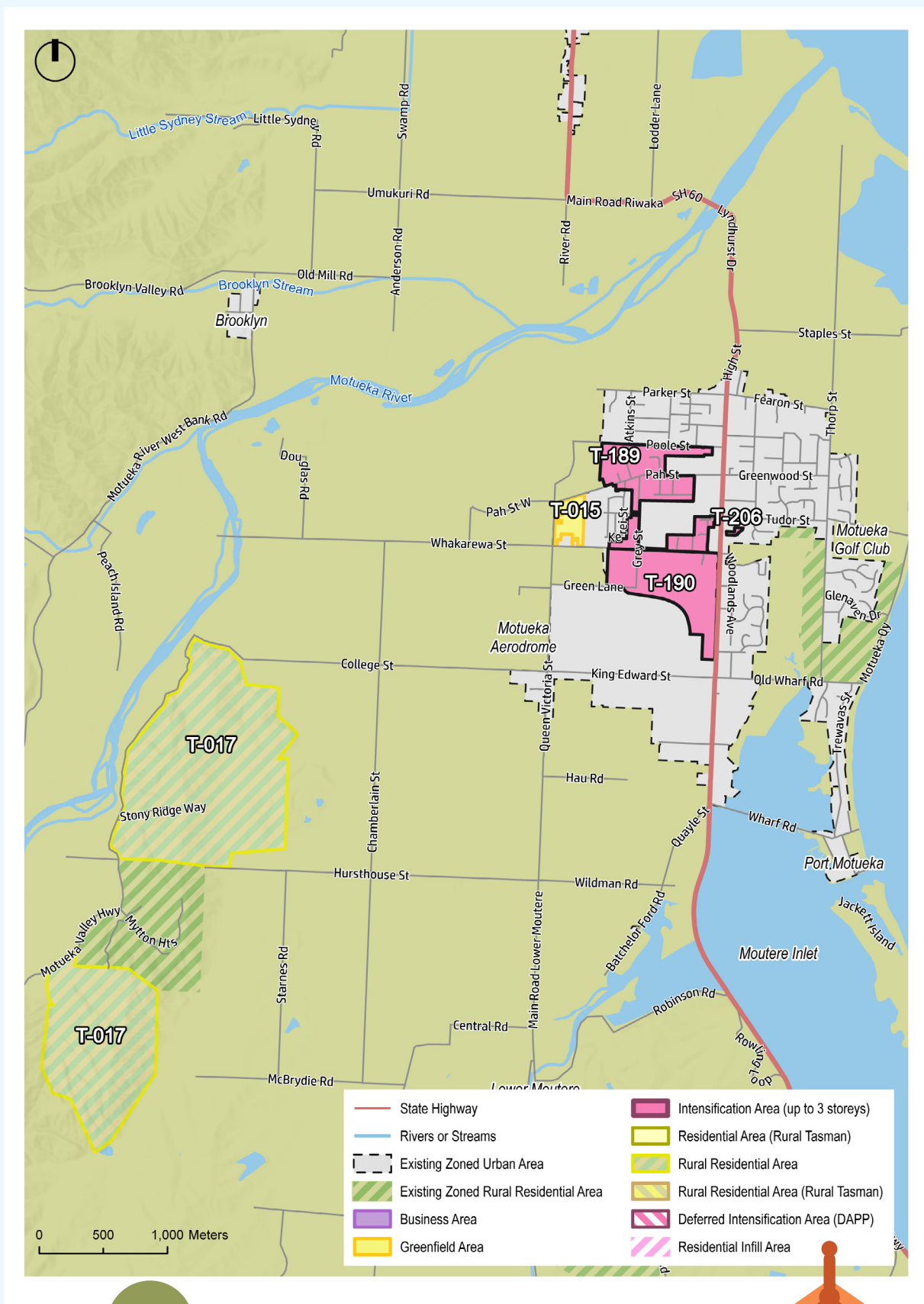
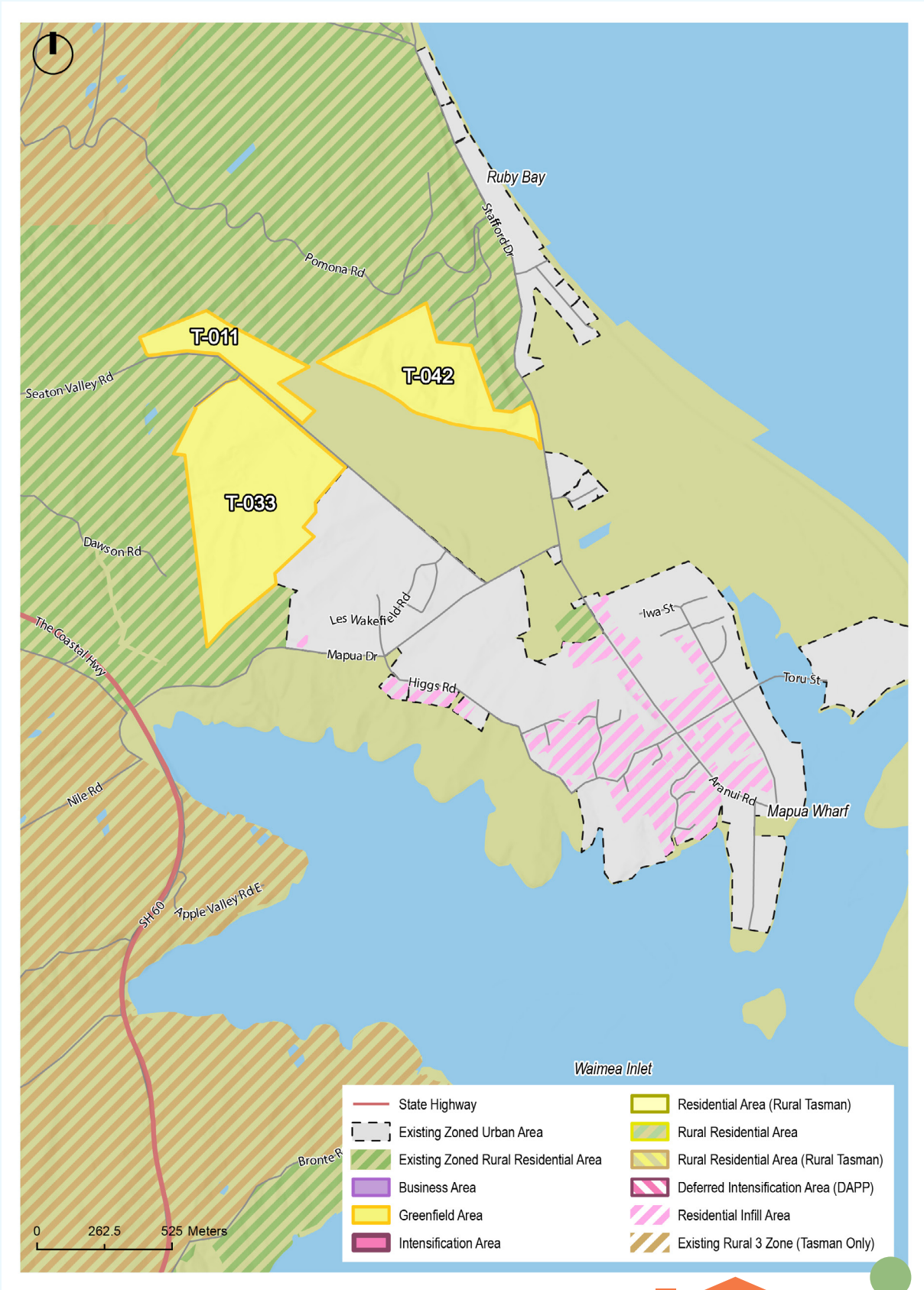


Figure 11. Showing the strategy for Māpua



## 9 TASMAN RURAL TOWNS

Around 5,000 new homes will be required across Tasman's rural towns and areas over the next 30-years to meet anticipated demand. Of this, approximately 3,000 can be met through existing zoned capacity – primarily in the Rural Residential and Rural 3 zones. Potential for around 1,100 new homes in and around the rural towns has been identified in this strategy while the balance can be met in proposed growth areas such as those around Māpua, Brightwater and Motueka.

### 9.1 TĀKAKA

Tākaka is projected to grow modestly over the next 30 years, with demand for about an extra 100 houses and less than one hectare of business land. However, according to Stats NZ population estimates (June 2021) the Golden Bay ward grew by 230 people in the 12 months prior, which is relatively high population growth. Several growth areas are therefore provided for in case this trend continues. There are limited options for expansion immediately around the existing town given highly productive land, flood risk and coastal inundation constraints. Working within that, options for growth are identified at the eastern urban edge. Options for rural residential expansion and light industrial land are also located close to the Tākaka Airport and in the south near the Golden Bay recreation park centre.

See Figure 12 on page 29.

### 9.2 MURCHISON

Modest growth is projected for Murchison over the next 30 years, but community feedback is showing that there is an acute need to provide more options for housing and business land. Opportunities for new housing are identified on the eastern and southern edges of the town, which can accommodate about 140 houses. An option for future light industrial land is identified on the southern side of Waller Street and some small-scale commercial opportunities in the town centre, while opportunities for approximately 60 rural residential lots are also identified across various sites in Mangles Valley, Matiri Valley and north along State Highway 6 to provide for a greater range of housing choices for the community.

See Figure 13 on page 30.

### 9.3 COLLINGWOOD

Modest growth is projected for Collingwood over the next 30 years, although the latest population estimates for the Golden Bay ward have been higher than expected. The strategy identifies a small area for future residential and commercial development on the southern edge of the town that will provide future resilient options for the community.

See Figure 14 on page 31.

### 9.4 TAPAWERA

Modest growth is projected for Tapawera over the next 30 years, but there is a fast-growing hop sector meaning more business land and more housing opportunities may be needed in the future. An option for a light industrial site is identified on the western side of the Motueka River along Tadmor Valley Road to cater for the growing rural economy. Two areas for future residential development are identified at the western and southern edge of the town.

See Figure 14 on page 31.

### 9.5 ST ARNAUD

Modest demand, mainly for holiday homes will be needed in St Arnaud in the future. The strategy provides for an area at Korere-Tophouse Road for rural residential housing along with a small site in Massey Road for residential development nearer the town centre. Rural residential housing is considered more likely to attract permanent residents. Development of the Korere-Tophouse Road growth area (T-181) will need to take into account the wetlands and support improved ecological values.

See Figure 14 on page 31.

### 9.6 UPPER MOUTERE

Analysis indicates that expected demand in this area can be met through existing zoned capacity as well as proposed growth areas around Māpua, Brightwater and Motueka.

See Figure 14 on page 31.





Figure 13. Showing the options for Murchison

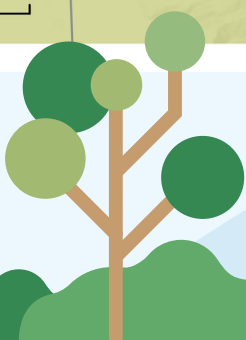
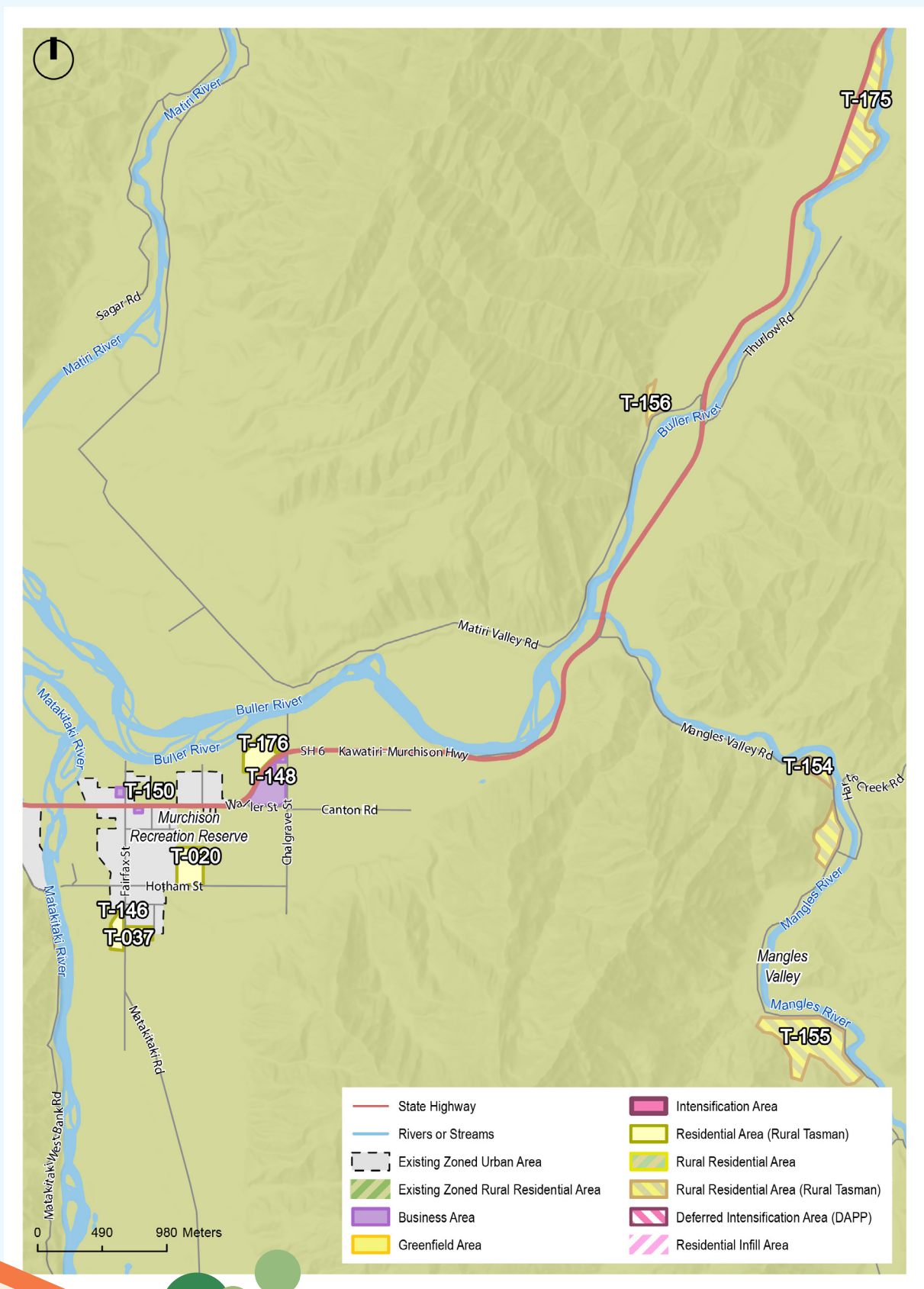
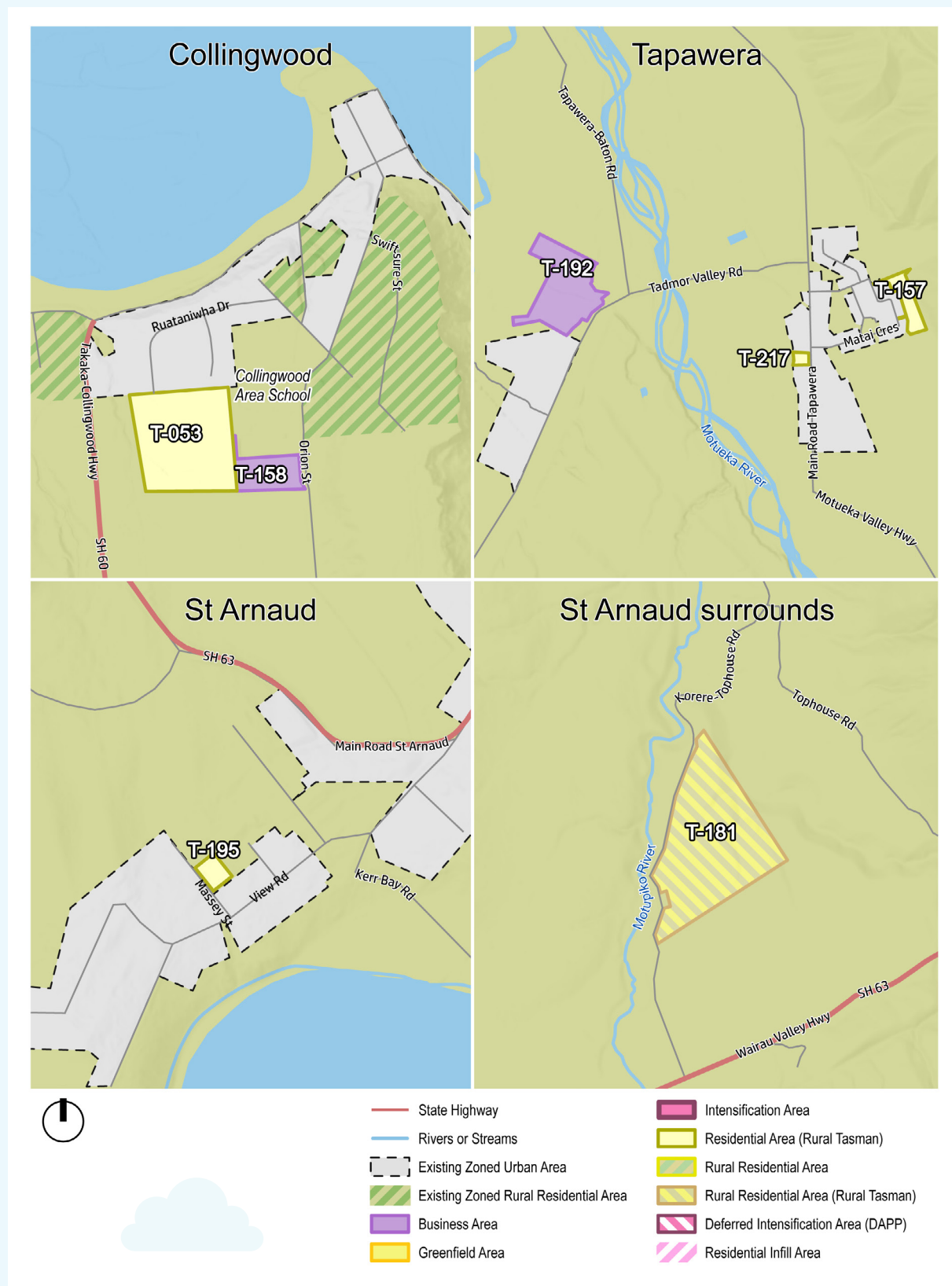


Figure 14. Showing the options for Collingwood, Tapawera and St Arnaud



# 10 WHERE THE FDS FITS

The FDS cannot build houses or control economic conditions that affect what happens in the local housing and business land markets. The role of the FDS is to provide sufficient capacity for development by guiding and influencing where growth occurs within a framework informed by legislation, Government policy and community aspirations.

The FDS is an important strategic tool for Councils to assist in the coordination of the public and private sectors in providing for growth. It is the starting point, and relies on other Council strategies and planning processes, as well as the private sector and Government agencies to deliver it.

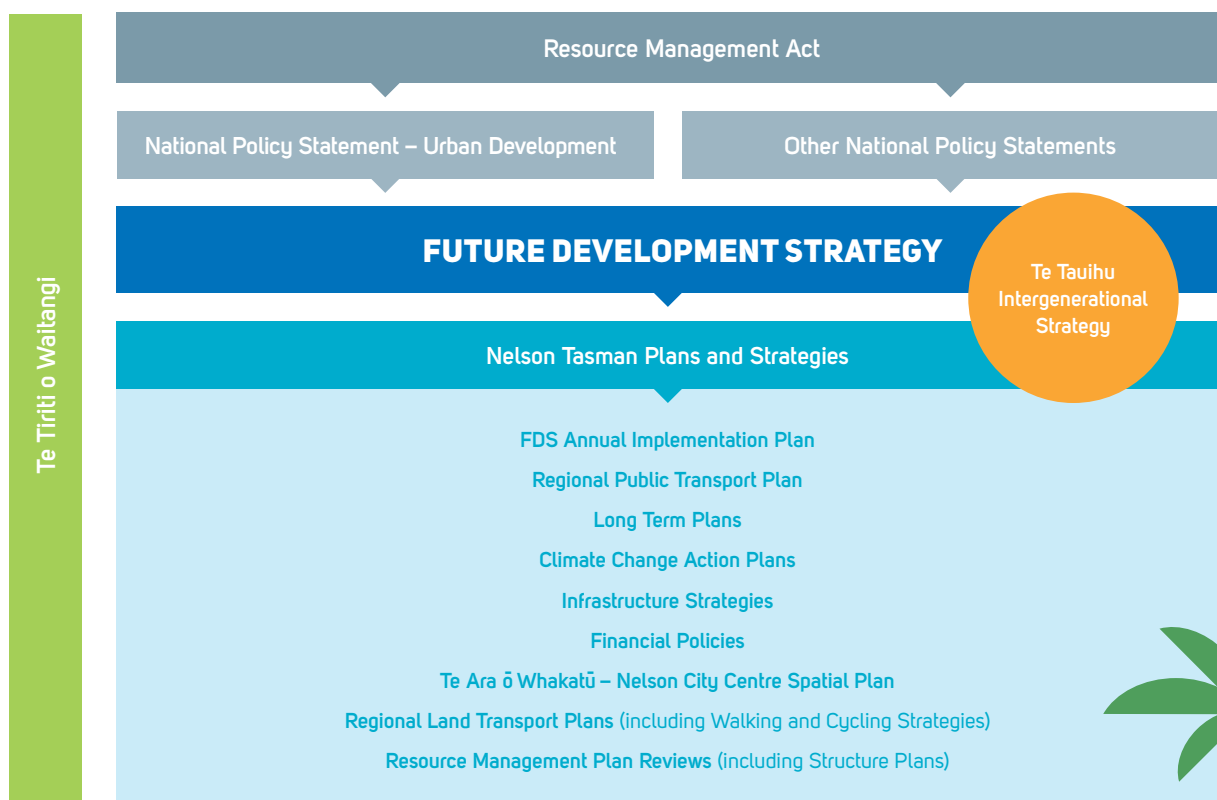
There are things it can do and things it cannot:

- ✔ Set out the broad locations for future growth for the next 30 years.
- ✔ Inform but does not change existing Long Term Plans and Infrastructure Strategies.
- ✔ Show the general location of trunk infrastructure corridors.
- ✘ Rezone land.
- ✘ Make changes to a resource management plan.
- ✘ Set out building design requirements and standards.

The FDS will inform the Councils' Resource Management Plans, Long Term Plans, Infrastructure Strategies, Regional Land Transport Plans and other relevant strategies and plans. Both Councils' Resource Management Plans are currently being reviewed and the Councils' are also progressing changes to their operative Resource Management Plans to provide for growth. Both Councils' Long Term Plans and Regional Land Transport Plans will be reviewed in 2024. This FDS will inform those processes.

The FDS will also assist to inform where and when the Councils will undertake structure planning and detailed site investigations of identified growth areas.

Figure 15. Where the FDS sits





## 11 COMMUNITY VALUES

We talked with the community in preparing this FDS. We have also heard what people think about growth through public consultation on the draft Whakamahere Whakatū Nelson Plan, Aorere ki uta Aorere ki tai – the Tasman Environment Plan review, the Richmond South Structure Plan and during the preparation of the 2021–2031 Long Term Plans and Regional Land Transport Strategies. Over 550 submissions were received during consultation on the draft FDS.

Key growth-related themes have emerged through this, which the FDS reflects, and which have informed the development of the FDS objectives. These include:

- Support for quality intensification within existing neighbourhoods and in areas that are well serviced with infrastructure and are accessible.
- New infrastructure and services are needed to support growth – public transport, active transport, three waters, roads, schools, open space, local shops, cafes, community facilities.
- Highly productive land should be protected from development.
- The natural environment, water quality and landscape are important.
- New development should not be to the detriment of existing open spaces and recreation areas.
- Providing affordable housing and a range of housing choices is important.
- Some areas have a unique character that should be maintained.
- Ensure we plan for the effects of climate change and reduce greenhouse gas emissions.
- Locate development away from areas vulnerable to natural hazards, particularly those affected by climate change, including sea level rise.

Early engagement on the FDS was an opportunity for the community to nominate potential growth areas for consideration in the FDS. We assessed nearly 200 nominated sites during the preparation of the FDS. Additional sites were suggested during the submission phase, which were also assessed. Further detail is provided in the Technical Report.

## 12 STAKEHOLDER VIEWS

We also talked with a range of stakeholders as part of developing this FDS. These stakeholders include Government organisations, neighbouring local authorities, service providers, infrastructure providers, and industries and large employers that generate, or respond to significant growth.

Key themes emerged through discussions with stakeholders, that informed the development of the FDS objectives. These included:

- Make efficient use of infrastructure by intensifying within existing urban areas.
- The FDS should be able to respond to changes in the market.
- Many stakeholders favoured providing for growth through intensification rather than new greenfield development to support reduced emissions and improve accessibility, but they acknowledged that a mix of housing choices is needed.
- Natural hazards, effects on the natural environment, protecting highly productive land and accessibility are important considerations for criteria for assessing potential growth areas.



# 13 GROWTH CONTEXT

## 13.1 THE NELSON TASMAN AREA

The Nelson Tasman urban environment includes Nelson, Richmond, Motueka, Māpua, Wakefield, Brightwater, Cable Bay and Hira and their surrounds. Nelson makes up the majority of the land area of the combined urban environment.

The balance of the Tasman District includes a number of other towns including Murchison, St Arnaud and Tapawera and those in the Golden Bay area. These towns have their own unique pressures and different demand profiles that the FDS addresses separately to the approaches taken to the combined urban environment.

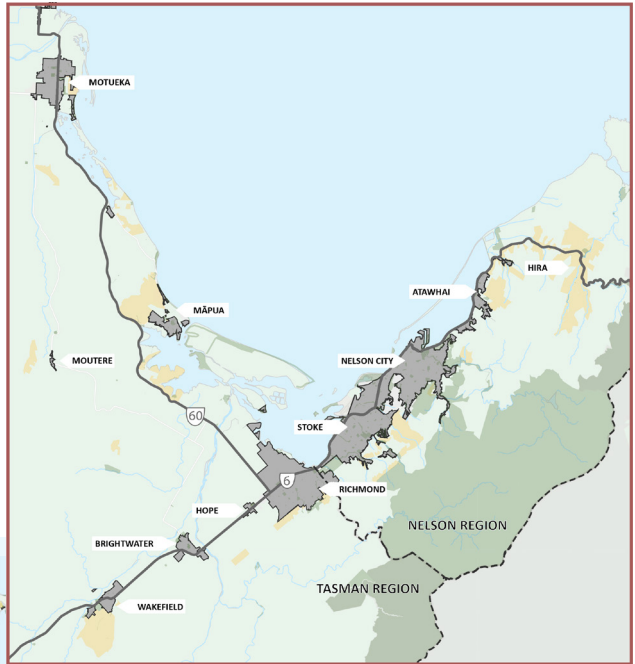
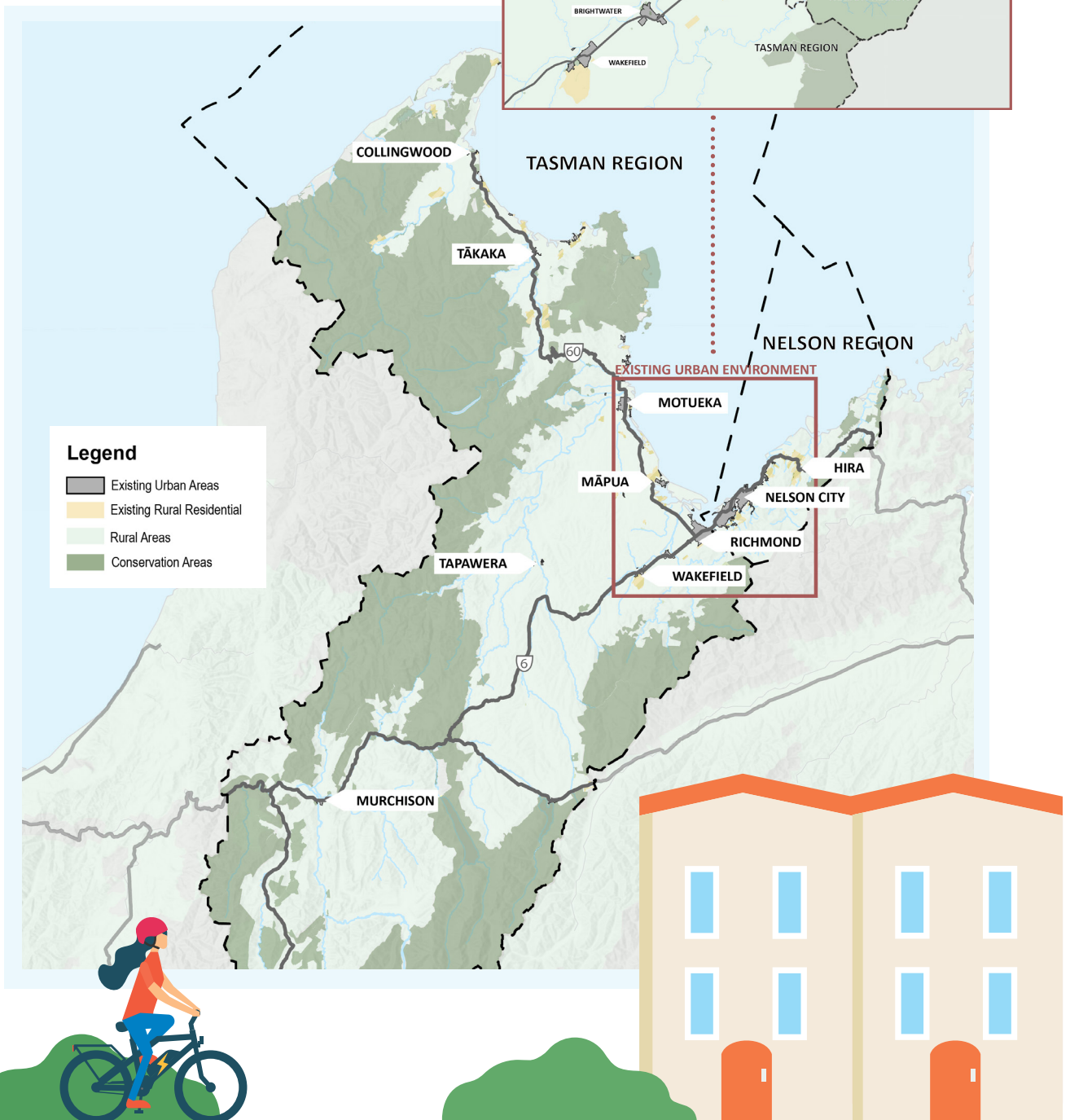


Figure 16. Map of the Nelson Tasman area



## 13.2 HOUSING GROWTH

### HOW MANY HOUSES DO WE NEED?

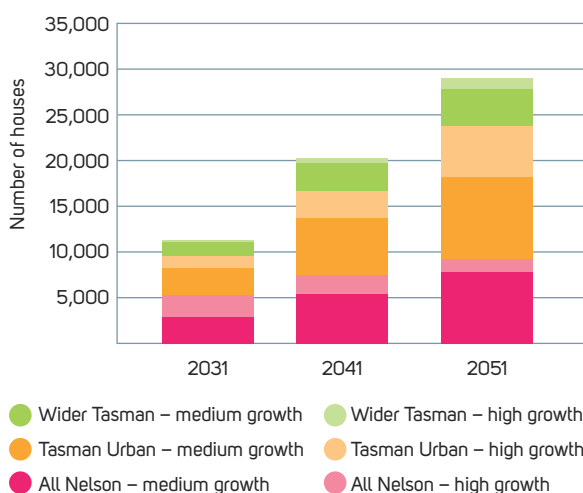
Nelson and Tasman are projected to grow significantly over the next 30 years. For the FDS we considered what growth might look like under medium and high scenarios so that we can understand what the range of growth possibilities might be. However, these are only projections, and the actual rate at which the regions will grow could be different depending on economic conditions, changes to immigration settings and internal migration patterns (amongst other influences). The Councils must be able to respond to whatever growth patterns eventuate. The FDS can be applied flexibly to respond to growth as it actually occurs.

The Councils' Housing and Business Assessments assume a medium growth scenario, and analysis was also undertaken to understand what growth might look like under a high scenario. We anticipate that within the combined urban environment we will need to provide for an extra 17,000 homes under a medium growth scenario and an extra 24,000 homes under a high growth scenario.

Within Tasman's rural towns, the amount and type of housing required is different for each area, with towns like Murchison and areas like Golden Bay having strong demand for housing now. As a whole, we will need to provide for an extra 4,000 homes under a medium growth scenario and 5,100 homes under a high growth scenario in the rest of Tasman.

Combining the demands of the urban environment and Tasman rural towns, we will need to provide for an extra 21,000 homes under a medium growth scenario and 29,000 homes under a high growth scenario.

Figure 17. Projected housing growth to 2051



We are not starting from scratch, the current planning rules provide capacity for about 14,000 additional homes in Nelson and Tasman. This capacity can currently be realised on zoned land through a mix of infill and redevelopment of sites in existing neighbourhoods and centres, and development of new housing in greenfield locations.

The FDS allows for a Long Term high growth scenario. That ensures we have enough capacity in the pipeline if current growth trends continue. The three-yearly review of the FDS and on-going monitoring of development provides the opportunity to evaluate how fast we are growing, and speed up or slow down the zoning and servicing of land in response to demand.

### WHAT TYPE OF HOUSING DO WE NEED?

We will need to enable a range of housing types over the next 30 years to meet the needs of our communities now and into the future, and contribute to a 'well-functioning urban environment' as required by the NPSUD. There are a range of factors that inform the type of housing we will need.

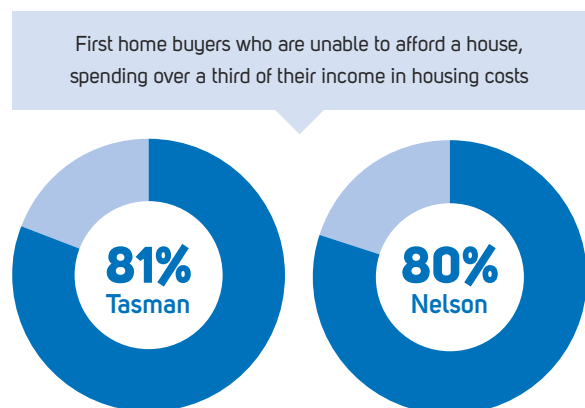
#### Affordability

Housing in Nelson and Tasman is considered severely unaffordable with a significant proportion of households spending more than a third of their income on housing costs. This is partly due to lower than average household incomes, which are 13% lower than the New Zealand average, and the second lowest in New Zealand.

The FDS cannot deliver affordable homes, rather it sets out how the Councils intend to supply land for housing over the next 30 years to meet demand, and how they plan to enable a range of choices, including more smaller footprint affordable homes. The Councils will need to enable the range of housing types anticipated in this FDS through their Resource Management Plans.

Figure 18. Unaffordability in Nelson Tasman

(Nelson and Tasman Housing and Business Assessment, July 2021)



## An ageing population

Like the rest of New Zealand, Nelson and Tasman's population is ageing at an increasing rate. Both regions are projected to have at least one third of our population in the 65+ age group by 2048, with the majority of growth in the older age groups. This will mean that there will be increased demand for smaller one and two bedroom homes and retirement living options. Good access between housing and local services and healthcare will also be important.

## Current community preferences

Current residents of Nelson and Tasman's urban environment have been surveyed on their housing preferences as part of the Councils' "Housing We'd Choose" study undertaken in June 2021. Through this study, current residents have expressed a preference for stand-alone housing, but are open to other forms of housing such as terraced housing and apartments. Residents in Nelson expressed a preference for living in areas like Stoke and the central parts of Nelson. Over half of Tasman residents expressed a preference for living in








Richmond and Motueka, when unconstrained by income, with the rest spread across the areas of Wakefield, Brightwater, Māpua, Ruby Bay, Nelson and rural Tasman.

The largest mismatches observed are in Stoke and Motueka where many more respondents would live if they could afford to. Conversely, the income constrained demand in Wakefield-Brightwater and Waimea plains is higher than the unconstrained demand. This indicates that respondents who may not have chosen to live there given a choice unconstrained by finances, are choosing Wakefield / Brightwater when limited by their ability to pay. The FDS will need to provide for multiple forms of housing, recognising that stand alone housing will continue to play a strong role in the local housing market in response to current preferences.

## Specific housing needs

There is demand for specific types of housing, including holiday homes in a number of the Tasman towns like Kaiteriteri, Pōhara and St Arnaud, and seasonal worker accommodation in towns like Motueka, Richmond and Riwaka.

Table 2. Showing the range of housing types that the FDS anticipates

				Typology code
	Rural residential	1 storey detached typologies	Lot sizes between 5,000m <sup>2</sup> – 4ha+. Density in the range of 1 – 2 dwellings per hectare.	G5, G7
	Large lot residential	1 storey detached typologies	Lot sizes between 800 – 1500m <sup>2</sup> . Density in the range of 5 – 10 dwellings per hectare.	G3, G4
	Standard residential	1 – 2 storey detached typologies with some attached	Lot sizes between 300 – 500m <sup>2</sup> . Density in the range of 15 – 22 dwellings per hectare.	G1, G2, G6
	Medium density residential	2 – 3 storey attached typologies (e.g duplex, terraced house)	Density in the range of 30 – 40 dwellings per hectare.	I4, I5
	Low-rise residential intensification	3 – 4 storey attached typologies (e.g terraced house, apartments)	Density in the range of 50 – 70 dwellings per hectare.	I3
	Mid-rise residential intensification	3 – 6 storey attached typologies (e.g apartment)	Density in the range of 100 dwellings per hectare.	I2
	High density residential / mixed-use	6 storey attached typologies (e.g apartment with ground floor retail)	Density in the range of 120+ dwellings per hectare.	I1

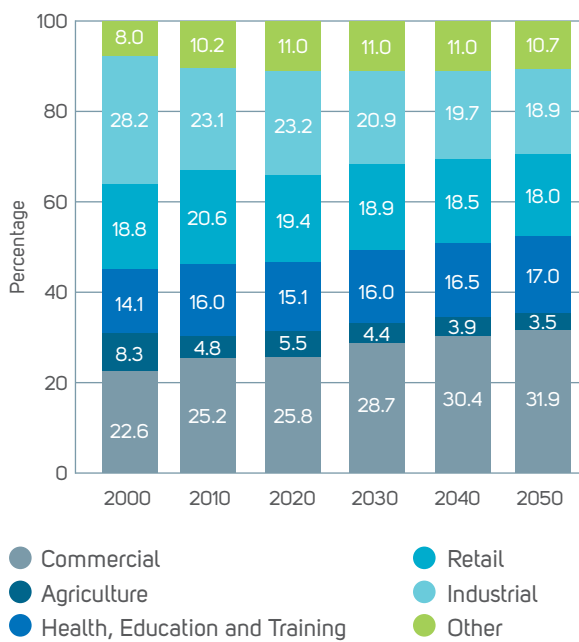
### 13.3 BUSINESS GROWTH

Nelson and Tasman’s economy is highly interconnected and the commuting flows between the Nelson and Tasman regions are a good illustration that the two areas function as a single labour market. Tasman has a solid agricultural base that includes forestry, horticulture and food manufacturing. In Nelson, the port and fishing industry is a major employer and the service, and research and technology sectors are growing strongly.

Population growth and the export orientated nature of the local economy will mean that demand for business (commercial and industrial) land will increase over the next 30 years. But we expect that there will be shifts in the type of business land that is needed over that time. The predicted change in the share of Nelson and Tasman’s employment sectors over the next 30 years, is shown in Figure 19 below.

**Figure 19. Showing the change in the share of Nelson and Tasman’s employment sectors**

(Source: Sense Partners Business Demand Assessment June 2020)



These employment sectors have different land requirements that can be split into commercial and industrial categories. Commercial includes activities like offices, retail shops, research facilities and education. These typically locate in accessible locations where people can get to them easily such as main centres and along key corridors. Industrial includes activities like manufacturing, warehousing, storage and processing. They require more land, typically with flat topography, and need to locate close to freight routes. They should also locate away from residential areas, or be able to manage effects at the interface.

Under a medium growth scenario, we expect we will have demand for about 35 hectares of commercial land and 14 hectares of industrial land over the next 30 years. Under a high growth scenario, we expect that demand to increase to about 48 hectares of commercial land and 20 hectares of industrial land. The Councils have plenty of capacity to cater for this growth over the long term, with the Housing and Business Assessments showing that we have capacity for about 88 hectares of commercial land and 50 hectares of industrial land over the next 30 years. However, this capacity is not spread equally throughout the region, nor is it all currently serviced, with anecdotal shortages existing in towns like Richmond and Motueka following a survey undertaken in 2021.



# 14 STRATEGIC OPPORTUNITIES AND CONSTRAINTS

Mapping Nelson and Tasman’s strategic opportunities and constraints is a tool to help us evaluate the options available for accommodating growth. We are required to identify constraints by the NPSUD. The identification of opportunities and constraints assist in evaluating different options for growth. Drawing from publicly available information held in national databases, and work undertaken for this FDS and the Councils’ Resource Management Plans, we have built up a comprehensive picture of these opportunities and constraints.

The link to an interactive viewer can be found at [shape.nelson.govt.nz/future-development-strategy](https://shape.nelson.govt.nz/future-development-strategy) and [tasman.govt.nz/future-development-strategy](https://tasman.govt.nz/future-development-strategy).

Further information on information sources and the process for developing the material, and how it has informed the strategy is available in the Technical Report.

## ACCESSIBILITY

Government direction requires the FDS to support an urban environment that has good accessibility for all people between housing, jobs, community services and open spaces, including by public and active transport. This is reflected in Objective 3 of the FDS. This objective has a range of benefits, including supporting reductions in greenhouse gas emissions and promoting the efficient use of existing services and infrastructure.

The most accessible parts of Nelson and Tasman include the Nelson City Centre, Stoke and Richmond. These locations have the best access to public transport, jobs, services, shops, open spaces, schools and healthcare. Other parts of Nelson, Richmond and Motueka have moderate accessibility. Where the site conditions allow, these areas present a good opportunity for intensification to ensure we make best use of these existing services.

Outside of Richmond and Motueka, the Tasman urban area is dispersed between the communities of Brightwater, Wakefield and Māpua. Their relatively small size and locations further away from employment hubs mean they have lower overall accessibility. Any development in these communities should support improvements to accessibility by enabling an increase

in the diversity and scale of services provided, and improving public and active transport connections to the main centres. The Tasman rural towns have lower levels of accessibility to urban services and it is important to provide a mix of residential and business land in these locations to encourage more local trips.

## HIGHLY PRODUCTIVE LAND

High quality soils in the region are focused on the Waimea Plains in Tasman, which extend from Richmond to Wakefield and are also present around Motueka. Much of this land is currently in productive use and forms the heart of Tasman’s agricultural economic base. This land has intrinsic life-supporting value, and enables us to grow food locally and more sustainably. Highly productive land is a finite resource and where possible, should be protected from subdivision and development for urban uses.

Community feedback on this FDS and the 2019 FDS as well as other Council projects has consistently shown a strong community desire to protect our productive land for all of these reasons. We also know that the Government has signalled its intention to introduce national policy seeking to better protect highly productive land. These aspirations are reflected in Objective 10 of the FDS.

Highly productive land in Tasman is located in areas that would otherwise be suitable for greenfield development given their good accessibility to the urban area, flat terrain and limited environmental constraints. This is particularly the case around Richmond and Hope. In those locations, the FDS prioritises the protection of highly productive land over accessibility.



## COASTAL AMENITY

Nelson and Tasman have an extensive coastline, which offers significant recreation opportunities and natural amenity. Development has historically been located to take advantage of ocean views and access, and it continues to be an attractive place for people to live, particularly in areas close to the coast and in elevated locations.

Where the site conditions allow, the FDS provides opportunities for growth in high amenity locations where people will want to live. This provides the best chance of the market delivering the houses and commercial and community uses we need to cater for our growing population. Locating housing in areas where people want to live is reflected in Objective 3.

## BIODIVERSITY

Nelson has identified extensive significant natural areas particularly at the eastern and northern edges of the city. These are areas with important native flora and fauna that are critical to maintaining biodiversity, and they need to be protected. Tasman has work underway to identify significant natural areas. As reflected in Objective 7, growth can provide opportunities for protection and restoration of the biodiversity of the natural environment.

## LEVERAGING PLANNED INFRASTRUCTURE INVESTMENT

The Councils have earmarked significant investment in infrastructure through their Long Term Plans and Regional Land Transport Plans, which has informed the FDS. This includes the extension of bus services from Richmond to Wakefield and Motueka. More separated cycling routes are also planned through the Nelson urban area and to connect Māpua, Wakefield, Brightwater and Richmond. The FDS can make efficient use of this investment by locating growth close to these planned routes. The need to plan for and integrate infrastructure with growth is captured in Objective 6.

## TOPOGRAPHY AND SLOPE

The Nelson and Tasman urban area is enclosed to the east by extensive areas of steeper topography, which form a landscaped backdrop to both Nelson City and Richmond. Steeper slopes make these areas more challenging to develop efficiently. This limits opportunities for extensive eastward expansion of Nelson and Richmond.

## NATURAL HAZARDS

Nelson and Tasman are subject to a range of natural hazards, including coastal erosion and inundation, river flooding, wildfire, liquefaction, fault rupture and slope instability risk. A number of these are impacted by the effects of climate change, including sea level rise and increased rainfall. Climate change impacts on weather patterns also affects the severity and frequency of droughts.

These hazards are present across large parts of the existing urban areas as well as greenfield areas and are a major constraint when considering the location of new growth areas. Both Councils have various workstreams underway to manage the effects of natural hazards, including infrastructure projects and working with the community to plan for the ongoing effects of natural hazards. Objective 9 reflects the need for growth areas to be resilient to risk from natural hazards.

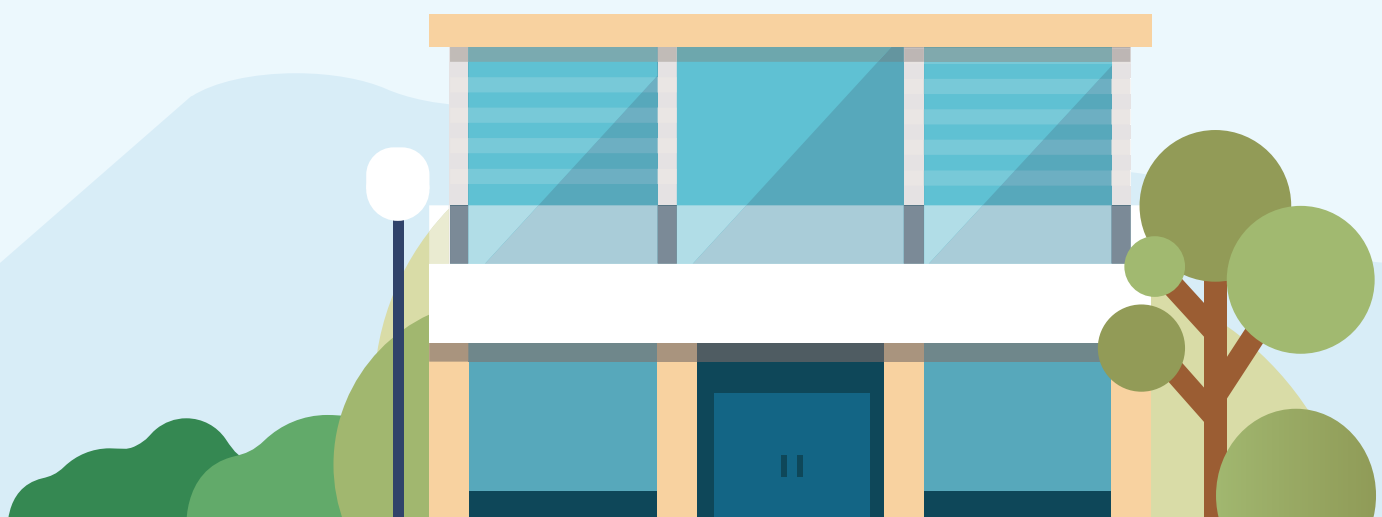


Figure 20. Strategic opportunities

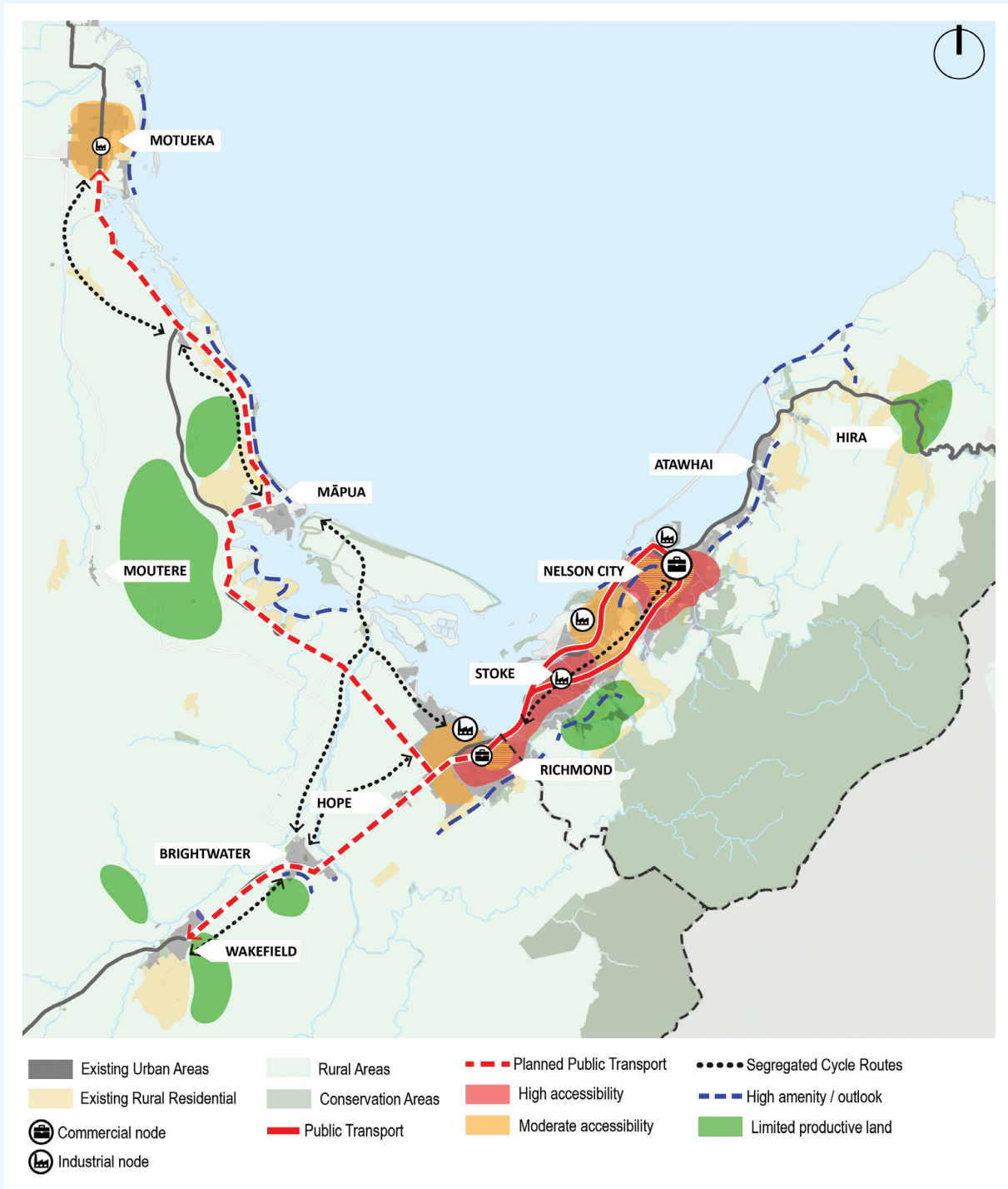
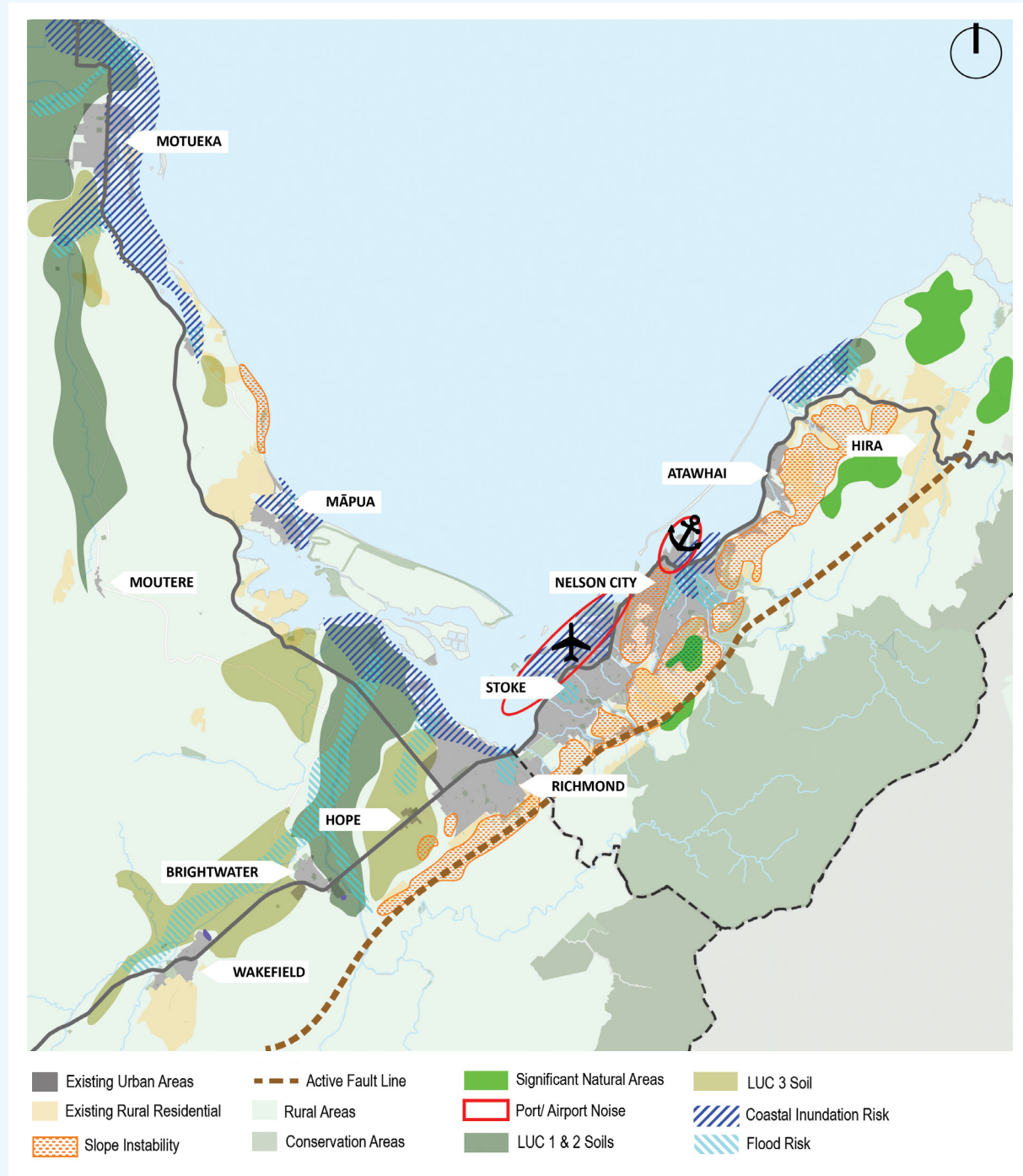




Figure 21. Strategic constraints



# 15 IMPLEMENTATION

## 15.1 PROGRESS WITH THE 2019 FDS

The 2019 FDS identified capacity for a further 14,249 houses through a mix of intensification and greenfield expansion. It also identified locations for new business land (commercial and industrial) at Richmond, Māpua, and Murchison as well as mixed use opportunities in Nelson.

Given the changes in requirements set by the 2022 NPSUD, this FDS is a wholly new FDS, but we have built on the work that has already been done.

The 2019 FDS set out a range of actions for the Councils to implement, and a number of these have been completed. They include:

- Adopting the 2021 – 2031 Long Term Plans and supporting Infrastructure Strategies that fund infrastructure supporting FDS areas.
- Adopting the 2021 – 2031 Regional Land Transport Plans that fund transport infrastructure supporting FDS areas.
- Completing the 2021 Housing and Business Assessment including updated growth models for Nelson and Tasman.
- Further developing partnerships with all iwi of Te Tau Ihu.
- Adopting Intensification Action Plans that set out a range of detailed actions by the Councils to support intensification.
- Reviewing and adopting Nelson City Council's Development Contributions Policy and Tasman District Council's Development and Financial Contributions Policy, both of which incentivise intensification.
- Adopting the Nelson Climate Action Plan and implementing the Tasman Climate Action Plan.
- Adopting the Nelson City Centre Spatial Plan.

Implementation actions that are currently being progressed include:

- Both Councils continue to progress the full review of their Resource Management Plans, and are both currently progressing specific plan changes to their operative Resource Management Plans to enable more housing.
- Nelson City Council is currently working on the early stages of a Dynamic Adaptive Pathways Planning (DAPP) process to assess coastal hazards and develop options to manage risks in affected areas. The Council also has two climate change positions within the organisation.

- Tasman District Council is similarly progressing work on a Dynamic Adaptive Pathways Planning (DAPP) process to assess coastal hazards and is developing detailed options to manage risks in affected areas. It has recently created a permanent position for a dedicated climate change lead within the Council through its Annual Plan 2022 / 2023.

## 15.2 SUPPORTING INFRASTRUCTURE

The Councils and other infrastructure providers will need to plan for, and help to fund, supporting infrastructure in order to deliver the strategy. To guide how we do this, Objective 6 of the FDS promotes the efficient use of existing infrastructure, and requires new infrastructure to be planned, funded and delivered to integrate with growth. The FDS provides a framework for the Councils and infrastructure providers to undertake more detailed infrastructure planning and explore the range of funding options available. This will happen on a staged basis over time.

This FDS concentrates on the infrastructure that the Councils will have a key role in delivering. Within that, water supply, wastewater, stormwater and local transport are the focus. Other infrastructure that the Councils need to deliver like open spaces and community facilities, will be planned for and provided on an as needed basis in response to demand. This will be determined through more detailed structure planning, neighbourhood planning and plan changes.

The Government's Three Waters Reform may impact the funding for and delivery of three waters infrastructure in Nelson and Tasman within the life of this FDS. There is uncertainty over how this will progress, however, under any outcome, this FDS will provide a framework for future investment and the Councils will work closely with any future three waters entity to plan for and provide supporting infrastructure.

The plan below identifies where the key supporting strategic infrastructure would be located. These are conceptual and the exact location and land required for this infrastructure will be determined through future planning processes. Some of this infrastructure is already planned for, through the Councils' Long Term Plans and Infrastructure Strategies.

**See plans for Tākaka and Murchison on page 45.**

For remaining towns in rural Tasman, no additional strategic infrastructure would be required that is not already planned and funded through years 1 – 3 of the Tasman Long Term Plan 2021 – 2031, or under construction.

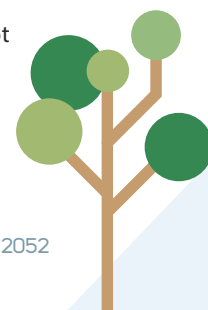


Figure 22. Showing the strategic infrastructure needed to support the strategy for Nelson

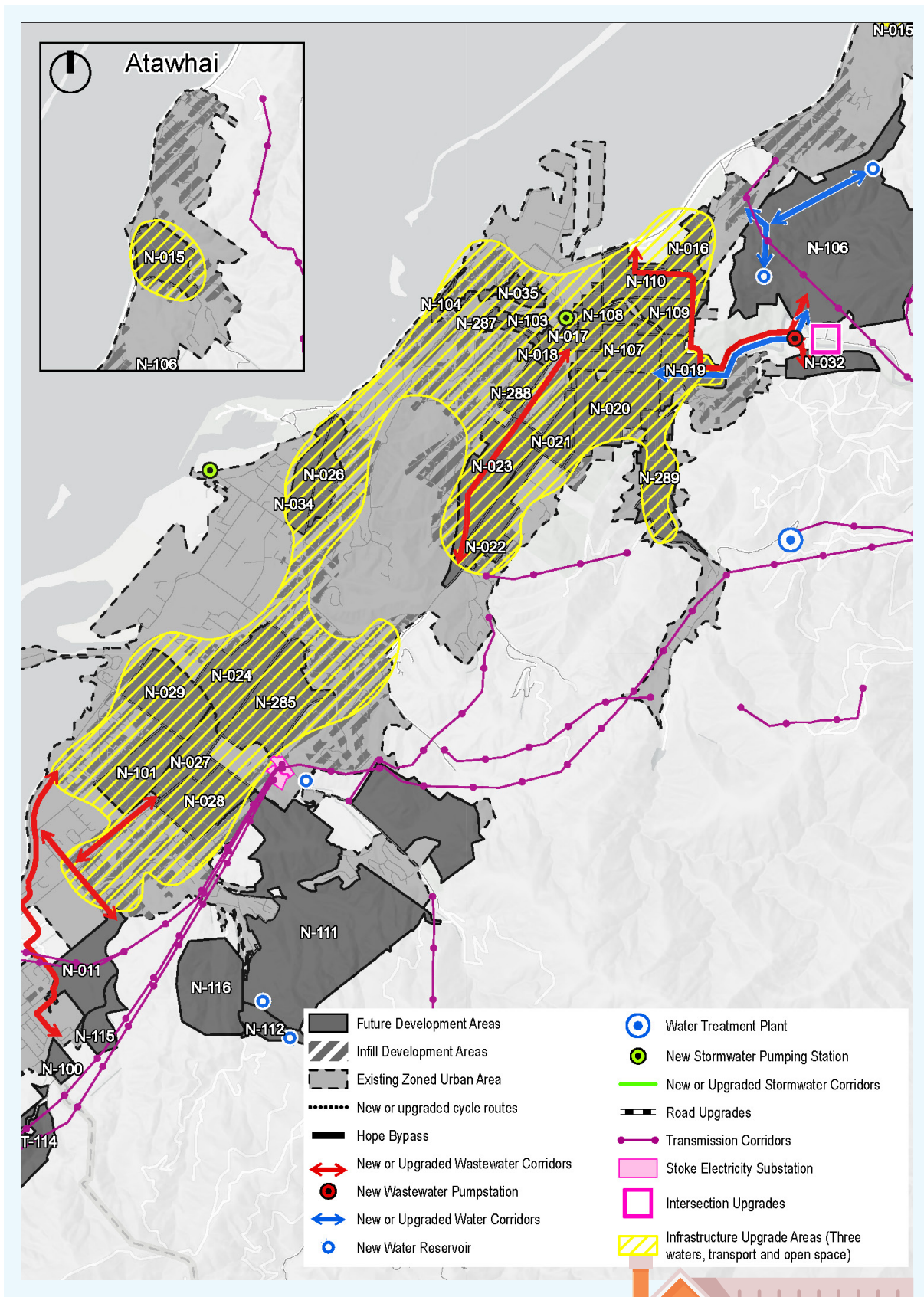


Figure 23. Showing the strategic infrastructure needed to support the strategy for Tasman

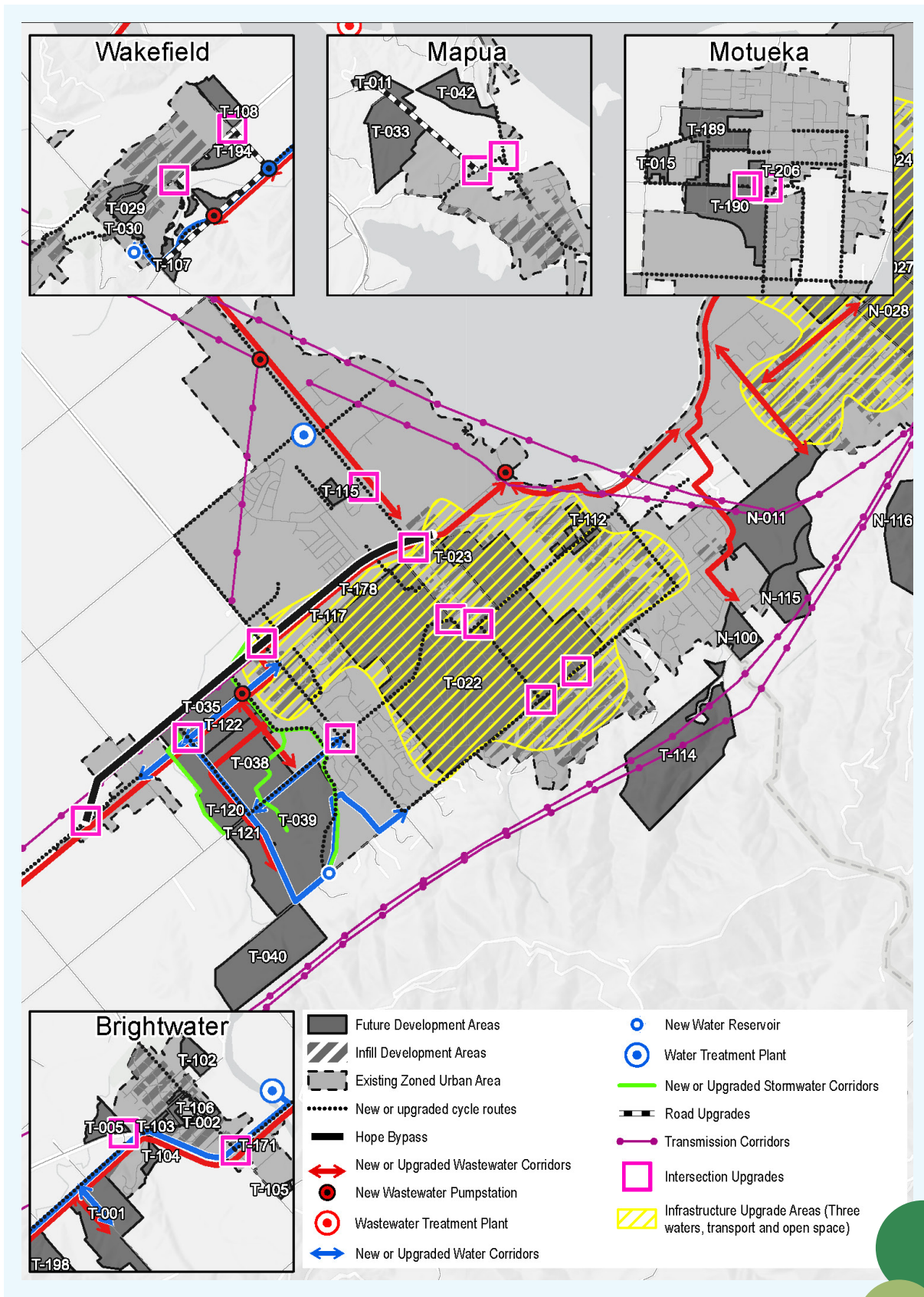


Figure 24. Showing the strategic infrastructure needed to support the strategy for Tākaka

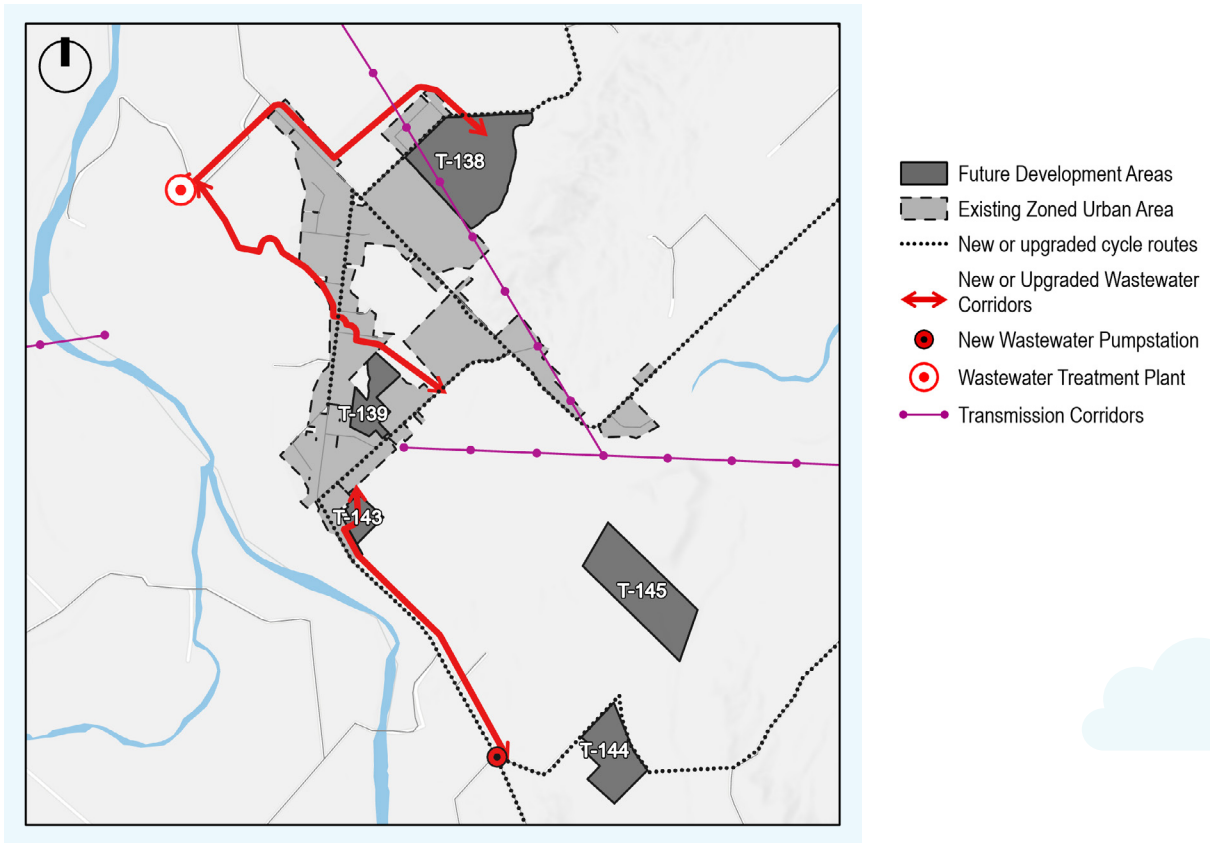


Figure 25. Showing the strategic infrastructure needed to support the strategy for Murchison

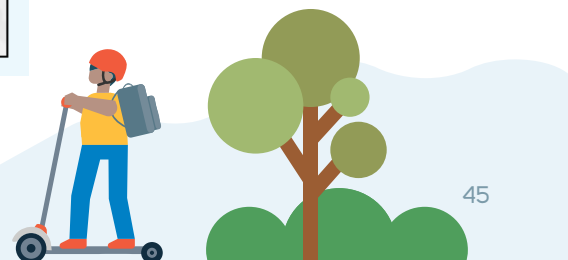
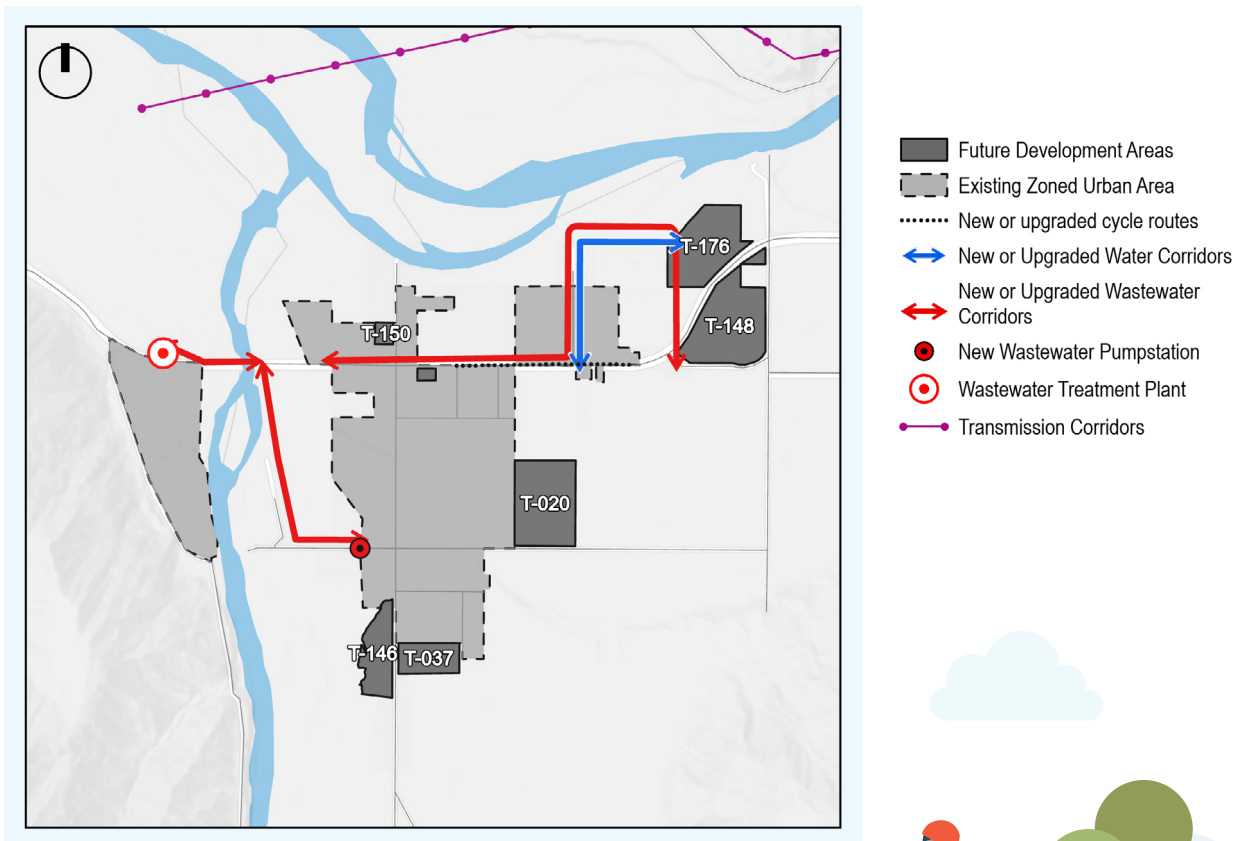


Figure 26. Showing the public transport plans for Nelson

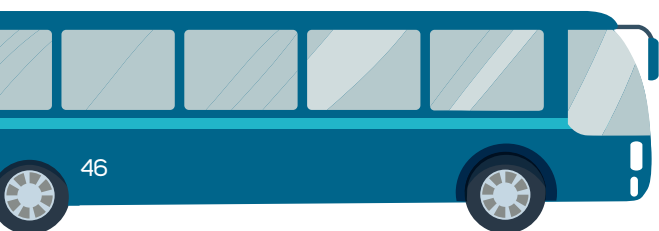
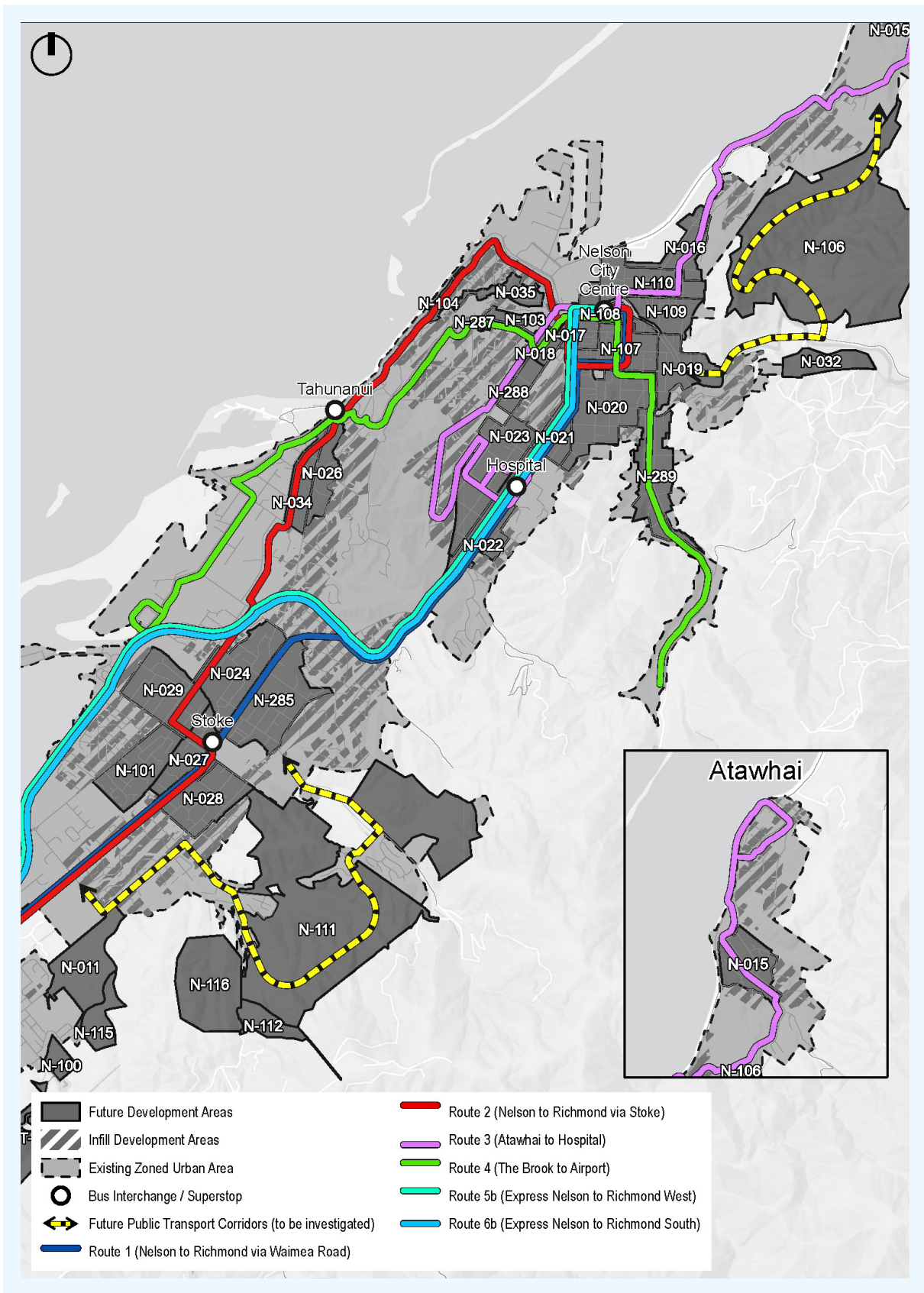
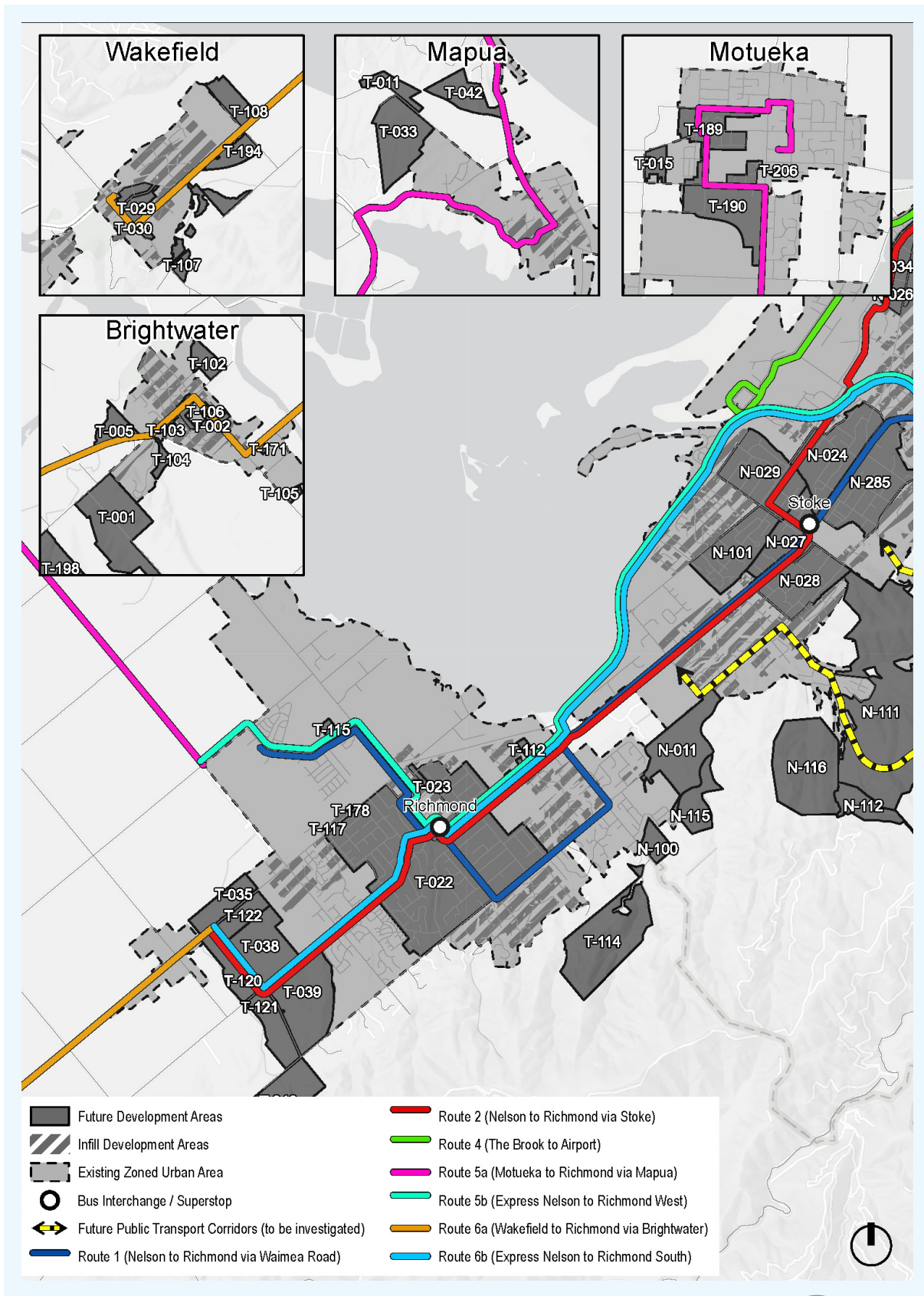


Figure 27. Showing the public transport plans for Tasman



### 15.3 WHAT WE WILL DO

The FDS will be delivered through a comprehensive implementation plan jointly prepared by both Councils, and in partnership with iwi, key stakeholders and other infrastructure providers. The implementation plan will sit alongside the FDS and will be updated annually.

A coordinated and responsive approach will be key. The FDS reflects what we know about Nelson and Tasman now, but this will change over time as market conditions shift and more information becomes available through detailed technical investigations. We will be responsive to new growth opportunities as they arise, where they are consistent with the FDS objectives.

Coordinating development with infrastructure provision for the growth areas identified in the FDS will be a critical component of the implementation plan. The Councils will achieve this through a number of approaches including by:

- Undertaking structure planning for key greenfield areas.
- Undertaking neighbourhood planning for key intensification areas.
- Enabling development through changes to the Councils Resource Management Plans (RMPs).
- Planning for and funding the infrastructure through the range of tools available to the Councils.

Structure planning is a method that enables the release of large-scale greenfield land for development. This process can be publicly or privately led and will involve more detailed technical investigations and consultation and engagement. It is likely to result in refinements to the boundaries of the growth areas shown in the FDS, to ensure a land use pattern that is well integrated with existing urban areas, and that responds to site conditions to form a logical urban boundary. The output of a structure planning process will be a detailed land use and infrastructure plan for the growth area. A structure plan could form part of a plan change to zone the land for urban development. Tasman District Council is currently undertaking a structure planning process for the Richmond South area.

Within intensification areas, neighbourhood planning is primarily a tool for refining the land use and density patterns and determining the infrastructure needed to support the increased housing and commercial densities proposed. It will explore whether existing open spaces, transport connections, amenities and other infrastructure are fit for purpose, and evaluate whether improvements are needed. Because intensification within existing urban areas occurs slowly over time, neighbourhood planning can happen at the same time, or after, land is zoned for intensification.

The FDS does not include detailed timing for when growth areas will be rolled out over the next 30 years, given the need to be responsive to changing market dynamics. The FDS implementation plan, which is updated annually, will identify and update the staging and roll out of growth areas, in response to market information and feedback, and annual monitoring results. This will inform the Councils' Long Term Planning processes.

However, the staging and rollout of greenfield growth areas will be crucial to the overall success of the strategy, given that it will influence the feasibility and rate of intensification, and the broader objectives of the FDS to support a consolidated urban form. The following principles will guide the staging of development that will be set out in the annual implementation plan:

- Prioritise growth in the existing urban areas, and support the uptake of intensification opportunities to promote a consolidated urban form and support a reduction in greenhouse gas emissions.
- Promote the efficient use and provision of infrastructure (three waters, transport, social infrastructure).
- Deliver on iwi / hapū aspirations for urban development as expressed in the FDS.
- Willingness of landowners to develop.
- Deliver sufficient development capacity to meet demand for housing and business land.
- Consider the presence of any constraints.

Table 3 on the following pages outlines a series of key actions that will form a framework for the implementation plan. The Councils will develop the implementation plan following adoption of the FDS.



Table 3. Key actions for the FDS Implementation Plan

Action	Purpose	Timeframe	Responsibility
<b>MONITORING AND REVIEW</b>			
Work together on combined population and growth demand projections for Nelson Tasman	Ensures a consistent approach to housing and business projections	Short term	NCC and TDC
Undertaken quarterly and annual reporting on market uptake and development trends. This will include monitoring of the intensification uptake rates	Required by the NPSUD and provides an up to date picture of market conditions to inform the implementation plan	Quarterly / annually	NCC and TDC
Annual update to the FDS implementation plan based on latest technical and market information	Required by the NPSUD to regularly track progress. Provides the opportunity to review and update priority areas	Annually	NCC and TDC
Preparing an updated Housing and Business Assessment in 2023 to inform the 2024 Long Term Plans	Required by the NPSUD to assess residential and business demand and capacity	Three yearly	NCC and TDC
<b>STRATEGIC ALIGNMENT AND FUNDING</b>			
Align Nelson and Tasman Regional Policy Statements with the FDS growth strategy	Ensures alignment with Councils strategic regulatory planning documents to inform future plan changes	Short term	NCC and TDC
Plan for and fund priority infrastructure through LTPs, Infrastructure Strategies and Regional Land Transport Plans	Coordinates land development with infrastructure funding and provision	Short term	NCC and TDC
Explore opportunities for the use of alternative funding mechanisms for strategic growth opportunities	Provides potential alternative funding sources for infrastructure to cater for growth	Short to medium term	NCC and TDC in partnership with developers, central Government and funding agencies



Action	Purpose	Timeframe	Responsibility
<b>SUPPORTING INTENSIFICATION</b>			
Undertake reviews of RMPs and / or progress plan changes to enable intensification	Reduce regulatory barriers to intensification that currently exist in the RMPs	Short term	NCC and TDC
Progress the DAPP process for at risk areas in Nelson	Provides a framework for adapting to the effects of climate change	Short term	NCC
Identify priority areas and undertake neighbourhood planning in those parts of Nelson and Tasman identified for intensification	Provides a detailed framework for infrastructure planning and amendments to the RMPs	Short term	NCC and TDC
Review and update the Nelson and Tasman Intensification Action Plans	Enables progress to be tracked and the Intensification Action Plans to be updated where needed in response to the FDS	Short term	NCC and TDC
<b>PROVIDING GREENFIELD OPPORTUNITIES</b>			
Identify priority areas and undertake structure planning in greenfield locations	Provides a detailed framework for infrastructure planning and amendments to the RMPs	Short term	NCC and TDC
<b>PARTNERSHIPS</b>			
Partner with Kāinga Ora, community housing providers and others to explore opportunities for more affordable housing	Enables Councils to support the delivery of more affordable housing	Short to medium term	NCC and TDC





