Centre for Housing Research
AOTEAROA NEW ZEALAND

Kāinga Tipu

Nelson, Tasman and Marlborough Housing: Urban Residential Land Use and Land Supply 1990-2005

A report for the *Affordable Housing in the Nelson, Tasman and Marlborough Regions: A Solutions Study* Research Programme

PREPARED BY

DTZ New Zealand

FOR THE

Centre for Housing Research, Aotearoa New Zealand

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RESEARCH REPORT

Nelson, Tasman and Marlborough Housing: Urban Residential Land Use and Land Supply 1990 - 2005

March 2006

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1 EXECUTIVE SUMMARY

This report is the second in a series of reports within the research programme: *Affordable Housing in the Nelson, Tasman and Marlborough Regions: A Solutions Study*.[1] Its primary focus is on residential land use and residential land supply change in the Nelson, Tasman and Marlborough regions from the early 1990s. The report describes the context and characteristics of residential land use and residential land supply for the major towns and settlements in each of the three regions. The report also has a secondary focus, considering a range of dwelling characteristics including the occurrence of second homes, dwelling quality, dwelling age and dwelling size. The purpose of analysing each of these issues is to understand the *local* factors impinging on affordable housing in the three regions. The analysis complements the "bigger picture" analysis contained in the first paper within this research programme that analysed economic, demographic and housing trends within these regions and relative to New Zealand as a whole.[2]

The focus of the Executive Summary is to summarise how the information in this report impinges particularly on issues of *affordable housing* in these three regions. We concentrate on affordable housing issues since, ultimately, the research programme is aimed at uncovering the causes of, and designing potential solutions to, lack of housing affordability in the top of the South Island. On the basis of the information contained in this report, the following factors need to be considered when designing potential affordable housing solutions for these regions.

Second homes

Second homes (i.e. vacation dwellings) affect the availability of the housing stock for local residents in each of these regions (albeit to a lesser extent in Nelson than in Tasman or Marlborough). In no way does this suggest that such dwellings are undesirable (they are performing a valued service for their owners, especially in popular tourist spots such as Golden Bay and Kaiteriteri). However it does mean that care must be taken in assessing the degree to which new dwelling additions provide increased accommodation for local residents. The increase in vacation homes is one factor placing increased pressure on land prices and construction costs in these areas, contributing to the affordability issues.

[1] The research programme is funded jointly by the Centre for Housing Research Aotearoa New Zealand (CHRANZ), Ministry of Economic Development and Ministry of Social Development.

[2] *Nelson, Tasman and Marlborough Housing: Regional Context and Characteristics*, by Arthur Grimes & Andrew Aitken, Motu Economic and Public Policy Research (October 2005).

Average dwelling size

Average dwelling size has increased substantially across each of the three regions, as it has across New Zealand since 1990. While raising house quality, this trend has placed considerable pressure on house prices. Quite simply, houses are, in part, becoming unaffordable for lower income earners because of their size. There is not as large an increase in the supply of smaller (more affordable) houses as there is in the supply of larger houses; the lack of new supply at the smaller end leads to prices of smaller houses remaining higher than they would otherwise.

City and town zoning restrictions

Each of the major urban areas (Nelson, Richmond and Blenheim) has specific zoning features that limit infill development. While these restrictions are apparently not markedly more restrictive than many other New Zealand cities, they may constrain some forms of development. In particular, constraints on infill housing may affect provision of more affordable homes using less land area than existing dwellings. The chosen zoning features reflect existing residents' perceptions of appropriate neighbourhood characteristics (explicitly so in Nelson, which is still predominantly a low density city). As in many urban planning contexts, this situation creates a tension between meeting the needs of existing residents and meeting needs of potential, possibly less affluent, residents.

Urban fringe and rural zoning restrictions

Development at the fringes of each of the three major towns, and in more rural towns, is also subject to zoning restrictions. In particular, section sizes in such areas are frequently required to be larger than is the case within the urban centres. This raises the contribution of land to the price of dwellings in these locations. For instance, Nelson has restrictions on section size in Marsden Valley, Tasman's towns have section size restrictions, as do the outer residential parts of Blenheim. Part of the reason for these restrictions is again to preserve amenity values of these areas (primarily for existing residents). One option may be to allow specific areas of high density development within these areas (as proposed for Richmond South), while maintaining lower density development in the remainder. A specific restrictive example is the "green belt" adjacent to Saxton Field between Stoke and Richmond. This limits the supply of affordable housing in an area that may potentially be cost-effective to develop intensively. It raises the question of whether a small city the size of Nelson/Richmond needs a greenbelt of this type (essentially in the middle of the urban area) especially when its backdrop is naturally "green" anyway.

Productive land

A concern for both Tasman and Marlborough, in particular, is potential encroachment of dwellings onto highly productive land surrounding major towns. The resulting zoning restrictions limit land supply, creating barriers to the erection of affordable housing adjacent to the main town. This highlights a tension between retaining productive land in agricultural use (contributing to the economic base of the region) versus development for dwellings. The latter is a higher value land use as reflected in the higher price the potential dweller is willing to pay to occupy the land. Development of land for tourism purposes (requiring new dwellings) is also an economically productive use of land and must be balanced against agricultural uses.

Land availability

Each of the major urban areas has a limited supply of land currently zoned for residential purposes. For instance, recent estimates suggest that, once various topographical constraints are taken account of, Nelson's residential land supply may be exhausted within 6-7 years at current rates of building, even though significant areas were added to the residential land stock in 1989-1991 and 1996-98. Richmond also saw new residential land coming on-stream in 1992-94 and 1996-2000. Estimates of the capacity of Richmond's remaining available supply depend crucially on the assumed average lot size of developments, in turn affected by planning restrictions. The smaller the allowable lot size, the more sections that will be available, at more affordable prices.

Infrastructure

Infrastructure availability places a constraint on new development in each region. The situation is particularly acute in parts of Tasman. Development in each of Richmond, Brightwater, Wakefield, Mapua and Motueka is limited by various infrastructure requirements (particularly sewerage and stormwater). Lack of transport infrastructure is also a factor limiting development to the south of Nelson. Nevertheless, new infrastructure in Brightwater (sewerage) and Mapua has been critical in allowing development to occur in those areas over the last fifteen years. Similarly, recent sewerage reticulation in Renwick will allow that town to become a development node in Marlborough. The provision of new infrastructure that opens up new residential development is a key factor that may assist provision of new affordable housing, provided zoning restrictions create a favourable climate for such developments to occur.

Natural hazards

The existence of certain natural hazards, particularly potential flooding, limits development in certain towns. This is the case in Brightwater, Wakefield, Mapua, Motueka and Takaka, and also around Blenheim and Renwick. It is not a factor that is easily amenable to policy, since the cost of reducing the impact of major hazards may in some cases be prohibitive.

Subdivision activity

Subdivision activity responds to demand pressures, subject to restrictions placed on developers by zoning restrictions, infrastructure availability, presence of natural hazards, and the available supply of land suitable for residential occupation. In Nelson, the number of subdivision consents averaged 109 per annum over 1993-1996, whereas over 1997-2003 they averaged just 31 per annum. In terms of lots created, the respective figures are 433 p.a. and 132 p.a. This decline suggests that, notwithstanding a surplus of lots created during the early/mid 1990s, new development in Nelson in recent years may have been hamstrung by a lack of new land development. In addition, as the easier developed land has been taken up, lot size has increased over this time, possibly making for even less affordable housing. In contrast, subdivision activity has been high in Blenheim over 2003-04, which should be positive for the supply of new affordable housing in that area, provided lot size is sufficiently small to foster lower cost housing.

Dwelling consents and construction

Responsive construction is vital in times of high housing demand, especially in growing regions such as Nelson, Tasman and Marlborough. Nelson and Marlborough, however, each have a low proportion of dwellings constructed from 2000 onwards relative to New Zealand as a whole. This suggests that new supply in those areas has not been particularly responsive to demand pressures. Dwelling consents in Nelson have been running at a lower level since July 1995 than they were over each of 1991-93 and 1993-95 (despite buoyant recent market conditions). Recent high dwelling consents in and around Blenheim indicate that responsiveness may be rising in Blenheim. Tasman, on the other hand, shows considerably higher responsiveness to demand pressures. It has had a consistently high level of dwelling consents, although Richmond's consents dropped markedly over 2003-05 compared with all other 2 year periods dating back to 1991. Combined with Nelson's limited new dwelling supply, this lower building activity in the area may place continued pressure on Nelson/Richmond house prices.

2 INTRODUCTION

This report has been prepared for Motu Economic and Public Policy Research. It is the second in a series of reports within the research programme: *Affordable Housing in the Nelson, Tasman and Marlborough Regions: a Solutions Study.*[3] The data for the report have been principally gathered from publicly available statistics, local body planning publications and research sources. However, some primary research has been undertaken in order to build up a picture of change in residential land availability and zoning in the three regions. The preceding report in the series, *Nelson, Tasman and Marlborough Housing: Regional Context and Characteristics*, covers housing market developments in Nelson, Tasman and Marlborough – and economic, labour market and demographic data affecting housing from the early 1980s to the present. It focuses not only on key economic, labour market and demographic drivers but also more specifically on a range of housing specific issues including house prices, rents and affordability, home ownership and housing supply. It concludes with projections around dwelling requirements out to 2026.

This report's primary focus is on residential land use and residential land supply change in the Nelson, Tasman and Marlborough regions from the early 1990s. The broad objective of the report is to describe, for the major towns and settlements in each of the three regions, the context and characteristics of residential land use and residential land supply within which their housing markets have operated since that time. In the case of Nelson that means the urban area of Nelson City. In Tasman District the primary focus is on Richmond, its largest urban area, but with a focus also on Wakefield, Brightwater, Mapua, Motueka and Takaka. In Marlborough the focus is primarily on Blenheim and to a lesser extent Picton and Renwick. Each of the larger urban areas has been looked at not only at a macro level, but where appropriate at smaller levels of measurement, primarily Area Unit (AU) and amalgamations of several adjacent AUs. The report also has a secondary focus, which considers a range of dwelling type characteristics including the occurrence of second homes, dwelling quality, dwelling age and dwelling size data – all presented at territorial local authority level.

[3] The research programme is funded jointly by the Centre for Housing Research Aotearoa New Zealand (CHRANZ), Ministry of Economic Development and Ministry of Social Development.

We would emphasise that this report is not concerned with the adequacy of residential land supply in the Nelson, Tasman and Marlborough regions. It does not address questions, which ask whether enough land been rezoned in the right places at the right time and are residential density rules etc conducive or not conducive to residential development etc? It is concerned, however, with describing the changing context, dimensions and characteristics of residential land use and development in each region. In addition the focus of the report is on urban residential land. That is, it largely ignores, other than in passing, rural residential land use, notwithstanding its significant growth over the last decade in each of the three regions. The rationale is that rural-residential land use, as the name suggests, is a rural rather than urban phenomenon, where critically, affordability is not at issue. That is not to say that specific affordability issues are not present in rural areas and small rural settlements, they are. Such affordability issues, however, more often manifest themselves in terms of housing availability, quality and suitability etc. The location nexus in terms of housing affordability issues is primarily urban areas facing significant housing/land supply demand imbalances.

The preceding chapter (Chapter 1) provides an executive summary of the reports key findings. Chapter 3 begins the report by describing the existing housing stock in the Nelson, Tasman and Marlborough regions and comparing the characteristics of that stock against New Zealand norms. A range of data is looked at including dwelling type, quality, age and size sourced from Statistics New Zealand and Quotable Value New Zealand.

Chapters 4,5 and 6 comprise the body of the report and each of those chapters addresses in turn the context for and characteristics of urban residential land use and land supply in Nelson, Tasman and Marlborough respectively. Chapters 4-6 each follow a similar format and address a similar set of issues. Each chapter begins with a broad descriptive overview of residential land use in each of the major towns and settlements of the particular region. This entails firstly, placing each town and settlement within its regional context and New Zealand's wider urban-rural continuum and secondly, in very general terms, describing the nature of residential land use and constraints determining residential land use in each town and settlement.

Each chapter then proceeds to describe in turn, the planning context for residential land use in each region i.e. plan status etc and in greater detail, the policy basis for residential land use in each region. The latter considers not only specific residential land use issues, objectives and policies but also considers: the rational for inclusion of areas in residential zones; specifics in terms of residential density and rules; the anticipated capacity of current residential zoning; the policy approach to residential development, urban form and peripheral expansion; and the anticipated environmental, social and economic outcomes of policies and methods relating to residential zones. The information for these two sections of the report is drawn primarily from council planning documents and maps.

With the policy context of residential land use established each chapter then goes onto present and describe the existing residential land use zones in each major town and settlement. Current zoning maps are presented and described. This then leads onto the next section, which attempts to quantify both geographically and temporally the key residential land use zoning changes in each town and settlement since the early 1990s.

Each chapter then goes onto to analyse, using a mix of local body and Statistics New Zealand data, the level and spatial distribution of subdivision[4] and dwelling consent activity since the early 1990s. Other characteristics of consent activity are also included such as the average value and size of dwellings associated with dwelling consent activity. This section ends by making some comparisons between the timing of subdivision consent activity and dwelling consent activity.

Each chapter then describes (where available) the current and potential residential land supply in each major town and settlement of each region. In terms of the former objective this involves a detailing of the amount and location of residentially zoned land available for development and importantly, comment on the constraints on the take-up of that land. In terms of the latter this entails a consideration of possible options, their size and location, in terms of future residential land supply. This section of the chapter is heavily dependent in the case of all three regions on recent studies addressing land capacity and growth issues commissioned and/or undertaken by the respective councils.

Each chapter concludes with a brief summary, which brings together the key points from each chapter that impact on issues of affordable housing.

[4] Sub-division data was not available for Tasman District.

Acknowledgements
We thank the Centre for Housing Research Aotearoa New Zealand (CHRANZ); Ministry of Economic Development and Ministry of Social Development for their funding of the research programme *Affordable Housing in the Tasman, Nelson and Marlborough Regions: a Solutions Study*, of which this paper forms a part. We thank also our colleagues in the programme Arthur Grimes and Andrew Aitken (Motu Economic and Public Policy Research), Kay Saville-Smith and Ruth Fraser (CRESA) and Ralph Lattimore.

In addition and critically in terms of being able to complete this report we thank the Nelson City Council, Tasman District Council and Marlborough District Council and various officers of those councils for their assistance and co-operation during its research and writing. In particular we specifically extend our sincere thanks to the following for sharing their time, knowledge and expertise and for more specific assistance, where applicable, with subdivision data, clarification of zoning changes and the provision of various reports and studies:
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Rosemary Biss – Policy Planner, Tasman District Council;
Ian Shapcott – Policy analyst, Marlborough District Council; and
Tim Leyland – Community Planning, Marlborough District Council.

We would also like to note our thanks to Patrica Harte of Davie Lovell-Smith and Marc Baily of Boffa Miskell for their generous assistance with various, maps, reports and other material.

Finally, we would note that responsibility for the reports contents rests solely with DTZ Research.

3 DWELLING TYPE, QUALITY, AGE AND SIZE

3.1 Introduction

In terms of the wider report this chapter will attempt in broad terms to establish the key characteristics of the existing dwelling stock as background to Chapters 4 to 6, which more specifically consider the context and characteristics of residential land use and land supply changes in the three regions. The specific objective of this chapter of the report is to consider for Nelson City, Tasman District and Marlborough District:

- Dwelling Type – Incidence of second homes;
- Dwelling Quality;
- Dwelling Age; and
- Dwelling Size.

3.2 Dwelling Type – Incidence of Second Homes

The first report within the research programme *Affordable Housing in Nelson, Tasman and Marlborough Regions: A Solution Study*, of which this report is a part, considers the change in occupied dwellings since the early 1980s. Here we are specifically concerned with trying to estimate the occurrence of and change in the number of second homes.

Keen and Hall (2004) note that prior to the 1996 Census, second homes were recorded as both occupied dwellings (on census night) and unoccupied dwellings. Table 3.1 presents 1991 census data for New Zealand, Nelson, Tasman and Marlborough.

Table 3.1: Second Homes 1991 Census

	Occupied Second Home	Unoccupied Second Homes	Total Second Homes	Total Private Dwellings	Second Homes as % of Total Private Occupied Dwellings
New Zealand	6,876	45,132	52,008	1,300,376	4.0%
Nelson	30	36	66	14,328	0.5%
Tasman	498	807	1,305	14,019	9.3%
Marlborough	162	1,719	1,881	15,498	12.1%

Source: Statistics New Zealand

As at the 1991 census approximately 4.0% of New Zealand's 1.3 million private dwellings were second homes. In Tasman District and Marlborough District the proportion of second homes was well in excess of the New Zealand rate at 9.3% and 12.1% respectively. Not surprisingly, given its urban characteristics and limited geographic extent, only 0.5% of Nelson City's private dwellings were classified as second homes.

Keen and Hall (2004) note that since the 1991 Census second homes that are unoccupied on census night are no longer distinguished from other types of unoccupied dwellings and the second homes recorded in census data are only those that are occupied as a second home on census night.

They go onto say that despite the inadequacies of the census data, information can be estimated based on the number of unoccupied dwellings. "For many locations, the proportion of unoccupied dwellings is disproportionate because of the high use of the area as a tourism destination, and so these figures can be taken as a proxy of second homes in that area" (Keen and Hall, 2004, pp 176). Also, other proxies such as the location of new dwellings can give an indication of new second dwellings. Table 3.2 for New Zealand and Nelson, Tasman and Marlborough presents the proportion of unoccupied to occupied dwellings as at the 2001 Census.

Table 3.2: Occupied and Unoccupied Dwellings 2001

	Total Occupied Dwellings	Residents Away		Empty dwellings		Total Unoccupied Dwellings	
	No.	No.	% of All Dwellings	No.	% of All Dwellings	No.	% of All Dwellings
New Zealand	1,368,207	51,276	3.4%	50,270	6.3%	147,435	9.7%
Nelson	16,290	501	2.9%	375	2.6%	939	5.5%
Tasman	15,951	1,056	5.9%	582	5.2%	1,998	11.1%
Marlborough	15,522	1,191	6.4%	947	10.3%	3,108	16.7%

Source: Statistics New Zealand

For Marlborough and Tasman District's in broad terms the 'second home' pattern revealed by Table 3.1 in 1991 remains intact although the significant difference across the New Zealand and Nelson data would suggest a range of other factors undermining the use of unoccupied dwellings as a proxy for 'second homes'.

Given the issues around recent census data and its ability to proxy the incidence of second homes an alternative approach is needed. What follows is an approach, which we understand is currently being used by the Taupo District Council in a study, which touches upon second home incidence in its area. This approach like the census provides a snapshot in time of second home ownership. The approach could in theory be done but is too extensive a task to undertake in this study.

The approach is as follows. Residential rate assessment information is obtained for all individual residential properties from the local authority. The data includes information on the postal address where each rate assessment is sent. Those properties where the rate assessment is sent to a different address are assumed to either be rental properties or second homes. Tenancy bond data for all rental properties in the territorial authority can then be obtained from the Department of Building and Housing. Where a rental bond address matches a property where the rating assessment is sent to a different address the property is assumed to be a rental. The balance of properties where rating assessments are sent to different addresses are assumed to be second homes.

3.3 Dwelling Quality

DTZ (2004) notes that Statistics New Zealand does not collect specific data on dwelling quality or on dwelling age and size and that the best source for this data is Quotable Value New Zealand. Quotable Value's age and floor area data is an objective measure and in our view reasonably robust. The quality data on the other hand, is much more subjective. Nonetheless it is the best available. Note the dwelling data amalgamates residential dwellings and residential flats (apartments, multi-units etc).

According to DTZ (2004) as at late 2003 Quotable Value estimated that New Zealand's housing stock totalled 1.274 million dwellings. They note that this figure differs from the 2001 census dwelling data, which records 1.507 million private dwellings, excluding those under construction. According to DTZ (2004) the Quotable Value and Census data is different in a number of ways. Specifically the Quotable Value data records rateable units and can have more than one dwelling per rateable unit. It also captures new dwellings constructed since March 2001. For our purpose, which is to establish the general quality, age and size characteristics of the Nelson, Tasman and Marlborough housing stock, and compare it with New Zealand, we do not believe such differences to be significant. It is likely, however, that the Quotable Value data underestimates the proportionate share of younger stock and overestimate the proportionate share of older stock (DTZ, 2004).

Quotable Value defines three housing quality categories A, B and C. This primarily denotes the predominant condition of the external walls and roof. Quotable Value emphasises that the 'condition' of any property is a subjective judgement at the time of the last inspection. We would note that over time the frequency of inspections has declined significantly. Consequently the quality data and analysis must be viewed as very indicative only. Table 3.3 presents for Nelson, Tasman, Marlborough and New Zealand housing quality by the three housing quality categories.

Table 3.3: Dwelling Quality

	Dwelling Stock	Quality Category – Proportion of Total Stock			
		A	B	C	Unknown
Nelson	16,763	7.0%	83.2%	2.6%	7.2%
Tasman	11,947	5.9%	83.7%	6.6%	3.8%
Marlborough	15,426	2.5%	84.7%	5.8%	7.0%
New Zealand	1,274,952	10.5%	79.0%	6.9%	3.6%

Source: Quotable Value and DTZ Research

The key point of difference between dwelling quality in Nelson-Tasman-Marlborough and New Zealand as a whole is that New Zealand overall has a much greater proportion (10.5%) of A category dwellings. This is not at all surprising. Wealth is concentrated in the main urban areas and income levels in the main urban areas are significantly higher than in Nelson-Tasman-Marlborough. We would expect these differences to be reflected in housing quality.

We would note, however, that while the three 'top of the south' territorial authorities all have a very similar proportion of their housing stock of B quality (83%-84%) a wide variation exist between them in terms of their proportion of A category stock. For instance 7.0% of Nelson's stock is A category, but only 5.9% of Tasman's and 2.5% of Marlborough's stock. At the same time Nelson has a much lower proportion of C category dwellings. One explanation for this difference might be the smaller proportion of second or holiday homes in Nelson by comparison with the other two territorial authorities. Second homes generally, although this is changing, are of much lower quality than first homes. One other contributing factor might be that Tasman and Marlborough are more rural in character. Historically in New Zealand the quality of the rural housing stock has been below that of the urban stock.

3.4 Dwelling Age

Figures 3.1 and 3.2 present data on the age distribution of the Nelson-Tasman-Marlborough housing stock (by decade of construction) and compare each territorial authority against New Zealand[5]. Figure 3.1 presents the data as it relates to dwellings built to the end of 1949 and Figure 3.2 presents the data for dwellings built from 1950 onwards.

[5] Source Quotable Value NZ

Figure 3.1: Dwelling Stock Constructed Up to the End of 1949

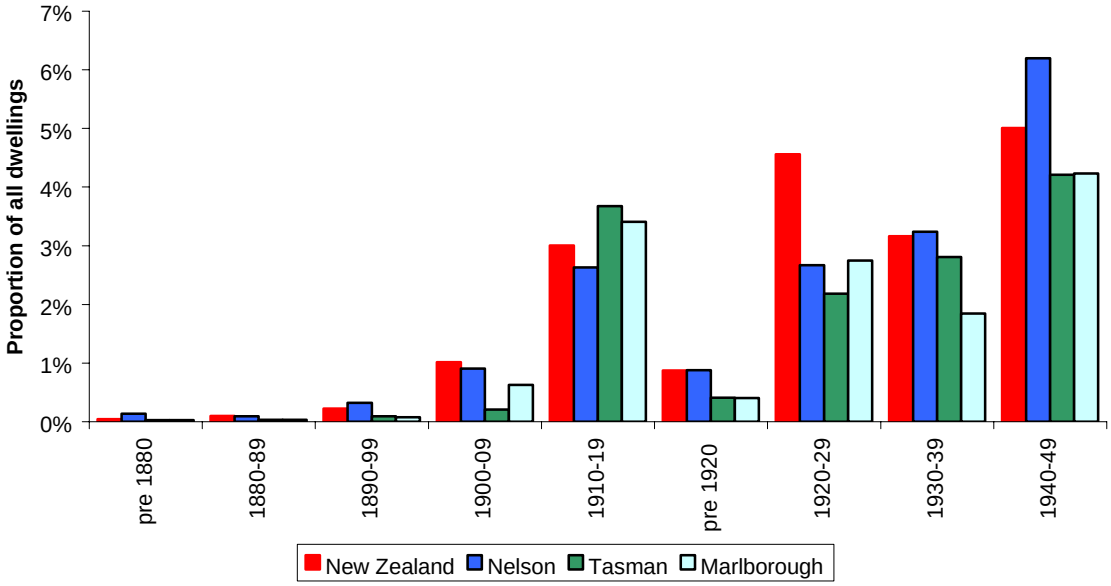
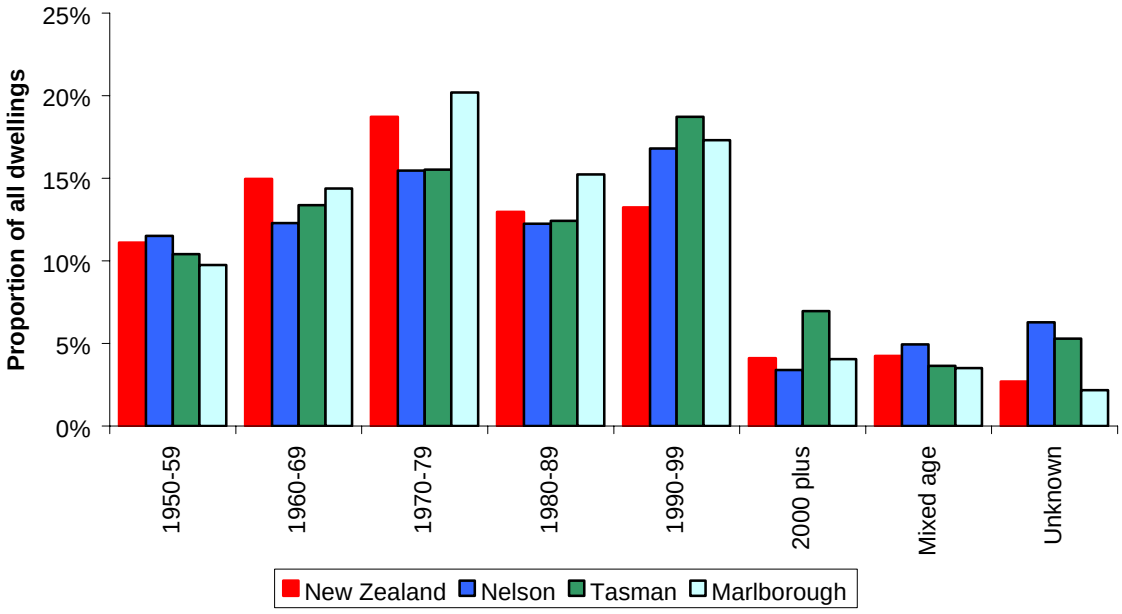


Figure 3.2: Dwelling Stock Constructed 1950 Onwards



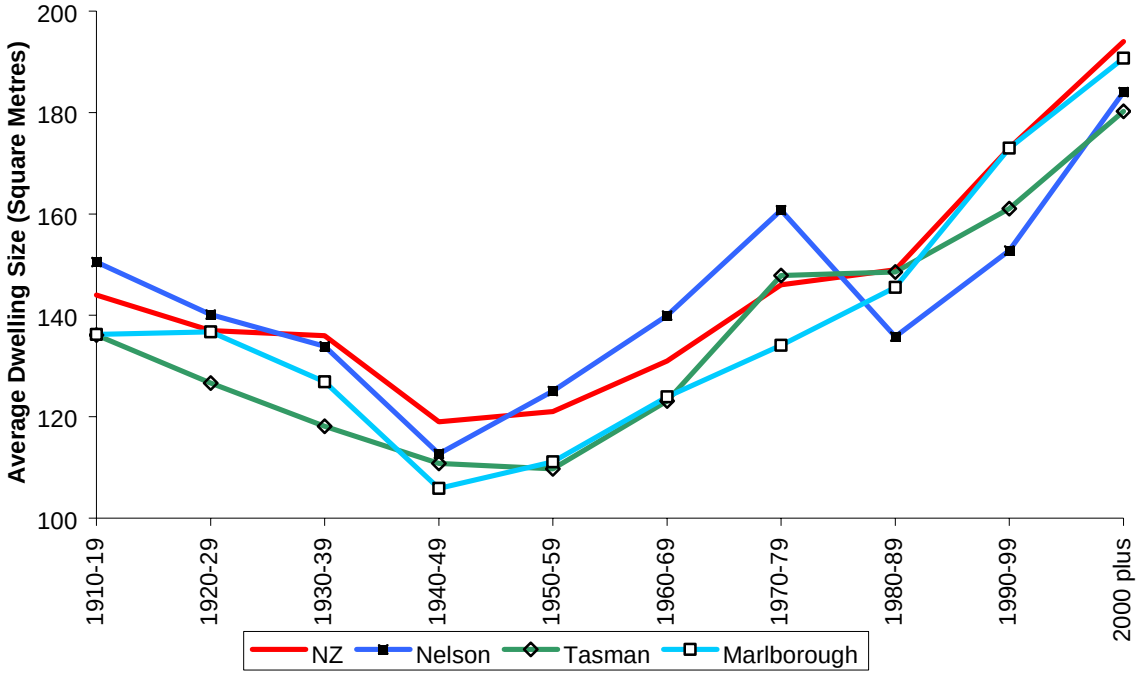
Key patterns and trends include:

- Dwelling age is tied closely to economic, population and household growth patterns in particular areas;
- 5.2% of New Zealand's stock date from before 1920 compared to 4.9% of Nelson's, 4.4% of Tasman's and 4.5% of Marlborough's. We might have expected Nelson's share of older dwellings to be higher given it was one of the first areas settled in New Zealand. However, above New Zealand average rates of population growth over the last 35 or so years would appear to have dissipated the impact of early settlement. Also, Nelson has a larger than average proportion of dwellings of 'unknown' vintage (6.2%) which might explain some of the difference;
- The 1920's saw a significant rise nationwide in dwelling construction with 4.5% of dwellings dating from that period across New Zealand. However, the proportion of Nelson (2.6%), Tasman (2.6%) and Marlborough (2.1%) dwellings dating from that decade is much less – reflecting differences in growth rates by region and over time;
- The decades of the 1950s, 1960s and 1970s encompass the period of the post-war 'baby-boom' with slightly less than 45% of all New Zealand dwellings dating from this period. 44% of Marlborough dwellings date from this era but only 39% of Nelson and Tasman dwellings – again reflecting differential growth rates; and
- 26% of New Zealand's stock date from the 1980s and 1990s compared to 29% of Nelson's, 31% of Tasman's and 32% of Marlborough's. After many decades when Nelson-Tasman-Marlborough's growth was slightly below the New Zealand average, this period, but especially the 1990s, saw the 'top of the south' move ahead across a number of fronts. This is reflected in an above average proportion of dwellings constructed over the period.

3.5 Dwelling Size

Figure 3.3 presents data on average dwelling size by decade of construction for Nelson-Tasman-Marlborough and compares each territorial authority against New Zealand. As noted the source for the data is Quotable Value and is comprised of separate-houses and flats, townhouses, apartments etc. The data may not distinguish between the original dwelling and any subsequent additions. Consequently, the data should be treated as indicative only.

Figure 3.3: Average Dwelling Size by Decade of Construction



Source: Quotable Value

Key patterns and trends include:

- The data suggests that the average size of New Zealand dwellings constructed between 1910-1919 was about 144 square metres. Nelson dwellings constructed over the decade were slightly larger (150 square metres) and Tasman and Marlborough dwellings smaller (both about 136 square metres);
- The average floor area declined over each of the next three decades with the average size of New Zealand dwellings constructed between 1940-1949 bottoming out at slightly less than 120 square metres. A similar decline was evident in Nelson (113 square metres), Tasman (111 square metres) and Marlborough (106 square metres) with the key difference between 1910-19 and 1940-49 being that all three territorial authorities average house size was now below the New Zealand average;
- Since the 1950s, the average size of dwellings has steadily increased decade by decade (with the exception of Nelson during the 1970s) with the largest increases in size New Zealand wide occurring during the 1960s (8.3%), 1970s (11.5%), 1990s (16.1%) and the current decade (12.1%);
- Dwellings built during the 2000s across New Zealand average 194 square metres against 173 square metres for dwellings built during the 1990s, and, 149 square metres for dwellings built during the 1980s;
- The size of dwellings constructed in Marlborough since the 1980s has been consistently at or about the New Zealand average;
- Tasman dwellings constructed during the 1990s and this century (161 square metres and 180 square metres) have been smaller than the New Zealand average after periods of parity during the 50s, 60s, 70s and 80s;
- Nelson dwelling size since the beginning of the 1980s has fallen behind the New Zealand average after a period between the 1940s and 1970s when new Nelson dwellings were consistently larger.

DTZ (2004) note that anecdotally, the increase in dwelling size is largely due to consumer preference rather than increased family size, or cheaper materials. It has also been suggested that the advent of internal garaging accounts for some of the dwelling size increase over the last three decades. However, while the average floor area of total residential dwellings has grown markedly since the early 1980s, not all dwelling types have grown their average floor area. The average floor area of new apartments nationwide has, on the whole, stayed relatively flat during the 1990s and as more dwellings of this type have been built this trend has tended to slow the overall rate of dwelling size increase.

3.6 Summary

- Second homes are an issue in each of the three regions, although less of an issue for Nelson City. Thus additions to new dwelling stock do not correlate as closely to new accommodation for local residents as it does across New Zealand, i.e. it probably overstates additions to new accommodation for local residents.
- Given that these are growing regions, the low proportions of dwellings that are constructed from 2000 onwards in Nelson and Marlborough (relative to New Zealand) suggests that recent supply in those areas has not been particularly responsive. Tasman on the other hand shows much more responsiveness.
- The increase in average dwelling size is an issue for affordable housing in Nelson, Tasman and Marlborough as well as across New Zealand. Quite simply, houses are, in part, becoming unaffordable for lower income earners because of their size. There is not as large an increase in the supply of smaller (more affordable) houses as there is in the supply of larger houses; the lack of new supply at the smaller end therefore leads to prices of smaller houses remaining higher than they would otherwise.

4 NELSON CITY RESIDENTIAL LAND USE AND SUPPLY

4.1 Introduction

The objective of this chapter of the report is to consider for Nelson City a range of residential land use and residential land supply issues. Specifically the chapter will:

- Provide an overview of residential land use in Nelson City;
- Describe the planning context for residential land use in Nelson City;
- Outline the policy basis for residential land use and residential development in Nelson City;
- Describe the current residential land use zones;
- Detail residential land use zoning changes since the early 1990s;
- Look at sub-division and dwelling consent activity since the early 1990s;
- Consider current and potential residential land supply; and
- Summarise the key points that impact on issues of affordable housing in Nelson City.

The focus of the chapter will be on urban residential land use and land supply in Nelson City. A couple of recent reports which touch upon residential land supply in Nelson City have been particularly helpful in writing this section of the report. In September 2004 Boffa Miskell and MWH produced a background report[6] for the Nelson City Council as part of the Nelson Urban growth Strategy (NUGs). The report describes the growth trends, projections, issues and constraints associated with accommodating growth. This report has been particularly useful in terms of understanding existing residential land capacity issues in Nelson City. A second report[7] produced by the Nelson City Council in March 2005, again as part of NUGs, is a consultation document, which summarises the options for urban growth as a basis for consultation with the Nelson community. This report has been particularly useful in terms of understanding potential residential land supply.

[6] Urban Growth Strategy, Stage One – Trends and Constraints – report to Nelson City Council, September 2004.
[7] Nelson Urban Growth Strategy 2004, Growth Options Consultation Document

4.2 Residential Land-Use Overview

Introduction

This section, as an introduction to the rest of the chapter, will overview residential land use in Nelson City. Two facets will be considered:

- Nelson City's urban/rural profile; and
- Residential land use overview.

Urban/Rural Profile

Statistics New Zealand has recently released data based on the 2001 census, which explores the social and economic characteristics of people living in all areas of the urban-rural spectrum. The classification developed re-categorises rural areas on the basis of the significance of urban areas as a source of employment. Before looking in broad terms at the nature and characteristics of Nelson's residential land use it would be useful to see where Nelson City sits in terms of that urban-rural spectrum in comparison to New Zealand and Tasman and Marlborough. Table 4.1 presents for Nelson City, Tasman District, Marlborough District and New Zealand their urban-rural population profiles as at the 2001 census.

Table 4.1: Urban-Rural Population Profile 2001

Urban/Rural Profile Areas	Nelson	Tasman	Marlborough	NZ
Main urban area	98.1%	31.2%		71.0%
Satellite urban community		7.1%		3.0%
Independent urban community		19.5%	77.2%	11.7%
Rural area with high urban influence	1.5%	4.9%		2.6%
Rural area with moderate urban influence		12.0%	4.1%	3.6%
Rural area with low urban influence		21.0%	16.1%	6.0%
Highly rural/remote area		4.3%	2.4%	2.0%
Total	100.0%	100.0%	100.0%	0.0%

Source: Statistics New Zealand

Nelson City's population, not surprisingly is classified as overwhelmingly (98.1%) 'main urban area' with the balance (1.5%) as 'rural area with high urban influence'. No other New Zealand region had such a high percentage of its population classified 'main urban area'. The regions following Nelson City in terms of position on the urban/rural spectrum were Auckland where 92.7% of the population were classified 'main urban area' and Wellington where 88.1% of the population were classified 'main urban area'.

Residential Land Use Overview

Residential land use makes up the largest part of Nelson's urban footprint at 2,042 hectares of 3,161 or 65% (Boffa Miskell & MWH, 2004, p. 51). A combination of varying settlement periods, architectural styles and geographic factors having determined Nelson's residential character and form (NRMP 2005, 7-1).

The NRMP states that the city's settlement pattern has been determined in large part by geographic setting and topographic constraints (NRMP 2005, 7-1). It notes that the earliest settled parts of the City were within the lower flood plains of the Maitai River, and the Brook and York Valley Streams with initial development of these areas occurring in the 1840s. At the same time a number of outlying settlements developed (eg Stoke, Tahunanui). Over time as Nelson's population has grown these settlements have been absorbed into the city with new residential areas developed to the north and south of the city (NRMP 2005, 7-1). Over the last thirty years greenfields development has focused on the flat land to the south of the CBD, centred on Stoke, where subdivision is both easier and cheaper. However, as this less steep land has been used up and mechanised construction has evolved, the hill areas of Nelson have been developed (Boffa Miskell & MWH 2004, p.64). More recently there has been a move towards infill development, where existing residential areas have been redeveloped – such as in Stoke, Tahunanui and The Wood.

In general Nelson's residential areas are characterised by low density and low-rise dwellings (1 to 2 levels) on individual lots in a way characteristic of New Zealand cities (Boffa Miskell & MWH 2004, p. 48). However, the older areas of the city, where earliest European settlement occurred have greater variability in terms of density. There (eg The Wood) is found a combination of smaller residential lots (originally workers cottages) and larger lots (on the lower slopes) e.g. Nelson East associated with the middle and upper classes (Boffa Miskell & MWH, 2004, p. 48). Also over the last ten years a number of apartment complexes, at higher densities, have been developed on Wakefield Quay.

4.3 Planning Context

Nelson City's current boundaries date from 1989 following the last major round of local government reorganisation. At that time Whangamoa Riding, formerly part of Waimea County, became part of Nelson City. This increased Nelson City's land area from 4,791 hectares to 37,342 hectares and brought into the city a significant amount of rural, primarily forestry land. In 1992 the Nelson City Council assumed the responsibilities of the former Nelson-Marlborough Regional Council within its boundaries to become a Unitary Authority.

The following District Schemes were prepared under the Town and Country Planning Act 1977 and together they formed following local government reorganisation in 1989 the Nelson Transitional District Plan under the Resource Management Act 1991:

- Nelson section 1982; and
- Waimea section 1989.

The Nelson Resource Management Plan (NRMP) was notified in October 1996 and became operative in part in September 2004. The Regional Coastal provisions became operative in March 2005 while the Port Noise provisions are still subject to a variation. The entire plan will be made operative once the Port Noise variation is completed, with that process likely to be completed during 2006/07. Following notification of the NRMP in 1996 consideration of the provisions in the Transitional Plans reduced so that over time very little weight was placed on those provisions.

The purpose of the Nelson Resource Management Plan is to promote the sustainable management of the natural and physical resources of Nelson City. The Plan is a combined Plan containing the regional, regional coastal and district plans for the Nelson City area. The Plan sets out the objectives and policies and methods including rules for Nelson City.

4.4 Policy Basis for Residential Land Use In Nelson City

Introduction

This section will consider the approach and policy basis for current residential land uses zones and residential development in Nelson City. It will focus on:

- The policy basis for urban residential land use;
- Rationale for inclusion of areas in residential zones;
- Residential density and rules;
- Anticipated capacity of zoning;
- The policy approach to residential development, urban form and peripheral expansion; and
- Anticipated environmental, social and economic outcomes of policies and methods relating to the urban residential zone.

Policy Basis for Urban Residential Land Use

The policy basis for urban residential land use in Nelson City is contained in the Nelson Resource Management Plan, Volume 1 Chapter 5, 5-66. The various policies seek to enable:
Management of the natural and physical resources of Nelson in a way that responds to the varying resource management issues and the varying actual and potential effects of use, subdivision, development, and protection arising in different parts of the District.

More specifically in terms of the existing residential zone (NRMP, Volume 1 Ch.5/67) the policy seeks to foster: a quality residential environment that provides a choice of living styles, a high level of amenity, and a minimal occurrence of nuisances.

Policies around the existing residential zone in Nelson City centre on four specific objectives (NRMP, Volume 2, Ch.7, 7-1 to 7-14).

Objective 1: Living style - the option of a diversity of residential styles based on the differing characteristics of areas of the city, and differing community needs.
Policies RE1.1 and RE1.2 relate primarily to guiding appropriate density (including building form and site development) in different types of residential environments, which take into account people's preferences, the existing character of neighbourhoods, topography, townscape, the capacity of infrastructure and the constraints of the land resource.

Policies RE1.3 and RE1.4 focus on the living style attributes of specific locales. Policy RE1.3 states that "development in the Wakefield Quay Precinct must maintain the established features that contribute to the character and amenity of the Precinct, while allowing the opportunity for future higher density residential development, together with compatible uses, provided that the development is consistent with Appendix 23 'Design Guide and rules for Wakefield Quay Precinct'" (NRMP, Volume 2, Chapter 7, 7-3).

Policy RE1.4 is focused at the other end of the density spectrum and state "the open spaciousness of development should be maintained within those areas identified on the Planning Maps for lower density development" (NRMP. Volume 2, Ch.7/4). A number of areas are specifically identified including the residential area at the northern foot of the Grampians, the Tahunanui Hills, the Ardilea subdivision in Stoke, the Glen and Marsden Valley Residential Area. In the case of the Tahunanui Hills and Grampians area, past restrictions on infill because of a slope risk hazard have helped maintain the open character. In the case of the Glen and Marsden Valley they have a lower building coverage limit to recognise their rural setting.

Objective 2: Residential character – an environment that is principally residential in character.
The primary purpose of the residential zoning is to provide an environment that is suitable for the accommodation of people (NRMP Volume 2, Ch 7/4). Policies RE2.1 to RE2.8 focus on the attributes and components associated with a principally residential environment including access to an adequate amount of daylight (RE2.3), minimal disturbance from nuisances (RE 2.2) and a reasonable degree of privacy (RE 2.4). The objective of the residential zones does, however, provide the opportunity for home occupations and non-residential activities, provided any adverse effects are kept to an appropriate level (RE 2.6 to RE 2.8). The overall emphasis of these policies is first and foremost to protect the Residential zone for residential use.

Objective 3: Streetscape, landscape, and natural features – attractive streetscapes, and the maintenance and enhancement of those significant public views, natural features, and landscapes that contribute to Nelson's character and setting (NRMP Volume 2, Ch.7/8). Nelson's location, between the coast and backdrop hills, provides the city with its landscape setting. The Council has identified a number of important aesthetic components within this landscape to maintain and enhance (Policies RE 3.1 to RE3.7).

Objective 4: Marsden Valley – subdivision and development within the Marsden Valley Residential Area that does not adversely affect the rural and landscape character of the Marsden Valley. Policies RE4.1 to RE4.4 focus on the specifically on residential development within the Marsden Valley with the aim of maintaining the un-built character and viewing corridors (RE4.1), development density (RE4.2), vegetation (RE4.3) and land recontouring (RE4.4).

Basis for Inclusion of areas in Residential Zones

The Plan provides no specific reasons as to why land is included in Residential Zones other than to say the general pattern of land use in the city has developed over time in response to a range of factors including:

- The physical characteristics of the land and other resources;
- People's preferences from time to time, and;
- Planning decisions under former legislation.

Thus within the built up area, historical patterns of development have led to areas with characteristics which are clearly residential, commercial, industrial or open space and recreational. The Plan recognises that different areas or zones have distinctive environmental characteristics, and what effects of activities are acceptable may differ between areas. It is therefore reasonably apparent why land is not included in Residential zones.

In terms of land that is excluded from Residential zones, the following zones can be found within or surrounded by Residential zones:

- Rural;
- Rural – Higher density Small Holdings Area;
- Rural – Lower Density Small Holdings Area;
- Conservation;
- Inner City – Fringe;
- Inner City Centre;
- Suburban Commercial;
- Industrial;
- Open Space Recreation.

Each of these zones is characterised by the nature of their activities or land uses, which is different or generates a greater degree of 'effect' that what is considered appropriate in Residential zones. Examples of adverse 'effects' include greater traffic generation, noise, odour dust etc.

For the most part the Residential zones under the Plan cover the existing historic residential areas, which have over time periodically expanded outwards at the urban fringe, but have been unchanged otherwise. As noted above differentiation within the Residential Zone relates largely to achievable development intensity.

Residential Density and Rules

Table 4.2 presents a summary of the key residential rules for development in residential areas.

Table 4.2: Nelson City - Residential Rules

Activity	Permitted Activities
Site area	400 sqm standard density area 300 sqm higher density area 600 sqm lower density area average of 1,000 sqm and minimum 850 sqm – lower density Stoke Marsden Valley (1,500 sqm minimum)
Building coverage	30% lower density area 60% South Street Heritage Precinct 30% Marsden Valley 40% remainder including higher density area
Outdoor living space	Any residential unit that does not have a net area (site) of at least 350 sqm allocated exclusively to it must have an outside living court with minimum areas of 35 sqm (1 bedroom), 50 sqm (2 bedrooms) 75 sqm (3 plus bedrooms); minimum dimension 4.5 metres; and must not be located facing within 45 degrees either side of due south and must be readily accessible from a living area.

Source: Nelson City Council

Four separate housing densities are provided within the Residential Zone.

- Higher density (The Wood and Stoke);
- Standard density;
- Lower density; and
- Marsden Valley area.

The Lower density area is comprised of the early settled parts of Nelson at the northern toe of the Grampians, the Tahunanui Hillside, Ardilea Ave in Stoke, and the Marsden Valley Residential Area. The Standard density area covers the bulk of the residential areas in Nelson. The building coverage and open space requirements are intended to largely maintain the existing character of the residential environment. The Higher density area includes The Wood, and an area surrounding the Stoke Shopping Centre. Both areas are flat and close to shops and other facilities, making them suitable for intensive development.

Note that in addition to the rules in Table 4.2 relating to site area, building coverage and outdoor living spaces there are rules relating to daylight angles, maximum height, setbacks and parking all of which will influence the type and character of development on any site.

Anticipated Capacity of Zoning

The Plan does not provide any indication as to the date by which existing Residential zones will be fully developed, nor whether they are anticipated to be developed within the 10-year life of the Plan. Plan Changes are noted in Chapter 3 (Administration) as a possible mechanism for addressing issue or policy changes within the District during the life of the Plan, which presumably includes the possible need for re-zoning for further residential development.

Residential Development

The policy approach to urban form and peripheral expansion in Nelson City is found in two sources:

- The Regional Policy Statement (RPS); and
- The Nelson Resource Management Plan.

There are two key areas in the Nelson Regional Policy Statement where urban form and peripheral expansion are addressed, namely, under Objective DH1.2 (Ch 6/44) and Policy DH1.3 (Ch 6/44-45). Objective DH1.2.1 "To avoid, remedy, or mitigate any adverse effects of urban expansion on the sustainable management of natural and physical resources including rural land uses".

Policy DH1.3.1.1 "To identify areas having features or values of significance and to ensure that these features or values are appropriately protected".

Policy DH1.3.1.2 "To have regard to community expectations when determining the extent and location of urban expansion".

Policy DH1.3.1.3 "Where urban expansion is considered to have greater net benefit than intensification, to provide for the most appropriate form of urban expansion for Nelson. In determining what is most appropriate, to assess the costs and benefits of various options a range of criteria will be considered".

The policy approach to urban form and peripheral expansion in the Nelson Resource Management Plan is contained in Volume 1, Ch.5/64 and 5/65. The plan notes “Expansion around the periphery of the current urban area may have adverse effects on amenity values (particularly visual and recreational values), and tends to use the land resource and provide for infrastructure inefficiently.” (NRMP, Vol 1, Ch.5/64) In addition “Expansion of the urban area tends to diminish the ecological and recreational values of the district and to increase dependency on private cars for travel”. It goes onto say that the “Existing urban areas should generally be developed in preference to rural areas” and makes the observation that “there is considerable scope for intensification of development within existing urban zones”. The Plan does note, however, “some development on the periphery of the existing urban area may be appropriate and should be provided for”.

Policies around urban form and peripheral urban expansion centre on one specific objective (NRMP, Volume 1, Chapter 5, p. 5-64 to 5-65) namely, “an urban form in which intensive development is not detached from existing urban boundaries and which avoids or mitigates adverse effects on ecological, recreational, cultural, community and amenity values”.

Policy DO15.1.1 relates to the encouragement of infill. This policy seeks to promote a compact urban form, while as far as possible retaining existing character and amenities of localities. This is to conserve the recreational and visual amenity of existing rural areas surrounding the urban area but also to promote the efficient use and development of infrastructure and land, and to provide a framework within which the true costs and benefits of new and existing infrastructure and reticulation are considered.

Policy DO15.1.2 focuses on limiting the effects of urban expansion and states that proposals that involve urban expansion through more intensive subdivision and development should address any actual and potential adverse effects on adjacent and nearby activities and avoid, remedy or mitigate them.
Policy DO15.1.3 focuses on specific areas and states that adverse effects on existing rural character and amenity values should be avoided, remedied or mitigated in the Maitai Valley, between Bishopdale Saddle and Wakatu, and between Stoke and Richmond, in order to maintain a greenbelt between existing built up areas.

To summarise the RPS and NRMP provides a policy basis to guide future residential growth in Nelson based on the following priorities:

- Growth for the most part will, in so far as it can, be accommodated within the current urban boundaries of Nelson City;
- However, the Plan recognises that plan changes (re-zoning of further residential land) may be needed to accommodate future growth;
- In-fill is provided for, with higher density residential to north east of the CBD (The Wood) and in Stoke between Nayland Road and Main Road Stoke;
- Lower density development is provided for at the periphery of the urban area.

For the most part the objectives and policies of the RPS and NRMP broadly reflect common planning and urban design principles for addressing urban growth, with an emphasis on urban consolidation. The above objectives and policies describe residential zones that are relatively low density and low bulk in character, with values of openness and a pleasant residential amenity that the plan seeks to retain in the existing environment and encourage in future residential growth.

Anticipated environmental/social/economic outcomes

The key anticipated environmental results for policies and methods relating to the urban residential environment contained in the Nelson Resource Management Plan are:

- A pattern of land use that reflects the varying needs and capabilities of the areas of the district;
- A pattern of land use that locates activities according to their effects on the environment;
- Compact urban form;
- Increased and better quality infill development;
- Progressive development of the city in an ordered manner to ensure efficient resource use;
- Cost effective provision of services;
- Reduced development, especially building, in areas where services are not adequate or available;
- Retention and enhancement of natural landform; and
- Maintenance of amenity values;

4.5 Existing Residential Land Use Zones

Figure 4.1 is a generalised zoning map of Nelson, based on zoning maps contained in Volume Three of the Operative Nelson City Resource Management Plan.

The residential zone (yellow) is the only zone where residential uses and buildings can locate as of right. From the Nelson CBD (coloured blue) the residential zone stretches to the north in a linear fashion for about six kilometres – the residential zone ending at the northern extent of the suburb of Marybank. For the most part the suburbs to the north of the CBD (Brooklands, Tui Glen, Atawhai, Dodson Valley and Marybank) date from the post Second World War Two period. The exception being the suburb of The Wood, adjacent to and immediately to the north of the CBD, which was one of Nelson's earliest settled residential areas.

To the south of the Nelson CBD the residential zone stretches almost continuously until it terminates at the Saxton Field Recreation Reserve. To the south of Saxton Field and abutting Richmond the land is zoned rural forming a rural buffer between urban Nelson and urban Richmond.

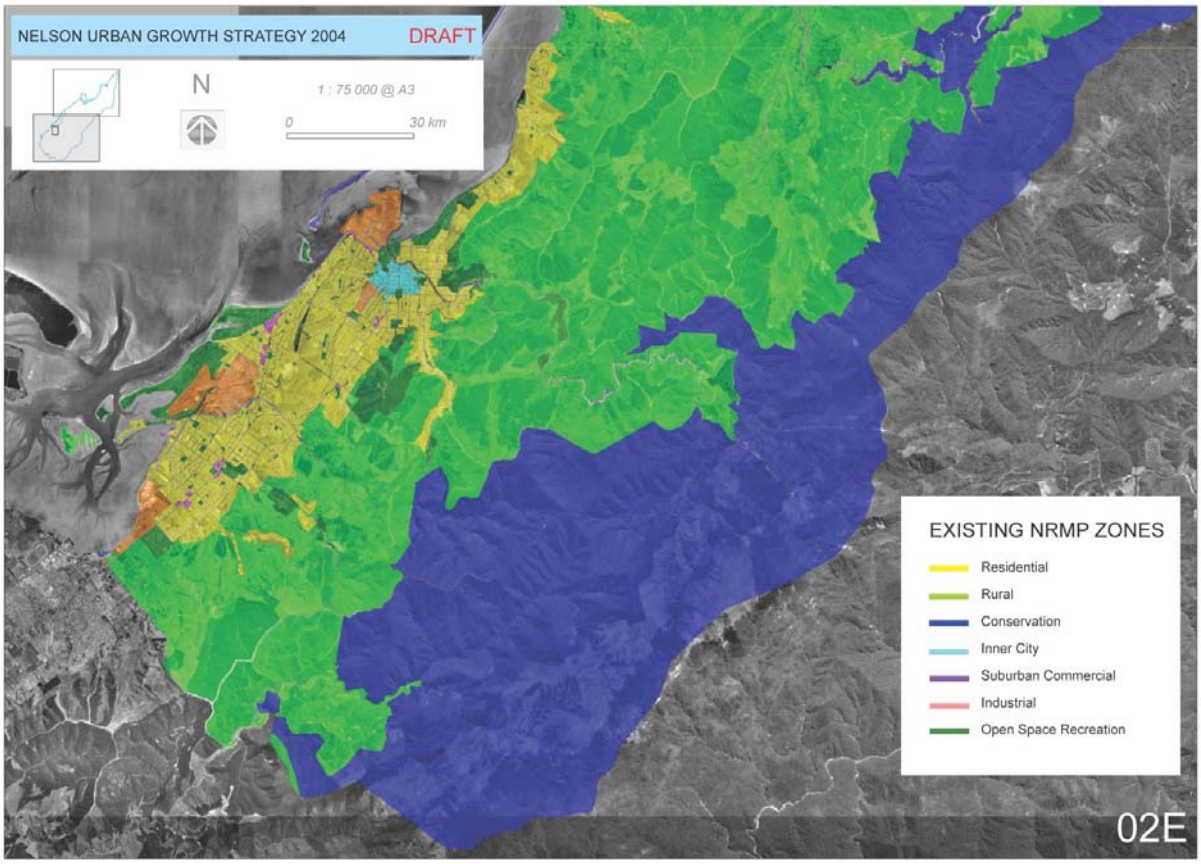
Immediately to the south and west of the Nelson CBD are some of Nelson's earliest residential areas including Nelson South, Nelson East, Maitai and the Brook. The Brook residential zone follows the valley of the Brook south for about three kilometres. Skirting Nelson South to the east is the more recently developed suburb of Bishopdale and to the west a large block, which while zoned residential, for reasons of topography, remains largely undeveloped.

This block, bounded by the suburb of Moana to the west, Nelson South and Bishopdale to the east and Wakatu to the south effectively separates the older parts of Nelson adjacent and surrounding the CBD from Stoke including the suburbs of Nayland and the Maitlands. Wider Stoke, in particular its eastern and southern fringes, has been the recipient of much of Nelson's residential growth over the last fifteen years.

To the west of the CBD the residential zone abuts in turn Port Nelson, Tasman Bay (along Wakefield Quay and Rocks Road), Tahunanui Beach Recreation Reserve and Tahuna Motor Camp and the Tahunanui industrial area, which abuts the Nelson Golf Club and Nelson Airport. The residential zone then skirts Whakatu Drive and comes to an end at the Whakatu industrial area.

While the residential zones within the urban boundaries surround and abut inner city, suburban commercial and industrial zones on the fringes the zoning and interface is predominantly rural, open space recreation and rural residential.

Figure 4.1: Residential Zoning Nelson City



Source: Boffa Miskell and MWH (2004)

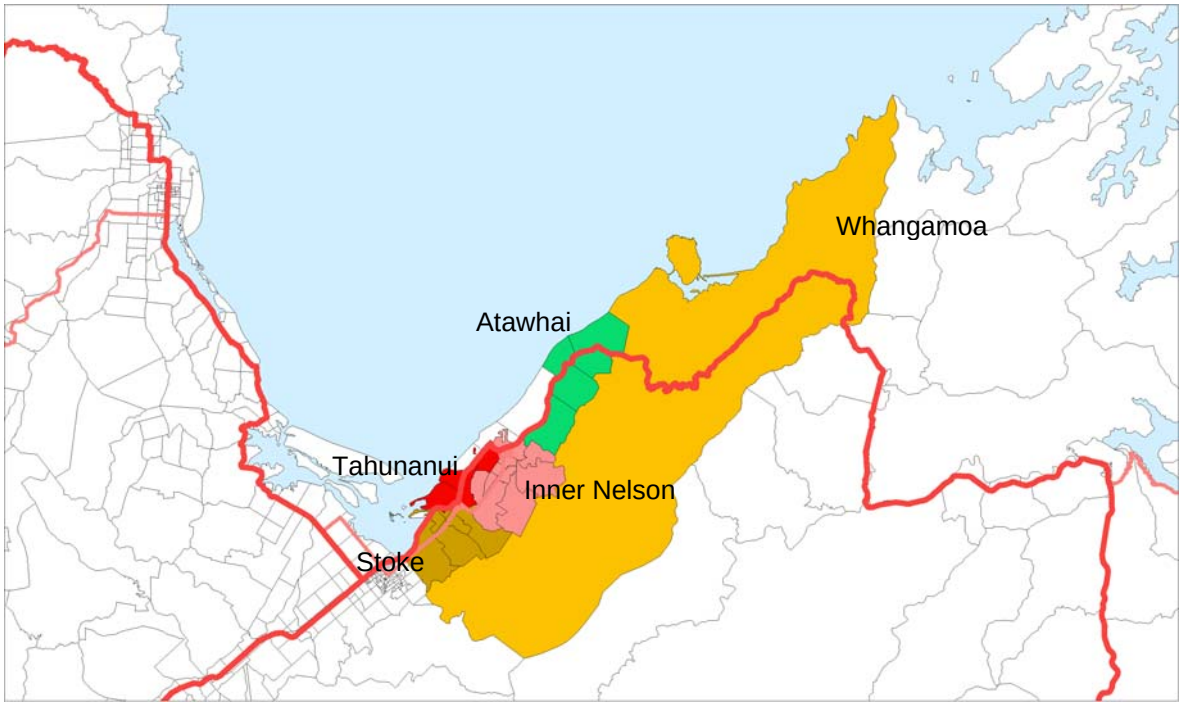
4.6 Residential Land Use Zoning Changes

Introduction

This section will consider the amount and location of residential land re-zoning in Nelson City since the early 1990s. Nelson City has been divided into five areas (see Figure 4.2):

- Atawhai,
- Inner Nelson,
- Tahunanui;
- Stoke; and
- Whangamoa.

Figure 4.2: Nelson City Sub Areas



Source: DTZ Research

Atawhai is the area immediately to the north of the Nelson CBD and includes the suburbs of Brooklands, Tui Glen, Dodson Valley, Marybank and Glenduan. Inner Nelson comprises the oldest suburbs of Nelson City including The Wood, Maitai, Nelson East, The Brook and Nelson South etc. Tahunanui is made up of the suburbs of Washington Valley, Britannia Heights, Moana, Tahunanui and Annesbrook. Stoke comprises Enner Glynn, Maitlands, Nayland and Stoke.

The City of Nelson District Scheme Third Review controlled residential development in and around Nelson City at the time of local government reorganisation in 1989. With local government reorganisation Nelson City was enlarged by the addition of Whangamoa Riding, which had been previously part of Waimea County.

Rezoning

Since local government reorganisation in 1989 there have been two key periods when significant amounts of land have been added to Nelson's residential stock. They were firstly, in 1989-1991, at the time of local government reorganisation when parts of Waimea County were added to Nelson City and in the 1996-1998 period when the Nelson Resource Management Plan was notified and appealed. These additions were in the majority of cases rural land on the urban fringe.

Table 4.3 presents a schedule of the major residential zoning changes that have occurred in Nelson City since the late 1980s. The schedule should be treated as indicative only both as to quantum and timing. However, for the most part, notwithstanding the inevitable gaps and errors, we believe it reasonably accurately reflects the pattern and timing of zoning changes over the period.

Table 4.3: Nelson City Residential Land Additions

Area and Block	Land Area (ha)	Date	Comment
Atawhai			
Ellendale Street	1.5	1998	Previously Open Space Rec (M2)
Wastney Terrace - east	10.0	1998	Previously Open Space Rec (M2&3)
Wastney Terrace end of	7.0	1991	Previously zoned rural Waimea County (M3)
Werneth Street - east	23.0	1998	Previously Open Space Rec (M3)
End Dodson Valley Road	8	1991	Previously zoned rural Waimea County (M4)
Bayview/Ledbury/Paremata - east	38	1991	Previously zoned rural Waimea County (M4,6,7)
Adjacent to Bayview/Ledbury/Paremata	16	1998a	Previously Open Space Rec (M4 &7)
Atawhai Total	103.5		
Inner Nelson			
Toi Toi/Princess/Montreal	85	Early 90s	Previously residential deferred (M12&17)
Block off Rata Street	3.6	1998	Previously Open Space Rec (M14& Map 19)
Block off Moorhouse	0.6	1998	Previously Open Space Rec (M14& Map 19)
Cleveland Block	?	1998	
Sowman – Grampian	1.8	1998	Previously Open Space Rec (M18)
Sowman-Burn Place	1.4	1998	Previously Open Space Rec (M19)
Bottom Brook Street - Left	10	1986	Previously residential deferred (M19 & 42)
Bottom Brook - Right	10	1996	Previously Rural (M19 &42)
Off Burrough Pl	1.7	1995	Previously Rural (M22)
Inner Nelson Total	114		
Tahunanui			
Block off Awatea Place	1.1	1993	(M11)
End of Marie Street	80	1987	Previously residential deferred (M17&M22)
Tahunanui Total	81.1		

Source: DTZ Research (a indicates approximate date)

Table 4.3 continued: Nelson City Residential Land Additions

Area and Block	Land Area (ha)	Date	Comment
Stoke			
Hoult Cres	2.0	1995	Previously residential deferred (M21)
Off Seaview Road West	3.8	1995	Previously residential deferred (M21)
Between Hoult and Seaview	4.2	1995a	Previously residential deferred (M21)
Stead/Bremner/Saunders	23	1991	Previously zoned rural Waimea County (M21 & 23)
Off Adinga Ave	17.0	1991	Previously zoned rural Waimea County (M21 & 23)
Kendall View/Hammill Grove	13.0	1998	Previously zoned rural (M23)
Block off Nayland Rd – Sth Holcroft	11.9	1998	Previously zoned rural (M23)
Holcroft/Sargeson/Baxter	3.0	1994	Previously zoned rural (M23)
Small block off Nayland	0.3	1991	Previously zoned rural Waimea County (M23)
Masefield/Coleridge/Wordsworth	6.7	1991	Previously zoned rural Waimea County (M23)
Large Rectangular off Main Rd Stoke (left)	15.6	03/04	Previously zoned rural (M23)
Small block off Main Road Stoke (right)	0.6	91/92a	Previously zoned rural Waimea County (M23)
Covent /Best - off Main Road Stoke	27.3	91/92a	Previously zoned rural Waimea County (M23,25,26)
Ardilea Ave	7.5	91/92a	Previously zoned rural Waimea County (M23,24)
Heath/Vining/Kate Edger	8.0	1991	Previously zoned rural Waimea County (M26)
Kingsford Drive South	2.6	1994	Previously residential deferred (M26)
Kingsford Drive North	4.2	1994a	Previously residential deferred (M26)
Clairemont Heights	8.0	1991	Previously zoned rural Waimea County (M26)
Nth of Clairemont off Suffolk	6.4	1994a	Previously residential deferred (M26)
West of Nth of Clairemont	.85	1994a	Previously residential deferred? (M26)
Ballard Drive	15	1994a	Previously residential deferred? (M24 & 26)
South of Ngawhatu	5.0	1998	Previously open space recreation (M26)
Highland/York Valleys	20	1998	Previously open space recreation (M26)
Somerset Terrace	17.6	1994	Previously residential deferred? (M24)
Panorama	28	1994a	Previously residential deferred? (M24 & 22)
Stoke Total	251.5		

Source: DTZ Research (a indicates approximate date)

Since the early 1990s to the present time we estimate that approximately 460 hectares of land has been rezoned residential in Nelson City. Note this amount excludes land rezoned as rural smallholding. It also excludes a block (end of Marie Street) of 80 hectares north of Wakatu and to the east of Princess Drive rezoned as residential in 1987 and a block of 10 hectares at the end of Brook Street rezoned as residential in 1986. For the most part the land rezoned has been on the urban fringe with the exception of one block of about 85 hectares in Toi Toi. Stoke, not surprisingly given its topography (flat), accounts for about 55% of the land re-zoned or 250 hectares, Atawhai for about 22% or 103 hectares and Inner Nelson for 23% or 104 hectares. Tahunanui has had only a very small amount of land rezoned since the early 1990s although we would note the previously mentioned 80-hectare off Marie Street block which was rezoned in 1987. As noted previously approximately 2,042 hectares of land is currently zoned residential in Nelson City. This would indicate that the amount of residentially zoned land in the city has increased by about 30% since the early 1990s.

Atawhai

In the period since local government reorganisation in 1989 we estimate that slightly more than 100 hectares of land has been rezoned residential in the Atawhai area. Approximately half of that amount was rezoned in 1991, being land previously zoned rural under the Waimea County District Scheme and bordering Nelson City. This included about 7 hectares in Marybank, 8 hectares at the end of the Dodson Valley and 38 hectares in Brooklands. Another 50 hectares was rezoned in Atawhai following appeals on the NRMP in 1998. 11.5 hectares in Marybank, 23 hectares off Werneth Street (Dodson Valley) and a 16-hectare block adjacent to the 38 hectares previously rezoned in Brooklands.

Inner Nelson

Since 1989 we estimate that approximately 114 hectares of land has been rezoned residential in Inner Nelson. The largest block, one of 85 hectares in Toi Toi bounded by Toi Toi Street, Princess Drive and dissected by Emano Street was rezoned during the early 1990s. A number of small blocks, generally less than five hectares were rezoned following appeals on the NRMP in 1998 while two ten hectare blocks at the end of the Brook were rezoned respectively in 1986 and 1996.

Stoke

As already noted approximately 250 hectares of land has been rezoned residential in Stoke since the early 1990s. Of that amount 185 hectares or about 73% was rezoned in the period between local government reorganisation (1989) and notification of the NRMP in 1996. In affect over that period there were successive waves of rezoning commencing from the 1989 Nelson City/Waimea County boundary and moving south. A further 50 hectares was rezoned in 1998 following appeals on the NRMP and 15 hectares in the early years of the new century on the southwest corner of Saxton Road and Main Road Stoke.

4.7 Sub-Division and Dwelling Consent Activity

Introduction

This section will analyse subdivision and dwelling consent activity in Nelson City since 1993 and 1990 respectively. It will:

- Look at the level and spatial distribution of subdivision and dwelling consent activity;
- The average value of dwellings associated with dwelling consent activity;
- The average size of dwellings associated with dwelling consent activity; and
- Compare the timing of subdivision consent activity and dwelling consent activity across Nelson City.

Consent activity will be considered largely in terms of the five broad areas identified in the previous section.

Subdivision Consents

Five aspects of subdivision consent activity will be considered:

- Number of subdivision consents;
- Average lots created per subdivision consent;
- Number of lots created;
- Average lot size; and
- Rural residential subdivision.

Table 4.4 presents for Nelson City the number of urban residential subdivision consents issued on an annual basis over the period 1993 to 2003. Rural residential sub-division activity will be briefly considered at the end of this section.

Table 4.4: Nelson City Urban Subdivision – Number of Subdivision Consents

	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	Total
Atawhai	3	6	11	9	2	2	2	2	0	1	2	40
Inner Nelson	21	77	30	44	16	5	10	13	6	13	13	248
Tahunanui	16	34	24	28	14	9	11	6	7	7	6	162
Stoke	21	68	27	17	7	9	6	8	9	15	14	201
Total	61	185	92	98	39	25	29	29	22	36	35	651

Source: Nelson City Council & Boffa Miskell & MWH

A total of 651 residential subdivision consents were issued over the 1993 to 2003 period in Nelson City. Subdivision activity was very strong during the early/mid 1990s, fell away significantly during the late 1990s and the first two years of the new century before recovering in 2002 and 2003, although at levels still well below those during the early and mid 1990s. Nelson has accounted for just over 38% of all subdivision consents over the period followed by Stoke (31%), Tahunanui (25%) and Atawhai (6%).

Table 4.5 presents for Nelson City the average number of lots created per subdivision consent issued over the period 1993 to 2003.

Table 4.5: Nelson City Urban Subdivision – Average No. of Lots Created per Subdivision Consent

	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	Total
Atawhai	2.3	3.5	9.5	2.2	2.5	2.5	5.5	2.0	-	3.0	2.0	4.6
Inner Nelson	2.3	3.8	5.3	3.5	5.2	2.8	4.1	4.2	2.3	3.5	2.6	3.8
Tahunanui	2.3	2.6	3.5	2.2	2.9	3.4	7.0	2.0	2.6	2.7	2.0	3.0
Stoke	9.3	3.1	4.6	7.4	3.6	4.3	3.2	5.8	8.9	5.4	7.6	5.2
Total	4.7	3.3	5.1	3.7	3.9	3.6	5.1	4.0	5.1	4.1	4.5	4.1

Source: Nelson City Council & Boffa Miskell & MWH

Over the 1993 to 2003 period the number of residential lots created per subdivision consent has averaged about 4 with that average increasing slightly over time. The average number of lots created per subdivision has been highest in Stoke (5.2) followed by Atawhai (4.6), Nelson (3.8) and Tahunanui (3.0). While there have been number of large subdivisions undertaken on greenfields land over the period activity in an overall sense has been dominated by small-scale sub-division within the existing urban boundaries.

The number of subdivision consents issued and average number of lots created per subdivision gives only a partial picture of the residential land creation process. It is the number of individual lots created which is more important.

Table 4.6 presents for Nelson City the number of urban residential lots created over the period 1993 to 2003.

Table 4.6: Nelson City Urban Subdivision – Lots Created

	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	Total
Atawhai	7	21	104	20	5	5	11	4	0	3	4	184
Inner Nelson	48	292	160	154	83	14	41	55	14	46	34	941
Tahunanui	37	87	84	62	41	31	77	12	18	19	12	480
Stoke	195	209	125	125	25	39	19	46	80	81	106	1,050
Total	287	609	473	361	154	89	148	117	112	149	156	2,655

Source: Nelson City Council & Boffa Miskell & MWH

A total of 2,655 residential lots or 241 per annum have been created in Nelson City over the 1993 to 2003 period with 65% of those lots created during the first four years of the period – 287 in 1993, 609 in 1994, 473 in 1995 and 361 in 1996. Stoke has accounted for slightly less than 40% of all residential lots created, Nelson (35%), Tahunanui (18%) and Atawhai (7%).

Of Atawhai's 184 lots all were located in the Atawhai area unit and 83% of those were created in a four-year period from 1993 to 1996. Of Nelson's 941 lots 33% were in the Toi Toi area unit (86% created 93/97), 29% in the Wood area unit (70% created 93/96) and the balance (38%) spread amongst ten other area units. Tahunanui's 480 lots were more evenly distributed among area units; 46% in Britannia Heights, 28% in the Tahuna Hills area unit and 23% in the Tahunanui area unit. Subdivision activity again focused on the first half of the period. Of Stoke's 1,050 lots 39% were located in the Nayland area unit, 25% in the Langbein area unit, 14.7% in Isel Park, 12.7% in Enner Glyn and the balance (8%) spread amongst four other area units.

Boffa Miskell &MWH (2004, pg. 67) observe that over the 1993 to 2003 period average urban residential lot size in Nelson City has trended upwards, from 400-500 square metres per lot over the 1993-1997, to 600-800 over 2001-2003. This increase reflects the steeper land that more recently has tended to be developed as the available flat land has been taken up. Steeper land requires more area to construct roads and reserves and to gain sufficient space for a building platform.

To conclude this sub-section we will consider rural residential subdivision activity in Nelson City. There is a rural backdrop to Nelson City. The hills and ranges behind Nelson provide a significant backdrop to the city and in terms of land use are given over predominantly to conservation and forestry uses. To the north of the city proper there are rural areas, which sustain agricultural land uses although these areas are very limited by comparison with both the Tasman and Marlborough Districts. Table 4.7 presents for Nelson City the number of rural residential lots created over the period 1993 to 2003.

Table 4.7: Nelson City Rural Residential Subdivision – Lots Created

	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	Total
Atawhai	31	102	9	6	1	12	15	19	35	20	28	278
Inner Nelson	0	11	6	14	16	13	40	52	8	6	5	171
Tahunanui	0	0	0	0	0	0	0	0	0	0	0	0
Stoke	0	0	0	41	26	24	20	48	18	32	53	262
Total	31	113	15	61	43	49	75	119	61	58	86	711

Source: Nelson City Council & Boffa Miskell & MWH

A total of 711 residential lots or 65 per annum were created in Nelson City over the 1993 to 2003 period. Those 711 lots were as a result of 126 rural residential subdivision consents, giving an average of 5.6 lots created per consent with an average lots size between 0.5 and 1.0 hectare. Lot creation per annum varied from 15 in 1995 to 119 in 2000 with the number of lots created slightly greater over the latter half of the period.

Atawhai accounted for 39% of all rural residential lots created, Stoke for 37% and Nelson for the balance. No rural residential lots were created in Tahunanui over the period, not surprising given the absence of suitably zoned land. Indeed for this reason rural residential subdivision across Nelson City over the period was concentrated in a small number of area units. Of Atawhai's 278 lots 66% were located in the Atawhai area unit; of Nelson's 171 lots just under half were in the Grampians area unit and 23% in the Brook area unit; and of Stoke's 262 lots 45% were located in the Ngawhatu are unit, 30% in the Enner Glynn area unit and 25% in the Isel Park area unit.

Dwelling Consents

Four aspects of dwelling consent activity will be considered:

- Number of dwelling consents in the five defined sub-areas of Nelson City;
- Number of dwelling consents by area unit within the five sub-areas;
- Average floor area of new residential dwellings; and
- Average value of consents for new residential dwellings.

Table 4.8 presents for Nelson City dwelling consent activity over the August 1991 to July 2005 period at two yearly rests.

Table 4.8: Nelson City Dwelling Consents

Locality	Aug 91 to July 93	Aug 93 to July 95	Aug 95 to July 97	Aug 97 to July 99	Aug 99 to July 01	Aug 01 to July 03	Aug 03 to July 05
Atawhai	62	76	58	53	43	53	62
Inner Nelson	230	171	152	99	75	124	171
Tahunanui	134	135	71	54	37	129	107
Stoke	351	386	222	155	152	261	251
Whangamoa	16	8	11	18	20	25	27
Total	793	776	514	379	327	592	618

Source: Statistics NZ and DTZ Research

Over the fourteen year period to July 2005 3,999 dwelling consents in total or 286 per annum were issued in Nelson City. Note this total includes residential consents issued for both urban and rural land – mainly Whangamoa. Consent activity was strong during the early to mid 1990s, (347 per annum, Aug 91 to July 97) fell away over the latter part of the decade/early years of the new century (176 per annum Aug 97 to Jul 01) and has picked up again over the last three to four years (302 per annum Aug 01 to July 05).

In terms of location Stoke has dominated dwelling consent activity accounting for just over 44% of all consents issued over the period. Stoke's bi-yearly share ranging between 40.6% (2003-2005) and 49.7% (1993 to1995) of all consents issued. Nelson has accounted for slightly less than 28% of all consents over the period followed by Tahunanui with 17% and Atawhai with slightly more than 10% of all consents.

Of Atawhai's 407 building consents 67% were located in the Atawhai area unit and 22% in Clifton. Of Nelson's 1,022 building consents 33% were in The Wood area unit and 29% in the Grampians area unit with the balance (38%) spread amongst the remaining nine area units. Tahunanui's 667 building consents were more evenly distributed; 48% in the Britannia Heights area unit, 24% in the Tahuna Hills area unit and 17% in the Tahunanui area unit. Of Stoke's 1,778 building consents 30% were located in the Saxton area unit, 25% in the Ngawhatu area unit, 15% in Enner Glynn, 11% in Isel Park and 10% in the Maitlands area unit.

The trend in the number and location of residential dwelling consents has been considered above. This subsection will conclude by looking at the trend in average dwelling size and average dwelling value revealed in the consent data. Table 4.9 presents for Nelson City, on an annual basis since 1991, the number of dwelling consents issued, the average size of dwellings associated with those consents and the average value of those consents.

Table 4.9: Nelson City Dwelling Consents – Average dwelling size and value

December Years	Number of New Dwelling Consents	Average Value of New Dwelling Consents ($)	Average Floor Area (Sqm)
1991	374	$75,430	117
1992	346	$88,895	133
1993	457	$94,986	130
1994	424	$106,193	132
1995	240	$114,285	143
1996	287	$110,442	147
1997	236	$122,827	154
1998	192	$121,741	158
1999	165	$134,899	175
2000	143	$133,251	166
2001	193	$151,633	180
2002	286	$165,964	185
2003	383	$186,464	185
2004	340	$210,941	212

Source: Statistics New Zealand and DTZ Research

Both the average value of dwelling consents and the average dwelling floor area has increased significantly in Nelson City over the last fourteen years. The average dwelling value has increased over the period by slightly less than a factor of three going from $75,430 in 1991 to $210,941 in 2004. The rate of increase has been particularly strong over the last four years. The average size of dwellings constructed over the period has also increased very significantly, albeit, not to the extent by which average dwelling values have increased. The average dwelling size has increased by slightly more than 81% or from 117 square metres to 212 square metres.

Table 4.10 compares average dwelling value associated with new consents across Nelson City and its five defined sub-areas.

Table 4.10: Nelson City Dwelling Consents – Average value

December Years	Atawhai	Inner Nelson	Tahunanui	Stoke	Whangamoa	Nelson City
1991	$96,934	$64,338	$72,142	$79,241	$103,800	$75,430
1992	$112,756	$71,162	$87,177	$96,725	$81,157	$88,895
1993	$111,474	$82,029	$75,175	$102,318	$104,636	$94,986
1994	$125,977	$94,866	$106,488	$108,160	$90,275	$106,193
1995	$154,419	$85,373	$137,106	$114,251	$146,191	$114,285
1996	$153,857	$95,717	$97,594	$115,938	$114,333	$110,442
1997	$148,484	$101,234	$134,639	$120,226	$145,802	$122,827
1998	$166,846	$93,536	$116,979	$125,576	$146,082	$121,741
1999	$150,579	$112,707	$189,197	$129,677	$152,375	$134,899
2000	$165,668	$113,233	$131,210	$134,718	$133,689	$133,251
2001	$232,599	$118,339	$180,071	$129,535	$169,635	$151,633
2002	$259,012	$120,861	$227,371	$152,357	$142,788	$165,964
2003	$244,473	$181,924	$198,785	$174,089	$171,800	$186,464
2004	$251,716	$168,550	$245,866	$213,982	$190,013	$210,941
91/04 % change	159.7%	162.0%	240.8%	170.0%	83.1%	179.7%

Source: Statistics New Zealand

The pattern of average consent value change across the five sub-areas of Nelson City is variable reflecting a combination of factors including the small number of consents in some of the sub-areas and differences in dwelling size. A more objective view of consent value trends over time can be obtained by considering average consent values per square metre of dwelling. Table 4.11 presents a comparison, again for Nelson City and the five sub-areas, of average consent values per square metre.

Table 4.11: Nelson City Dwelling Consents – Average value per square metre

	Atawhai	Inner Nelson	Tahunanui	Stoke	Whangamoa	Nelson City
1991	$671	$624	$678	$636	$596	$645
1992	$657	$653	$699	$676	$504	$668
1993	$769	$752	$713	$723	$574	$731
1994	$784	$883	$901	$748	$696	$804
1995	$794	$806	$951	$751	$908	$799
1996	$811	$732	$769	$737	$820	$751
1997	$834	$880	$866	$733	$821	$798
1998	$821	$794	$830	$715	$772	$771
1999	$773	$745	$977	$729	$753	$771
2000	$801	$891	$813	$768	$812	$803
2001	$945	$788	$909	$781	$948	$842
2002	$980	$848	$1,107	$813	$889	$897
2003	$1,028	$851	$1,545	$909	$868	$1,008
2004	$990	$1,150	$820	$1,051	$1,055	$995
91/04 % change	47.7%	84.4%	20.9%	65.3%	77.1%	54.3%

Source: Statistics New Zealand

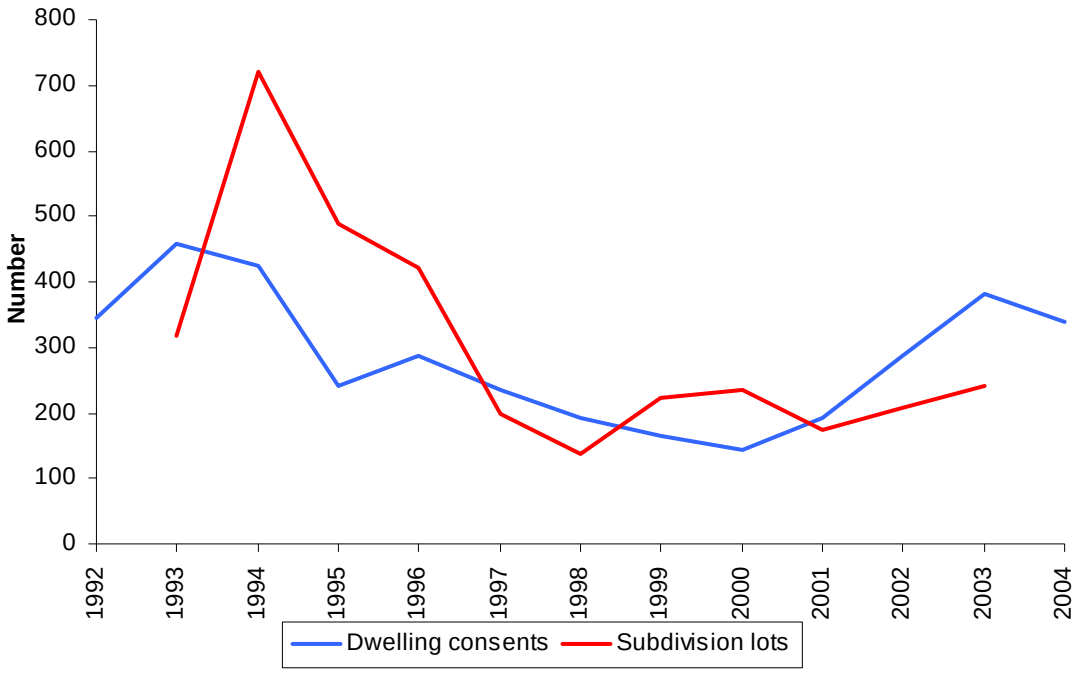
A couple of comments can be made. Firstly, and as would be expected given the increase in average floor size over the period indicated in Table 4.9 the average per square metre growth in consent values is nowhere near as great as the absolute increase in consent values. The increase in per square metre consent values was greatest for Inner Nelson (84%) followed by Whangamoa (77%) and Stoke (65%). Secondly, once size is factored out of the equation the difference between each of the areas is much less too.

Subdivision and Dwelling Consent Activity Compared

Boffa Miskell & MWH (2004, p.66) note that there tends to be a lag between subdivision consents being granted and the subdivision being completed - in some instances it will take many years for a subdivision to be completed with all lots sold and built on. They go onto say, and we would agree with them, that in comparing subdivision to building consents the peaks and troughs are relatively concurrent.

Figure 4.3 compares subdivision (lots[8]) and building consent activity in Nelson City since the early 1990s.

Figure 4.3: Nelson City Dwelling Consents and Subdivision Lots



Source: Source: Nelson City Council, Boffa Miskell & MWH and Statistics New Zealand

Figure 4.3 shows that since 1997 in most years the number of lots created have been less than the building consents approved which largely reflects the large number of lots created over the 1994 to 1996 period.

[8] Urban and rural residential combined

4.8 Current Residential Land Supply

Introduction

This section will consider the current supply of vacant residential land in Nelson City and the possible options in terms of future residential land. Specifically, it will:

- Detail the amount and location of residentially zoned land currently available for development;
- Note the constraints on the take-up of that land; and
- Consider possible options in terms of future residential land supply in Nelson City encompassing both greenfield areas and the potential of intensification.

This section is based on and for the most part reproduces and summarises the relevant portions of the two reports cited at the beginning of the Chapter.

Current Residential Land Supply

Boffa Miskell & MWH as part of their 2004 NUGs – Trends and Constraints Report undertook a review of existing residential capacity in Nelson City and identified approximately 600 hectares (gross) available land that has not yet been committed (i.e. a subdivision approved or developed). Figure 4.4 (NUGs Map 02F) reproduced from the report presents the current distribution of undeveloped residential zoned land in Nelson City.

Figure 4.4: Residential Zoned Land Undeveloped

Source: Boffa Miskell and MWH (2004)

Boffa Miskell & MWH (2004, p. 64 & 68) identified the distinctive features of the available land parcels to be as follows:

- The largest areas are found around Princes Drive, Emano Street, Waimea Road Hill (all Moana -Toi Toi);
- There is another relatively large area at Atawhai – Dodson Valley – Ledbury Road;
- There are scattered smaller areas of zoned land;
- Of the available zoned residential land currently undeveloped about 240 hectares is identified as having a landscape overlay where new development must be carefully managed to retain the city's character and green context;
- Other areas identified of the available zoned residential land currently undeveloped is in small fragmented blocks which are not conducive to easy development;
- Average residential lot size per dwelling is about 800 square metres;
- Gross lots per hectare is the equivalent of 7.5 lots per hectare allowing for roads and reserves; and
- There will be a lesser number of lots achievable on landscape overlay areas and steeper land and some owners will not wish to develop their blocks.

Boffa Miskell & MWH (2004, p.68) conclude that if account is taken of the larger areas required for hillier sections and constraints such as landscape and topography/geology available zoned land should be able to supply Nelson City with about 2,250 dwellings, which according to Boffa Miskell & MWH would meet most of demand for a 10 year period. They go on to say, however, that the amount of currently vacant residential zoned land provides less than half the land required under Statistics New Zealand's high growth projections out to 2021. If the current rate of building continues (300 buildings annually), then the land will be sufficient for only 7.5 years.

In summary the Boffa Miskell & MWH report indicates that additional residential land will be required, or the existing urban area will need to be used more intensively. At the current densities an additional 240 hectares of undeveloped (greenfields) land will be needed to 2021. Higher density houses or infilling would mean less greenfields land was required.

Constraints on the Take Up of Residentially Zoned Land

The key constraint to the take-up of currently vacant residentially zoned land in Nelson City has already been identified in the previous section – namely 240 hectares of the 600 hectares of the vacant land identified is to landscape overlay. We understand from discussions with council officers that the topography constraint in fact may be greater than 240 hectares, which would see a change in the estimates on the previous page.

Boffa Miskell & MWH as part of their 2004 NUGs – Trends and Constraints Report also identified a range of infrastructure constraints impeding Nelson's potential growth (Boffa Miskell & MWH, 2004, p. 89 to 105). Four key infrastructure constraints were identified:

- Transportation;
- Water Supply;
- Sewerage System; and
- Stormwater Management.

A number of transportation constraints were identified including capacity into the city from the south, limited mode diversity and topographical constraints. With respect to water supply it was concluded that there appeared to be few major constraints impeding residential growth. The sewerage effluent system while facing a range of current issues (e.g. capacity, trade waste flows) is programmed for an upgrade. With respect to the stormwater flood hazard faced by many areas of the city there are upgrades proposed.

4.9 Potential Residential Land Supply

Introduction

The Nelson City Council is currently undertaking a long-term land use planning exercise (Nelson Urban Growth Strategy 04 – NUGs) which aims to provide a planning path for future growth into the next 20 and 50 years. Although this is a strategy for Nelson, it also takes into account growth in Richmond and the cross boundary issues between Richmond and Nelson. The project involves a review of existing planning/infrastructure studies and information, an assessment of land demand and supply, projections on growth and options for addressing it. The Nelson City Council in March 2005 published a consultation document (Nelson Urban Growth Strategy 04: Growth Options Consultation Document, March 2005), which set out the various growth options and asked for community feedback. Before any changes occur the process will broadly be:

- Consultation on the vision, principles and options;
- Decisions by the NCC;
- Preparation of Plan Changes; and
- Implementation.

The (revised) timing of this process is such that Council expects to make decisions on preferred options around mid 2006.

Residential Growth Options

Table 4.10 presents a summary of the residential growth options identified in the NUGs Growth Options Consultation Document and subsequent revisions[9]. We would note that the NUGs Growth Options Consultation Document and notes associated with the revised yields emphasises that such yields are estimates only, and are subject to a number of underlying assumptions, including: an average density; full development (i.e. no allowance for commercial or other zones); an occupancy density of 2.5 persons/dwelling; and significant geotechnical constraints. Note that changes to the occupation density (2.5 people per dwelling) in particular could significantly alter the projected demand for residential units.

Table 4.10: Residential Growth Options

Option	Locale	Residential		Rural Small Holdings	
		Area (ha)	Dwellings (no)	Area (ha)	Dwellings (no)
A	South Nelson	27	430	nil	nil
B	Stoke Foothills	187.5	1,520	447	298
C	The Brook	20	160	37	18
D	Maitai Valley	73	1,160	42	21
E	Atawhai	-55	-440	325	150
F	Hira Village & The Glen	415	6,600	750	375
Total		667.5	9,430	1,154	862

Source: Nelson City Council

In total NUGs identifies 725 hectares of land potentially suitable for future urban residential development. In addition it identifies 55 hectares at Atawhai, currently zoned Residential and Rural Small Holdings, which could revert to Rural to reflect the principles of landscape effects management. This results in net residential land increase of 670 hectares. These 670 hectares, estimated to yield approximately 14 dwellings per hectare would result in an increase in dwelling capacity of 9,430.

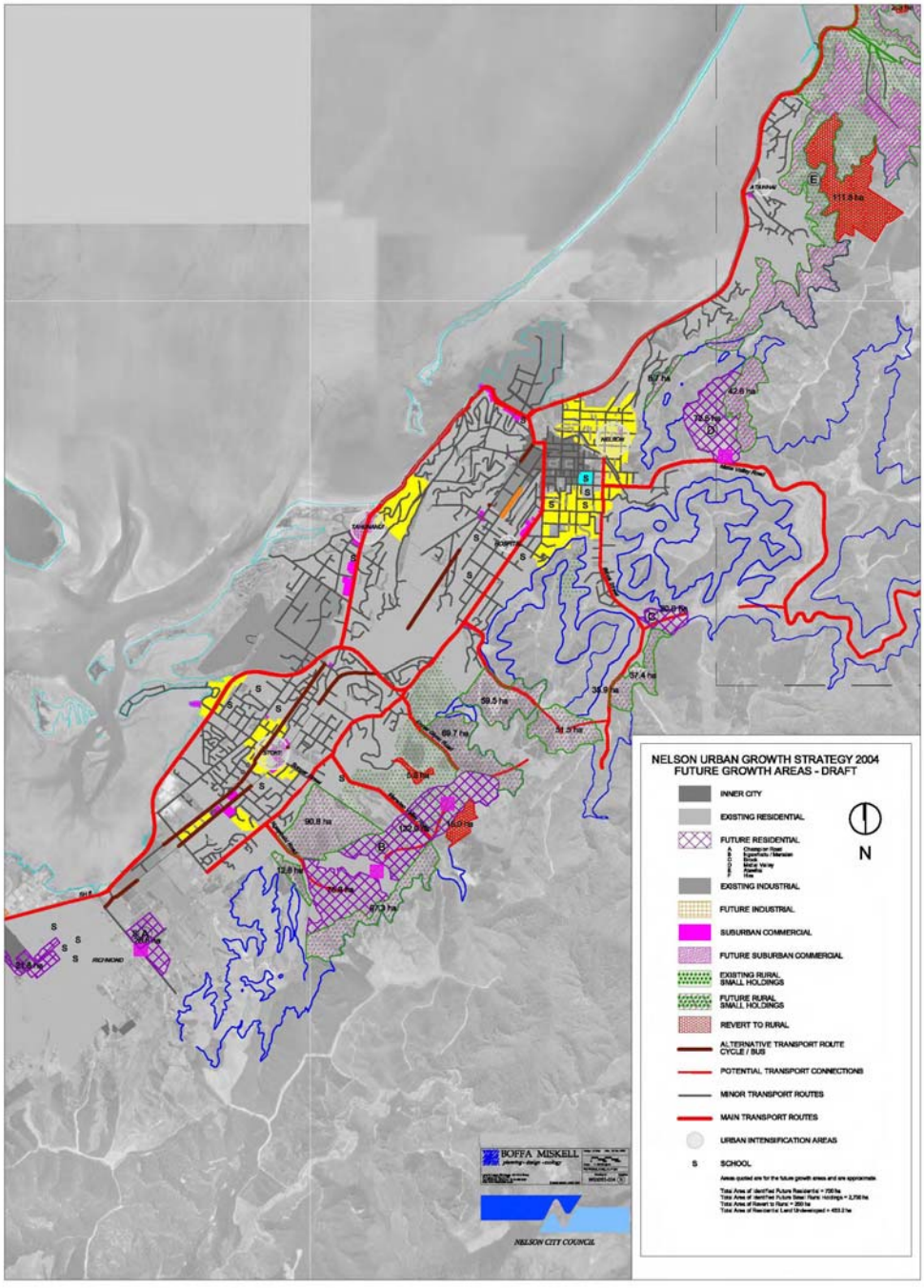
In addition NUGSs identifies 1,154 hectares of land potentially suitable for rural smallholdings development. These 1,154 hectares, estimated to yield approximately 1 dwelling every 1.4 hectares would result in an increase in rural small holding dwelling capacity of about 862.

[9] Note the data in Table 4.10 represent revised yields post the publication of the Options Consultation Document.

The NUGs Consultation Document for each option identifies the advantages and disadvantages associated with each. They do not need to be spelt out here but we would note that since the NUGS Consultation Document was released in March there has been a wide-ranging and vigorous debate around most options and the Maitai Valley option in particular.

Figure 4.5 (NUGs Map 1, pg 10) reproduced from the report presents the various residential growth options identified.

Figure 4.5: NUGS Future Growth Areas



Source: Boffa Miskell and MWH (2004)

Residential Intensification

The NRMP encourages higher density residential development within the Residential Higher Density Zone, which is located adjacent to and to the north east of the CBD. The zone takes in most of the suburb know as The Wood. Higher Density Residential is also allowed for in Stoke between Nayland Road and Main Road Stoke.

The Boffa Miskell & MWH report did not attempt to estimate infill or intensification capacity in Nelson City. However, it did note that while within Nelson there are few examples of higher densities beyond the existing small lot high density in areas such as The Wood, Nelson City's residents have more recently shown some interest in the benefits of higher density living.

The NUGs Consultation Document identifies several places within the existing Nelson urban area where the number of residents could be increased by a more intensive use of land (NCC, 2005, p.20). The options proposed for intensification are on the main transport corridors and include:

- G1 – Atawhai ;
- G2 – Nelson Central;
- G3 – Hospital;
- G4 - Tahunanui; and
- G5 Stoke.

In each case, intensification options are proposed in centres where there is immediate access to shops, commercial services, civic facilities and where there is public open space. The report notes that increasing the number of people living close to centres will provide options for people wanting smaller house, to walk to work and will reduce the greenfield development required.

The NUGs Consultation Document does not attempt to estimate the likely infill capacity available in the identified areas. Nelson City has, however, subsequently developed a range of preliminary infill estimates. Table 4.11 presents a summary of intensification yields estimated by the Nelson City Council. The Council emphasises that the estimates shown in Table 4.11 are just one possible scenario, with coarse assumptions relating to the extent of rezoning and densities. And, that there are many potential variations on the two key assumptions, which would affect the potential number of units.

Table 4.11: Intensification Yield Estimates

Option	Stoke	Hospital	Tahuna	Wood	Wood – City Riverside	Atawhai
A. Existing High Density @ 33d/ha	28ha = 933 units	none	none	65ha =2,160	3ha =100 units	none
B. Intensified High Density @ 40d/ha	28ha = 1,120 units	n/a	n/a	65ha =2,600	3ha @ 60d/ha =180 units	n/a
Additional units B-A	187	0	0	440	80	0
C. Existing Standard Density @ 25d/ha	30ha = 750 units	24ha = 600 units	8ha = 200 units	none		4ha = 100 units
D. New High Density @ 40d/ha	30ha = 1200 units	24ha = 960	8ha = 320 units	n/a		4ha = 160 units
Additional units D-C	450	360	120	0		60
(B-A) + (D-C)	637	360	120	440	80	60

Source: Nelson City Council

In total the intensification estimate yields 1,697 units. To this can be added 170 further units to allow for higher density (3 stories) within suburban commercial zones and periphery.

4.10 Summary

- Nelson remains a generally low-density city so houses incorporate a sizeable land element into their price. There has been an increase in new apartments (e.g. Wakefield Quay) but these are at the upper end of the price scale and few in number and so have little effect on improving the supply of affordable housing.
- Objectives within the planning system (e.g. taking account of people's preferences and preserving the existing character of neighbourhoods - Nelson City; not adversely affecting the rural and landscape character - in Marsden Valley) will tend to limit infill housing and small section development, and hence the supply of affordable housing.
- Nelson City, however, would in terms of planning objectives and residential rules, appear not to be markedly more restrictive than many other New Zealand cities.
- The "green belt" (excluding Saxton Field) between Stoke and Richmond limits the supply of potentially affordable housing in an area that would potentially be cost-effective to develop and which could incorporate affordable housing on small sections. This raises the issue of whether a small city the size of Nelson/Richmond needs a greenbelt of this type, essentially in the middle of the urban area, especially when its backdrop is naturally "green" anyway?
- Is it necessary to have the density restrictions pertaining to "lower density areas" and to "lower density Stoke" and to "Marsden Valley" or could the restrictions in these areas be changed to accommodate more affordable housing - possibly even in pockets within these areas (so as to preserve overall character).
- Significant areas of land were added to Nelson's residential land stock in 1989-1991 and 1996-98. Does another significant addition need to occur?
- Related to the previous point, the number of subdivision consents in Nelson averaged 109 per annum over 1993-1996; over 1997-2003 they averaged 31 per annum. In terms of lots created, the respective figures are 433 per annum and 132 per annum. This decline suggests that new development in Nelson may be hamstrung by a lack of new land development and/or suitable land for development. In addition, lot size has increased over this time, possibly making for even less affordable housing.
- Dwelling consents in Nelson have also been running at a lower level since July 1995 than they were over each of 1991-93 and 1993-95 (despite the very buoyant recent market conditions).
- As across New Zealand as a whole, new houses in Nelson have increased dramatically in size between 1991 and 2004. Accordingly, average values of new consented dwellings have increased sharply. These developments run counter to the conditions that would lead to greater supply of affordable housing.
- Estimates by Boffa Miskell and MWH indicate that land available for residential dwellings may be exhausted within 6-7 years at current rates of building.

- Infrastructure requirements on further development are important. These include adequate transport links to the south. Upgrades to stormwater and sewerage may be needed to facilitate other greenfield development.

5 TASMAN DISTRICT RESIDENTIAL LAND USE AND SUPPLY

5.1 Introduction

The objective of this chapter of the report is to consider for Tasman District a range of residential land use and residential land supply issues. Specifically the chapter will:

- Provide an overview of residential land use in Tasman District;
- Describe the planning context for residential land use in Tasman District;
- Outline the policy basis for residential land use and residential development in Tasman District;
- Describe the current residential land use zones;
- Detail residential land use zoning changes since the early 1990s;
- Look at dwelling consent activity since the early 1990s;
- Consider current and potential residential land supply; and
- Summarise the key points that impact on issues of affordable housing in Tasman District.

The primary focus of the chapter will be on urban residential land use in Richmond, with a secondary focus on urban residential land use in Wakefield, Brightwater, Mapua, Motueka and Takaka. Figure 5.1 identifies these six towns and settlements. While the chapter's focus is on urban residential land use, Section 5.7, which considers dwelling consent activity, will consider residential development in a slightly broader context by also touching on non-urban residential consent activity.

Figure 5.1: Tasman District – Main Urban Settlements

Source: DTZ Research

A number of reports that look at residential land supply and growth options in Tasman District have been particularly helpful in writing this section of the report:

- In late 1991 the Tasman District Council prepared the Richmond Residential Growth Study[10] which looked at a range of residential growth options for Richmond, advantages and constraints around those options and made a number of recommendations;
- In 1995 the Tasman District Council produced a report[11] assessing the availability of residential land in 27 towns and settlements of the District. Zoning assumptions were reviewed and consideration given to alternative locations for urban activities in the settlements. This report was part of the District Plan Review process;
- In May 2003 Boffa Miskell and MWH produced a report[12] for the Tasman District Council to identify and assess options to provide for residential and industrial growth in Richmond for the next 20 years. The report describes the growth trends, projections, issues and constraints associated with accommodating growth. It also presents a range of residential and industrial growth options;
- In April 2004 the Mapua/Ruby Bay Development Study Working group prepared a report[13] for presentation to Council examining a range of residential, commercial and industrial land uses issues and constraints and making a number of recommendations around future urban land use in the Mapua/Ruby Bay area; and
- In June 2005 the Tasman District Council produced a discussion paper[14] outlining a range of urban growth issues and options for the Takaka-Eastern Golden Bay lowland area. It forms part of a study that may result in new land being made available for urban residential growth.

[10] Richmond Residential Growth Study, 1991

[11] Settlements Issues and Options Policy Paper District Plan Review, Tasman District Council, March 1995

[12] Richmond Development Study – Issues and Options for Growth, May 2003, Prepared for the Tasman District Council by Boffa Miskell and MWH.

[13] Mapua Ruby Bay Development Study, Tasman District Council, April 2004

[14] Takaka-Eastern Golden Bay-Urban Growth Issues and Options, Tasman District Council, June 2005.

5.2 Residential Land-Use Overview

Introduction

This section, as an introduction to the rest of the chapter, will overview residential land use in Tasman District. Two aspects will be considered:

- Tasman District's urban/rural profile; and
- Residential land use overview.

Urban/Rural Profile

Statistics New Zealand has recently released data based on the 2001 census, which explores the social and economic characteristics of people living in all areas of the urban-rural spectrum. The classification developed re-categorises rural areas on the basis of the significance of urban areas as a source of employment. Before looking in broad terms at the nature and characteristics of Tasman District's residential land use it would be useful to see where Tasman District sits in terms of that urban -rural spectrum in comparison to New Zealand, Nelson and Marlborough. Table 5.1 presents for Tasman District, Nelson City, Marlborough District and New Zealand urban-rural population profiles as at the 2001 census.

Table 5.1: Urban-Rural Population Profile 2001

Urban/Rural Profile Areas	Nelson	Tasman	Marlborough	NZ
Main urban area	98.1%	31.2%		71.0%
Satellite urban community		7.1%		3.0%
Independent urban community		19.5%	77.2%	11.7%
Rural area with high urban influence	1.5%	4.9%		2.6%
Rural area with moderate urban influence		12.0%	4.1%	3.6%
Rural area with low urban influence		21.0%	16.1%	6.0%
Highly rural/remote area		4.3%	2.4%	2.0%
Total	100.0%	100.0%	100.0%	0.0%

Source: Statistics New Zealand

Tasman District's population is widely spread across the urban-rural spectrum, in fact more widely spread than any other region in New Zealand. The most comparable regions in terms of urban/rural spread are Northland and the West Coast.

Richmond, accounting for approximately 31% of Tasman's population, on the basis of its proximity to Nelson, is classified as a 'main urban area'. Wakefield and Brightwater (7.1% of Tasman's population) are classified as 'satellite urban community' because of their close proximity and links with Richmond. Motueka and Takaka (19.5% of Tasman's population) are classified as 'independent urban community'. Slightly less than 5% of Tasman's population is classified as 'rural area with high urban influence' being predominantly the rural areas surrounding Richmond. About 12% of Tasman's population is classified as 'rural area with moderate urban influence' including Mapua-Ruby Bay, Redwood Valley, Mahana, Upper Moutere and Tasman. Twenty one percent of Tasman's population is classified as 'rural area with low urban influence' including most of Golden Bay. The balance of the District is classified 'highly rural/remote area' and accounts for 4.3% of the population.

Residential Land Use Overview

About two thirds of the Tasman District is conservation estate and remaining one-third is mostly hilly country. A small amount of that third is coastal lowland and alluvial plains where the best productive land is. A mere 0.1 percent of Tasman is zoned residential and only 0.5 is rural residential. In terms of residential settlement Tasman District contains a dispersed pattern of over 30 small settlements in a mainly rural setting – with only Richmond and Motueka having a population of over 5,000. Census data shows that over recent years there has been rapid growth in the settlements of Richmond and Brightwater on the Waimea Plains, at Mapua, Motueka and at coastal settlements in Golden Bay such as Pohara and Parapara. The census data also shows that the population of some inland towns such as Murchison and Tapawera has declined slightly in recent years.

A number of common threads or themes in terms of residential land use and development link the settlements of the Tasman District. Firstly, strong population growth in recent years has significantly increased the demand for residential land in the District. Residential development, largely on town edges, almost always brings residential land uses into conflict with agricultural land uses. How sufficient land can be made available to accommodate residential growth and at the same time preserve/protect high-class productive land is an ongoing issue. Secondly, residential development at the urban fringe for many of the District's settlements is constrained in absolute terms by a range of natural hazards including slope instability and the location of the coast. Thirdly, infrastructure provision, its amount, timing and resourcing are ongoing issues for all towns and settlements in the District.

The settlement descriptions that follow have been sourced largely from a range of Tasman District publications (see page 64) and from the urban sections of the Tasman District Resource Management Plan.

Richmond is Tasman District's largest town with a population at the 2001 census of 10,473. It lies in the northeast part of the District at the head of the Waimea Plains adjacent to Nelson City. The very close proximity of Richmond to Nelson City ensures that Richmond and Nelson City have significant shared influences and interests. Richmond is a rapidly growing town, in a strategic position in relation to the region located at the crossroads of a main connector route south (SH6) to the West Coast, and the route west (turnoff at Three Brothers Corner) to Mapua/Ruby Bay, Motueka and Golden Bay (SH60).

The Richmond landscape is characterised by its setting on the lower slopes of the Richmond Hills and Waimea Inlet. The slopes behind Richmond are gentle up to Hill Street and the town has benefited from the rising topography for views and aspect to the north. Above Hill Street the land is steeper and is prone to erosion in places.

The built environment of Richmond is characterised by one and two level buildings at relatively low densities across an area of approximately 6 square kilometres. Richmond's streets historically followed a grid type pattern and the older areas of the town reflect this. The street pattern of the more recent development has followed a less well-connected format of cul-de-sac.

Wakefield is a rural service centre located 16 kilometres to the southwest of Richmond on SH 6. Its population as at the 2001 census was 1,497. It has experienced moderate growth in recent years. The two key constraints to the expansion of Wakefield residentially are encroachment onto versatile agricultural land and a range of natural hazards. The flat land to the northwest and east of Wakefield has high productive value. Hill land to the south has a lesser productive value.

Brightwater is effectively a satellite town of Richmond located 8 kilometres to the southwest of Richmond off SH6. The town has developed rapidly since 1988 when it gained a reticulated sewerage system. Its population as at the 2001 census was 1,410. Flooding from the Pitfure Stream and Wairoa and Wai-iti Rivers is a limiting factor, which constrains future growth at Brightwater with all the land on the north and east sides of Brightwater subject to flooding.

Since reticulated wastewater and water have been available (in 1989/1990 and 1988 respectively) Mapua/Ruby Bay has been the most rapidly growing area in the District with a mix of residential and rural residential. Its population as at the 2001 census was 1,650. Although Mapua/Ruby Bay has reticulated wastewater disposal and water supply, there is no formal disposal system for stormwater (Tasman Resource Management Plan, Ch.6/23). Parts of

Mapua and Ruby Bay are low-lying and subject to flood water ponding as well as various coastal hazards.

Motueka is a rural service centre located 33 kilometres to the northwest of Richmond on SH 60. It also acts as one of the gateways to the Abel Tasman National Park. Its population as at the 2001 census was 6,963. A number of factors have influenced Motueka's development. Most of the urban area of Motueka apart from the Thorp Street area is located on fertile Riwaka silt and sandy loam. In addition a significant proportion of the land in the town is leasehold tenure. Also, Motueka is a relatively low-lying area. Parts of the town have problems with the disposal of stormwater owing to inadequacies in the existing drainage systems. These factors have made it difficult to provide for the future growth of the Motueka urban area in a way that avoids high quality productive farming land and keeps a compact urban area. Historic ribbon development of housing along arterial routes has further distorted a desirable compact urban area.

Takaka is a rural service centre serving the wider Golden Bay District. As at the 2001 census it had a population of 1,215. The supply of residential land in Takaka is limited by regular flooding and high quality soil. The Tasman District Council's approach is to provide opportunities for new residential growth at other locations such as Pohara and Patons Rock.

5.3 Planning Context

Tasman District Council was formed in 1989 following the last major round of local government reorganisation. The resultant Tasman District is an amalgamation of Waimea County (less Whangamoa Riding which became part of Nelson City), Richmond Borough, Motueka Borough and Golden Bay County. The Tasman District Council's land area covers 9,665 square kilometres. In 1992 the Tasman District Council assumed the responsibilities of the former Nelson-Marlborough and West Coast Regional Councils within its boundaries to become a Unitary Authority.

The following District Schemes were prepared under the Town and Country Planning Act 1977 and together they formed, following local government reorganisation in 1989, the Tasman District Transitional Plan under the Resource Management Act 1991:

- Richmond section (operative 1984);
- Waimea section (operative 1989);
- Motueka and Environs section (operative 1995); and
- Golden Bay section (operative 1993).

The Tasman Resource Management Plan (TRMP) was publicly notified in May 1996. However, it is not yet operative as there have been a number of amendments (Variations) to the Plan and a number of unresolved appeals. Following notification of the TRMP in 1996 consideration of the provisions in the four Transitional Plans reduced so that over time very little weight was placed on those provisions.

The purpose of the TRMP is to assist the Council to carry out its functions in order to achieve the purpose of the Act (Resource Management Act 1991) – to promote the sustainable management of natural and physical resources (in the Tasman District). The Plan is a combined Plan containing the regional, regional coastal and district plans for Tasman District.

5.4 Policy Basis for Residential Land Use in Tasman District

Introduction

This section will consider the approach and policy basis for residential land uses zones and residential development in Tasman District. It will focus on:

- The policy basis for urban residential land use in Tasman District;
- The basis for inclusion of areas in residential zones;
- Residential density;
- Anticipated capacity of zoning;
- The settlement specific policy basis for urban residential land use;
- The policy approach to residential development, urban form and peripheral expansion; and
- Anticipated environmental, social and economic outcomes of policies and methods relating to the urban residential zone.

Policy Basis for Urban Residential Land Use

The policy basis for urban residential land use in the Tasman District is contained in the Tasman Resource Management Plan, Chapter 6 (Urban Environment Effects). The policies as they apply to residential land use respond to a number of key issues and specific objectives with the objectives put into affect through a combination of zoning, subdivision and other rules as contained in the Plan.

Objective 6.1.0: Urban growth that avoids or mitigates the loss of land of high productive value and risks of extending onto land subject to natural hazards (TRMP, Ch 6/1);

Policies 6.1.1 to 6.1.3 relate primarily to enabling appropriate density of development so as to limit encroachment onto high productive value land with any urban expansion onto these lands minimised as much as practicable. In particular Policy 6.1.1.relates to allowing infill development of existing allotments in the serviced townships with urban zoning and Policy 6.1.2 to allowing smaller residential lot sizes in the townships of Richmond and Motueka. The TRMP does note, however, that some urban encroachment onto versatile soils may be necessary from time to time when there are no other practical options (TRMP, Ch 6/2). Policy 6.1.4 relates to avoiding development onto land subject to natural hazards such as onto natural flood plains with a moderate to high risk of flooding or areas that have a moderate to high risk of river or coastal erosion or inundation or land instability.

Objective 6.2.0: Sustainable urban growth that is consistent with the capacity of services and has access to the necessary infrastructure such as water supply, roading, wastewater and stormwater systems (TRMP, Ch 6/3).
Policies 6.2.1 to 6.2.5 seek to ensure that services and utilities are adequate to accommodate future growth and where they are not ensure that development is deferred and/or staged until they are. The TRMP notes that in some settlements such as Motueka, Richmond, Kaiteriteri, Marahau and Patons Rock future growth will necessitate further upgrading of services and a series of deferments will enable a staged provision of these rather than create a false expectation that all areas will be immediately available for development (TRMP, Ch 6/5).

Objective 6.3.0: Containment of urban subdivision, use and development so that it avoids cumulative adverse effects on the natural character of the coastal environment (TRMP, Ch.6/.5).
Policies 6.3.1 to 6.3.3 seek to avoid the creation of new settlement areas in the coastal environment and encourage development in depth at key coastal serviced settlements such as Mapua, Kaiteriteri, Ligar Bay, Pohara, Patons Rock and Collingwood where natural character has already been compromised, and so avoid sporadic development in other areas.

Objective 6.6.0[15]: is a general objective and relates to the maintenance and enhancement of the distinctive characters of urban settlements and integration between settlements and their adjoining landscapes (TRMP, Ch.6/9).

Basis for Inclusion of areas in Residential Zones
The TRMP provides no specific reasons as to why land is included in Residential Zones. It does, however, explain why zones (and areas) have been defined, namely (TRMP, Ch 1/9):

- To regulate or control certain effects of activities that might occur in a particular way in that zone or area. For example, restricting noisy, large or high traffic-generating buildings from an area intended to be available as living space (defined by a residential zone); and
- To protect resources, including resource values, from certain adverse effects of activities that might occur in a particular way in that zone or area.

[15] Objectives 6.4.0 and 6.5.0 respectively address commercial and industrial land uses in the District.

In terms of the TRMP a zone is “any mapped part of the District in which there are common resources or resource values that may be adversely affected in certain ways by certain activities and where common restrictions on activities and effects are specified by rules” (TRMP, Ch 1/9).

In addition to ‘zones’ the TRMP defines ‘areas’. An area is “any mapped part of the District in which there are further specific resource values that may be adversely affected in certain ways by certain activities and where common restrictions on activities and effects apply in addition to zone rules. Areas may overlay zones and other areas, and may be regarded as layers of regulation in any part of the District” (TRMP, Chapter 1, p.9).

In terms of land that is excluded from Residential zones, the following zones can be found within, surrounded by or removed from Residential zones:

- Central business zone;
- Commercial zone;
- Industrial zone (light, heavy and rural);
- Rural zone (1 & 2);
- Rural residential zone (including closed);
- Papakainga zone;
- Tourist accommodation zone;
- Conservation zone;
- Open space zone;
- Recreation zone;
- Commercial deferred zone;
- Residential deferred zone; and Rural residential deferred zone.

Each of these zones is characterised by the nature of their activities or land uses, which is different or generates a greater degree of ‘effect’ than what is considered appropriate in Residential zones. Examples of adverse ‘effects’ include greater traffic generation, noise, odour dust etc. For the most part the Residential zones under the Plan cover the existing historic residential areas, which have over time periodically expanded outwards at the urban fringe, but have been unchanged otherwise. As noted above differentiation within the Residential Zone relates largely to achievable development intensity.

Residential Density and Rules

Table 5.2 presents a summary of the key residential rules for development in residential areas.

Table 5.2: Tasman District - Residential Rules

Activity	Permitted Activities
Site area	350 sqm minimum for each dwelling in Richmond and Motueka on allotments not adjoining an industrial zone; 450 sqm minimum for each dwelling in settlements (other than Richmond & Motueka) with wastewater reticulation and treatment on allotments not adjoining an industrial zone; 800 sqm minimum for each dwelling in serviced settlements on allotments adjoining an Industrial zone; 1,000 square metres for each dwelling in settlements without wastewater reticulation except where any allotment existed at 25 May 1996, the net area is at least 800 sqm, but that in each case, at least 500 square metres is available and suitable for effluent disposal.
Building coverage	Maximum building coverage is 33%. The maximum building coverage is reduced by 18 sqm if a garage is not provided on site
Outdoor living space	Minimum area of 60 sqm; contains a circle with a diameter of at least 6 meters; is located to receive sunshine in midwinter; and is readily accessible from a living area of the dwelling.

Source: Tasman Resource Management Plan

Note that in addition to the rules in Table 5.2 relating to site area, building coverage and outdoor living spaces there are rules relating to daylight angles, maximum height, setbacks and parking all of which will influence the type and character of development on any site.

Anticipated Capacity of Zoning

The TRMP does not provide any indication as to the date by which existing Residential zones will be fully developed, nor whether it is anticipated they will be developed within the 10-year life of the Plan. However, the assumption in the Settlements Paper[16], which formed the background for the residential zoning provisions included in the TRMP, was that there should be enough residential land (based on previous growth trends) for each of the settlements for the period 1995-2005. It was expected that the provisions would then be reviewed.

Plan Changes are noted in Chapter 4 (Monitoring and Review Procedures) as a possible mechanism for addressing issue or policy changes within the District during the life of the Plan, which presumably includes the possible need for re-zoning for further residential development.

[16] Settlements Issues and Options Policy Paper District Plan Review, Tasman District Council, March 1995

Settlement Specific Policy Basis for Urban Residential Land Use

In addition to the District-wide residential land use Issues, Objectives and Policies identified in Sections 6.1 to 6.6 of Chapter 6, Sections 6.7 to 6.21 of Chapter 6 describe a range of settlement-specific issues and policies addressing those issues[17]. Here we summarise the key settlement specific residential land use issues and note the policies adopted.

Richmond

The key residential land use issue identified with respect to Richmond in the Plan concerns the management of peripheral growth in a way that enables Council to progressively upgrade services on the southeast and northeast margins of Richmond (Issue a). In response to Issue A, Policy 6.7.1 proposes to defer development in the new growth area to the south east of Wensley Road and east of Hill Street (North) until services such as sewer and stormwater can be upgraded.

Wakefield

The three major residential land use issues identified for Wakefield in the Plan are as follows:

- Recognition of flood hazard on the low-lying land adjacent to rivers;
- The poor access impeding residential development between Lord Auckland Road and the bowling club; and
- Cross-boundary effects between residential and industrial activities.

Policy 6.16.1 seeks to avoid, remedy or mitigate the adverse effects of flooding on urban development in the vicinity of Wakefield. Policy 6.16.2 seeks to enable people to use land northwest of the bowling club, to Lord Auckland Road, for residential development. Policy 6.16.3 seeks to avoid, remedy or mitigate adverse effects on residential activity in the vicinity of the State Highway and the Bird Lane industrial area.

Brightwater

Two major residential land use issues are identified for Brightwater in the Plan:

- Recognition of flood hazard on the low-lying land adjacent to rivers; and
- The need to limit urban expansion on land of high productive value.

Policy 6.15.1 seeks to direct new residential development away from flood-prone lands and Policy 6.15.2 seeks to avoid, remedy or mitigate the effects of expansion of Brightwater on land of high productive value by providing for additional rural residential land at Wakefield and elsewhere and a possible future residential area on Watertank Hill.

[17] The settlement-specific policies (around residential land use) in relation to these issues address Objectives 6.1 to 6.3 and Objective 6.6. Objectives 6.4 and 6.5 relate to industrial and commercial land use respectively.

Mapua/Ruby Bay

Two key residential land use issues are identified for Mapua/Ruby Bay in the Plan. Firstly, the lack of an integrated urban stormwater scheme available in the urban area and secondly, a major coastal erosion and inundation hazard. Parts of Mapua and Ruby Bay are low-lying and subject to flood water ponding. Policy 6.14.1 seeks to ensure that in any major subdivision or development adequate provision is made for the disposal of stormwater and wastewater, and that such development does not jeopardise or damage the adjoining estuarine environment. Inadequate water supply is a current issue not recognised in the Plan.

Motueka

The Plan identifies three interrelated issues for residential development in Motueka (TRMP, Ch 6/12):

- The availability of suitable land for future residential growth – this issue also impacts upon commercial and industrial land uses;
- Much of the land Motueka could expand onto is a versatile and productive resource of prime quality land - most of the urban area of Motueka apart from the Thorp Street area is located on fertile Riwaka silt and sandy loam; and
- Parts of Motueka face drainage problems and the potential effects of sea-level rise on low-lying land east of Thorp Street.

Policies 6.8.1 to 6.8.3 address, generally and specifically, the limited availability of suitable land for residential development in and around Motueka. Policy 6.8.1 seek to provide opportunities for consolidated urban growth away from areas of versatile and productive land, where practicable. Policy 6.8.2 more specifically, looks to provide for extensions of residential development east of Woodlands Avenue, south of Fearon Street, south of Parker Street on either side of Wilkie Street, subject to minimum floor height requirements and adequate stormwater disposal. Policy 6.8.3A: seeks to encourage larger allotments with appropriate frontage and depth requirements fronting Thorp Street and Motueka Quay to assist in maintaining the semi-rural amenity of the area and Policy 6.8.3: to provide for future residential zoning in parts of Thorp Street rural-residential zone, subject to an overall stormwater and drainage plan that takes account of potential sea-level rise.

Takaka

The key residential land use issue identified for Takaka in the Plan concerns the recognition of flood hazard in Takaka. The existing Takaka township is significantly constrained due to its location within an active flood plain between the Takaka and Motupipi Rivers. The key policy response (Policy 6.9.1) to the flood hazard is to contain residential zoning in Takaka within existing boundaries and allow residential use of flood-free land at Pohara and Ligar Bay.

Residential Development

The Tasman Resource Management Plan provides a policy basis to guide future residential growth in the Tasman District based on the following priorities:

- Growth for the most part will, in so far as it can, avoid or mitigate the loss of land of high productive value and the risks of extending onto land subject to natural hazards;
- However, the Plan recognises that where a township is entirely surrounded by versatile soils, some urban encroachment may be necessary from time to time when there are no other practical options;
- Growth needs to be consistent with the capacity of services and where services are not adequate, development will be deferred and/or staged until they are;
- In-fill of existing allotments in the serviced townships that have an urban zoning is allowed for as a means of minimising encroachment on the most versatile land in the District; and
- Smaller residential lots sizes are allowed for in the townships of Motueka and Richmond.

Anticipated environmental/social/economic outcomes

The key anticipated environmental results for policies and methods relating to the urban environment contained in the Tasman Resource Management Plan are (TRMP, Ch 6/30):

A. Compact and coherent urban form, which recognises the need to achieve:

- Sustainable management of versatile and productive land on the urban fringe;
- Protection of property and lives from the effects of known natural hazards;
- Protection of the natural character of the coastal environment, wetlands; lakes, rivers, and their margins;
- Efficiency in the provision of urban infrastructure; and
- Adequacy of provision of residential, industrial and commercial land.

B. Retention and enhancement of the particular identity of each urban community in the District.

5.5 Existing Residential Land Use Zones

This section will identify for each of the six major towns and settlements in the Tasman District the extent of their current residential zoning. The section, which follows, will consider with respect to the same towns and settlements, the changes to residential zoning since the early 1990s.

Richmond

Figure 5.2 is a generalised zoning map of Richmond[18].

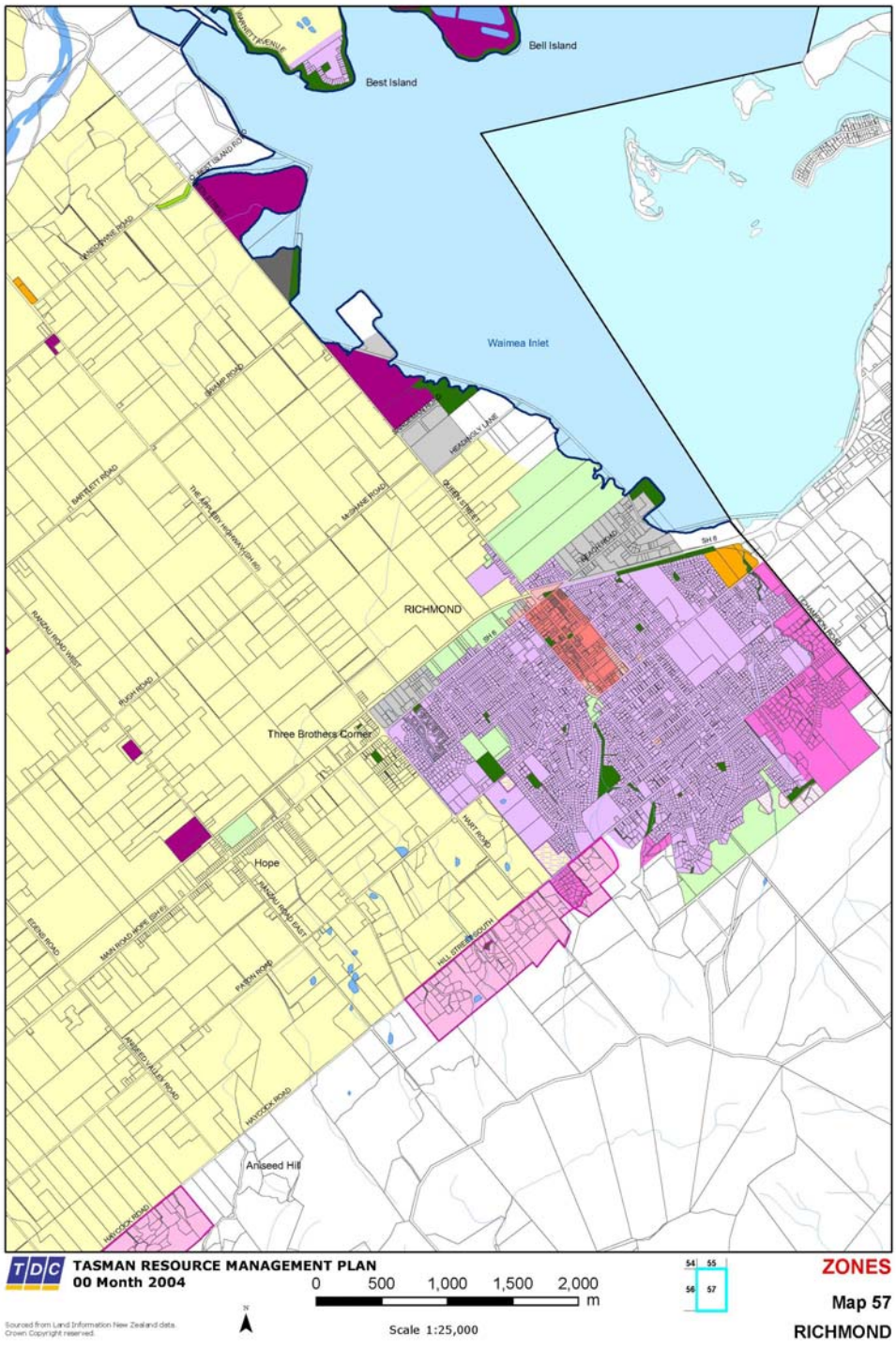
The residential zone (light purple) is one of two zones where residential uses and buildings can locate as of right. Residential is also permitted in the Commercial zones (red) provided it is above the ground floor.

To the north west State Highway 6 provides a definitive north edge to the town and separates residential uses from the rural land of the Waimea Plains and Waimea Inlet. To the north, Champion Road forms the boundary with Nelson City with the area immediately to the north of Champion Road providing a rural and recreational (Saxton Field) buffer separating urban Richmond from urban Nelson. To the east the residential zone is defined by the topographic constraint of the Richmond foothills. To the south the town terminates at Bateup Road.

Note the significant areas of land on the northeast fringe (Champion Road/Hill Street – deep purple) and southeast fringe (off Hill Street/Hart Road – lighter purple) zoned Rural Residential. To the south and west of the Richmond urban area the zoning is predominantly Rural 1 (yellow).

[18] Based on the planning maps contained in Volume 2 of the Tasman Resource Management Plan.

Figure 5.2: Richmond Zoning



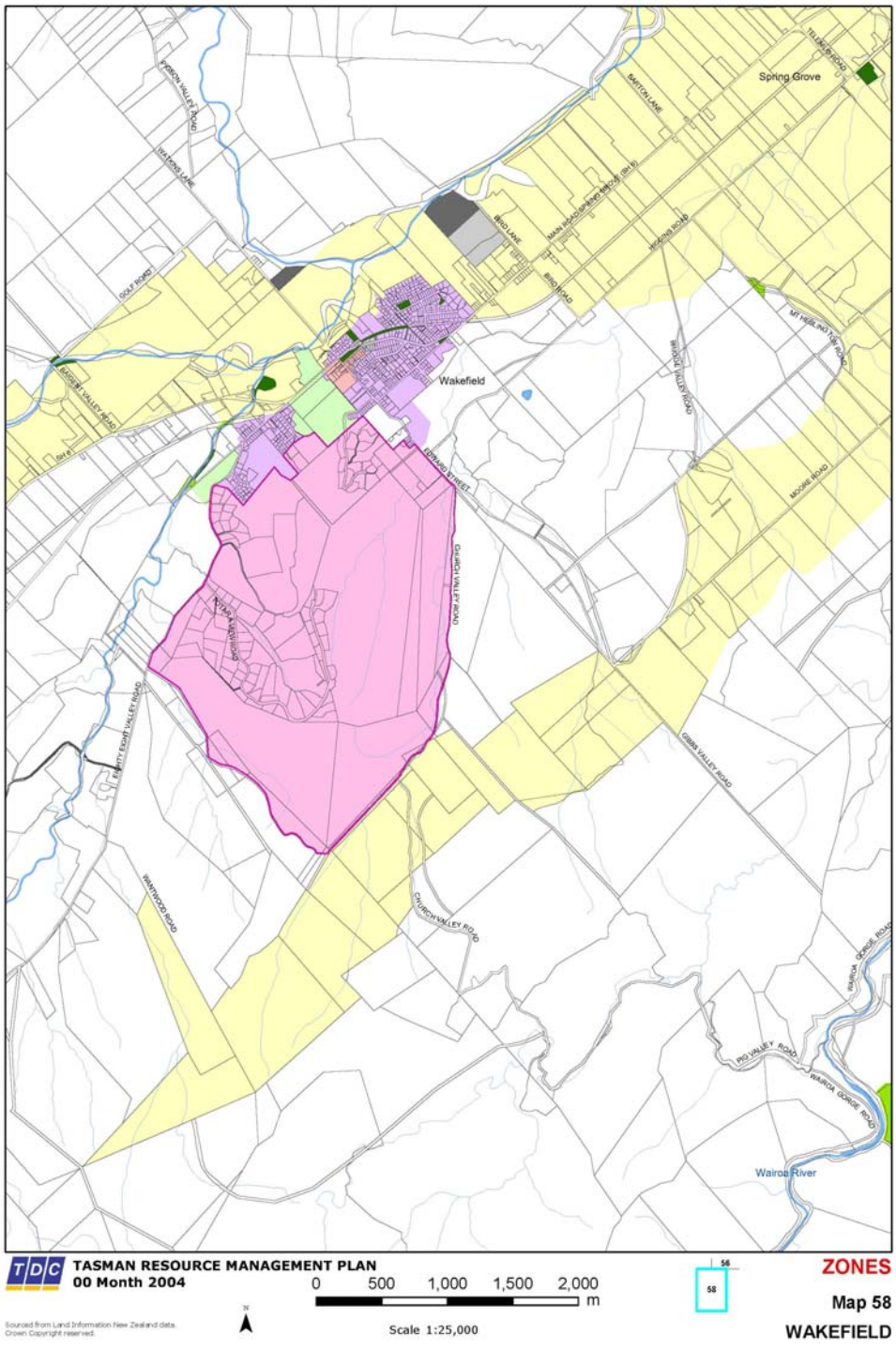
Wakefield

Figure 5.3 is a generalised zoning map of Wakefield.

SH 6 bisects Wakefield with residential land uses predominantly to the south of the state highway. From Figure 5.3 it is clear the way in which the Wai-iti River (to the north of the Town) and the Eight-Eight Valley Stream (to the south), both of which are prone to flooding, constrain residential expansion to the east and west. At the same time expansion to the north is undesirable because of possible industrial (coloured grey) cross-boundary effects.

To the south of Edward Street, west of Church Valley Road and east of Eighty Eight Valley Road lies a significant area of Rural Residential zoning (lighter purple). Yellow indicates Rural 1 zoning and white Rural 2 zoning. Rural 1 Zone is more intensive with a minimum subdivision lot size of 12 hectares where as the minimum lot size under the Rural 2 Zone is 50 hectares.

Figure 5.3: Wakefield Zoning



Brightwater

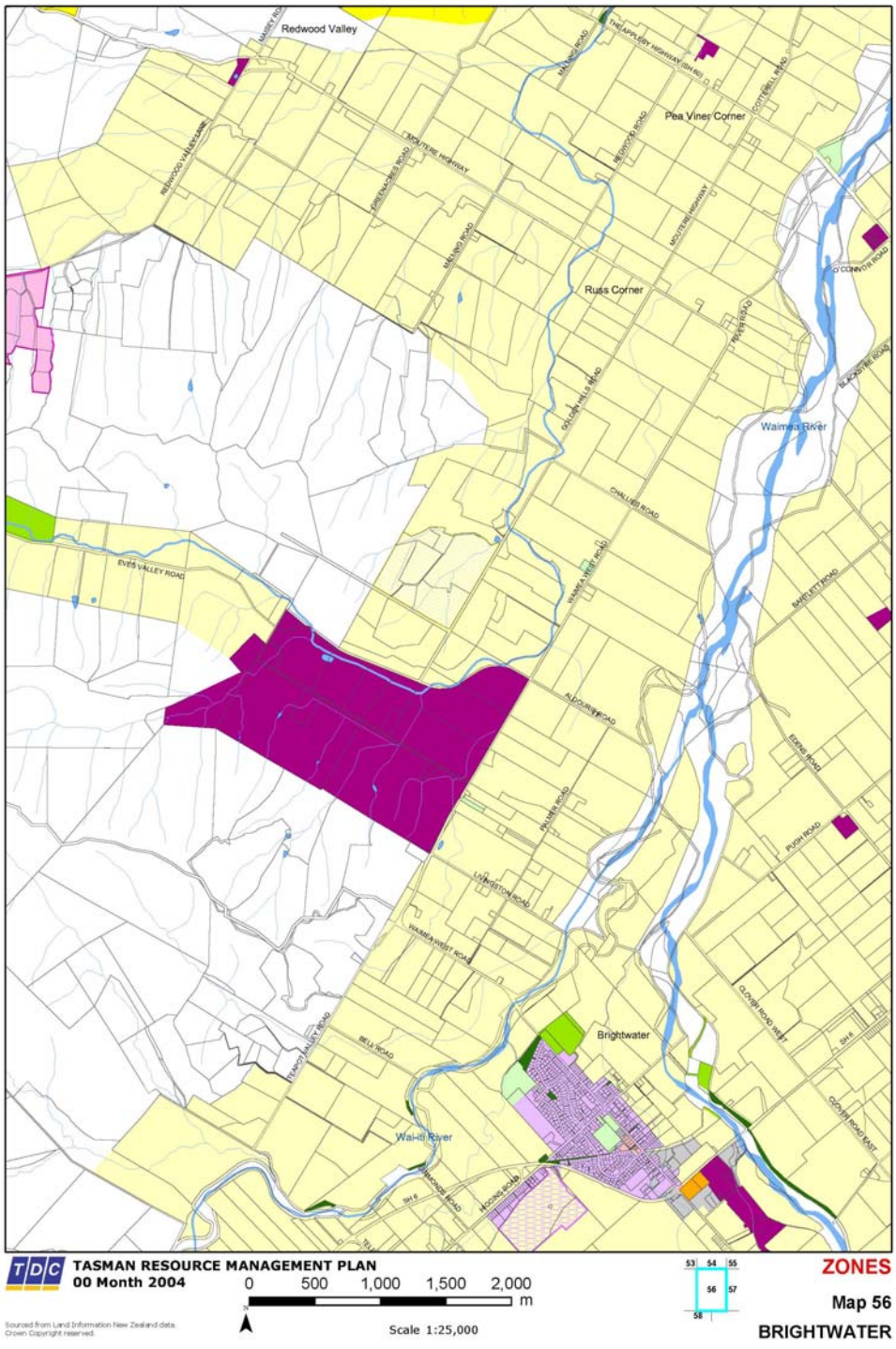
Figure 5.4 is a generalised zoning map of Brightwater.

Brightwater in terms of residential land use faces many of the same issues confronting Wakefield, i.e. a flooding hazard and a desire to avoid expansion onto land of high productive value. Flooding from the Pitfure Stream and Wairoa and Wai-iti Rivers is a limiting factor constraining growth at Brightwater, with all land on the east and north side of the town subject to flooding. To the south of the town the Brightwater By-pass (SH 6) has until recently defined a southern boundary to the town. Consequently Brightwater's major locus of residential expansion over the last decade has been to the southwest. 18 hectares of Residential Deferred (cross-hatched Rural 1) lie to the east of Lord Rutherford Road South and the Brightwater By-pass[19].

There are pockets of industrial zoning (grey) to the south east of the town with the town for the most part surrounded by the Rural 1 zone. There are in addition two blocks of Rural Industrial Zone (deep purple), one to the southeast of the town adjacent to the industrial zone and another much larger block to the northwest of the town off Eves Valley Road.

[19] This deferment was uplifted in 2005.

Figure 5.4: Brightwater Zoning



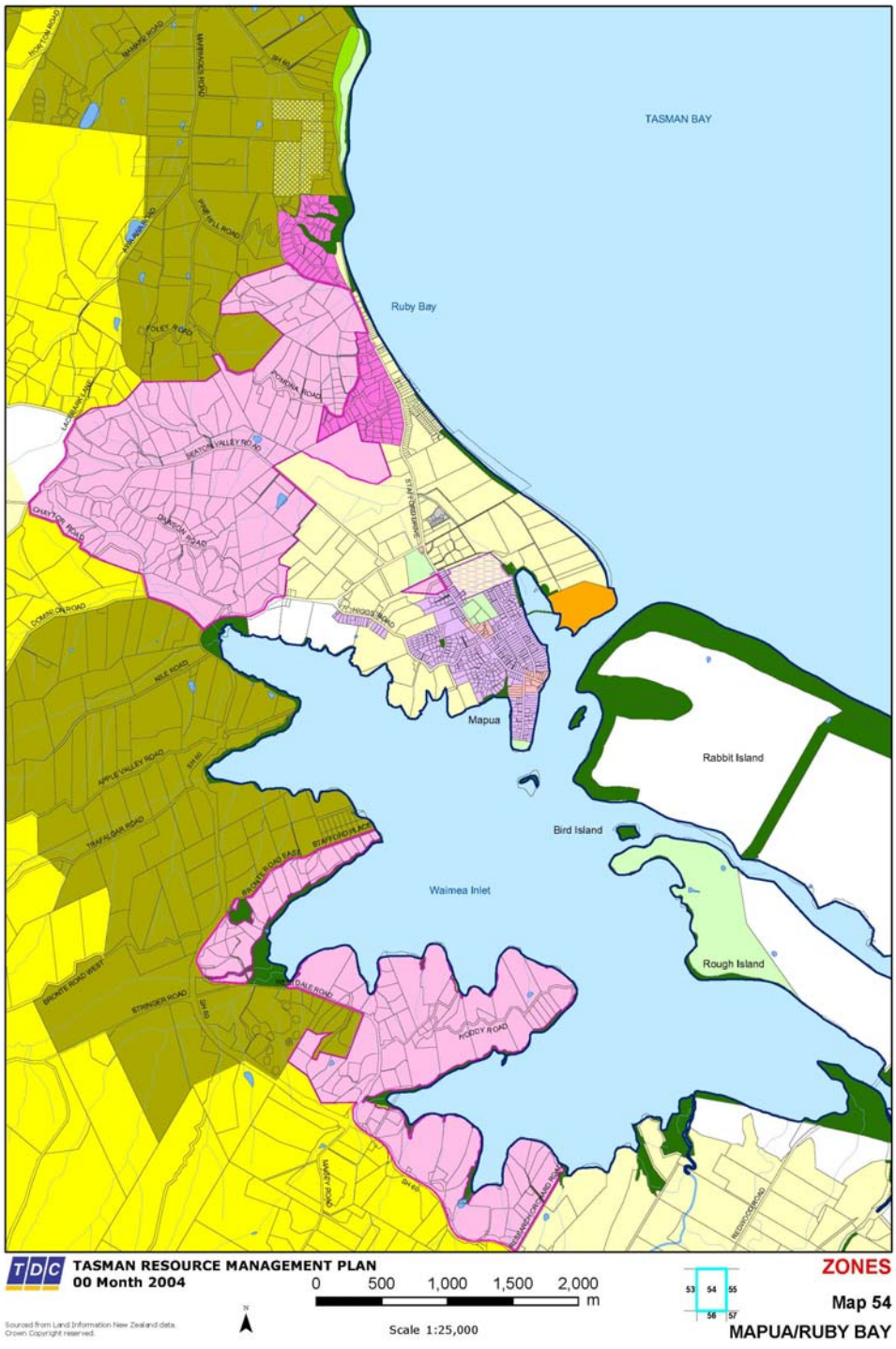
Mapua

Figure 5.5 is a generalised zoning map of Mapua.

Mapua's main residential zones (purple) run east and west off Aranui Road, which bisects the town. The areas to the east and south of Aranui Road forms the older part of Mapua town, the area to the west of Aranui Road the newer part. Forming a buffer between Mapua town and Rural Residential zones (light and dark purple) at Ruby Bay and beyond is a Rural 1 zone (light yellow). There is a 10.2-hectare block of Residential Deferred (cross-hatched Rural 1) to the east off Aranui Road.

Adjacent to the Rural Residential Zones at Ruby Bay and Hoddy Road is the new Rural 3 Zone - (Coastal Tasman Zone (Olive Green and dark yellow).

Figure 5.5: Mapua Zoning

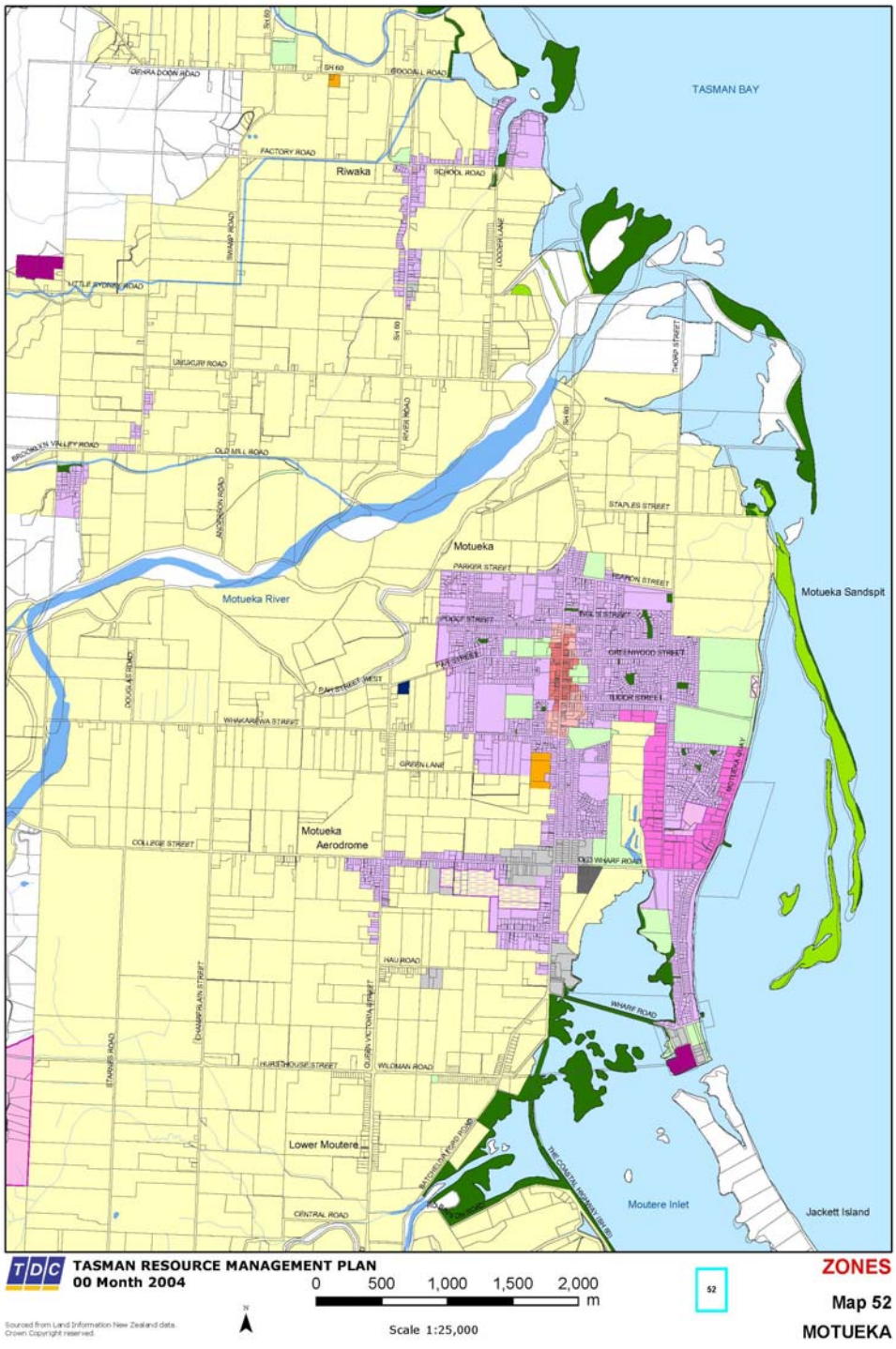


Motueka

Figure 5.6 is a generalised zoning map of Motueka.

Motueka's main residential zones (light purple) form rectangular blocks running east and west off High Street, which bisects the town. There are in addition linear strips of residential zoning e.g. off Trewavas Street in the direction of Port Motueka and off King Edward Street in the direction of the airport. To the east of High Street, off Thorp Street, on a low-lying area subject to ponding, there is a significant area of Rural Residential zoning. There is deferred residential zoning south of King Edward Street. The town is for the most part surrounded by the productive Rural 1 zone.

Figure 5.6: Motueka Zoning

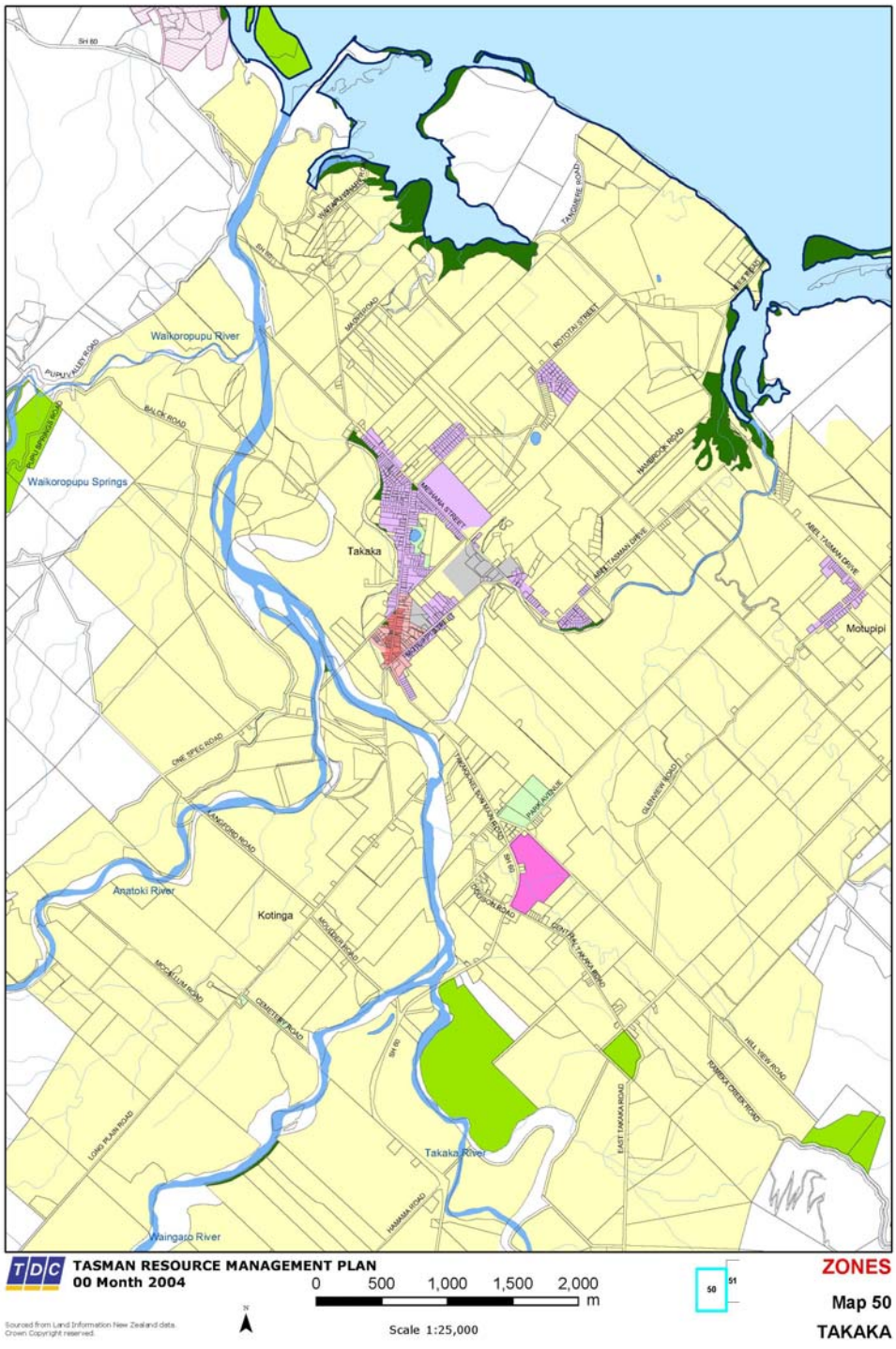


Takaka

Figure 5.7 is a generalised zoning map of Takaka.

Takaka's main residential zones (purple) run east and west off State Highway 60. Rural 1 zoning surrounds Takaka township. The nearby Takaka River poses a flood risk.

Figure 5.7: Takaka Zoning



5.6 Residential Land Use Zoning Changes

Introduction

This section will consider the amount and location of residential land re-zoning in Tasman District since the early 1990s. In terms of location the focus is on the six key urban areas of the District: Richmond, Brightwater, Wakefield, Mapua, Motueka and Takaka.

Table 5.3 summarises for Tasman District by each of the major urban areas the amount of land rezoned as residential since the early 1990s.

Table 5.3: Tasman District Residential Land Additions 1990 Onwards

Town	Land Area (ha)	% of Total
Richmond	107.9	43.6
Wakefield	7.4	3.0
Brightwater	36	14.5
Mapua/Ruby Bay	32	12.9
Motueka	43.3	17.5
Takaka	21	8.5
Tasman District Total	248	

Source: DTZ Research

Since the early 1990s and up to mid 2005 we estimate that approximately 248 hectares of land has been rezoned residential in the main towns of Tasman District. Note this amount excludes residential land additions in urban townships such as Pohara/Tarakohe/Ligar Bay, Collingwood, settlements in or adjoining National Parks, Kaiteriteri, Murchison, Best Island, Tapawera, Tasman and Upper Moutere. It also excludes Rural Residential zoned land. Richmond accounts for about 44% of the land re-zoned or 108 hectares, Motueka for about 18% or 43 hectares, Brightwater for 36 hectares or 14% and Mapua for 13% or 32 hectares.

Richmond

Table 5.4 presents a schedule of the major residential zoning changes that have occurred in Richmond since the early 1990s. The schedule should be treated as indicative only both as to quantum and timing. However, for the most part, we believe it reasonably accurately reflects the pattern and timing of zoning changes over the period[20].

Table 5.4: Richmond Residential Land Additions

Block	Land Area (ha)	Date	Comment
e. Salisbury Rd/Hill Street (Templemore Drive/Heritage)	27	1992	Previously zoned Rural under Richmond Borough Scheme. Change R9.
f. Salisbury Rd/Richmond Deviation (Arbor-lea Ave,/Maple Cres)	8.9	1993	Previously zoned Rural under Richmond Borough Scheme. Change R6.
h. Gladstone/Bateup (Ashcroft/Conifer/Elmsdale)	30	1992	Previously zoned Rural under Richmond Borough Scheme. Change R9.
b. North of Selbourne Ave	0.85	1993	Previously zoned Rural under Richmond Borough Scheme. Change R9.
c. Off Hill Street	4.0	1994	Previously Residential Stage 3 Deferred under Richmond Borough Scheme - Change R9.
a. Off Hill St, sth of Wilkinson Place (Fawdan Way)	1.4	1996	Previously zoned Rural under Richmond Borough Scheme.
d. Off Hill Street (Chelsea Ave/Olympus Way)	11.5	1998	Previously Residential Stage 2 Deferred under Richmond Borough Scheme.
i. South Champion/Adjacent Area e (Kareti Dr/Antoine)	1.8	1998	Previously Rural Residential under TRMP. Rezoned following TRMP submissions
j. Cnr Bateup/Wensley Rd	5.0	1998	Previously Rural 1 Residential Deferred under notified TRMP. Deferment lifted 1998.
k. East of Wensley Rd	17.5	2000	Previously Residential Deferred under TRMP – Uplifted April 2000.
Richmond Total	107.9		

Source: DTZ Research

[20] This qualification also applies to the zoning addition tables which follow for Wakefield, Brightwater, Mapua, Motueka and Takaka.

Since local government reorganisation in 1989 there have been two key periods when significant amounts of land have been added to Richmond's residential land stock. They were:

- In 1992 to 1994 following the Richmond Residential Growth Study (70.7 hectares - equally shared between the northern and southern fringes of the town); and
- Over the 1996 to 2000 period when the TRMP was publicly notified and being appealed (37.2 hectares 96% plus to the south of the built up urban area).

These land additions were in all cases rural land on the urban fringe.

A Richmond Residential Growth Study was prepared in 1991. The Study estimated that 1,300 new dwellings requiring 130 hectares of land would be needed to meet Richmond's future residential land requirements until the year 2005. The study noted that there was currently (1991) sufficient land zoned residential to provide for another 5-6 years of development but that another 90 hectares would likely be required to meet demand until 2005. The study investigated nine potential growth areas and recommended the preferred growth direction to be to the north and north east of Richmond so as to make best use of existing services and facilities and to avoid unstable land and versatile land where possible.

In 1992 Tasman District notified Plan Changes R6 and R9. It provided approximately 90 hectares of new residential zoned land and some 58 hectares of rural-residential land east towards Champion Road and in the southwest towards Bateup Road. In Table 5.4 the land rezoned residential under Plan Change R6 and R9 is identified as blocks e, f, h, b & c. The former three blocks of land averaged approximately 22 hectares each and provided the bulk of land available for subdivision in Richmond over the 1994 to 2004 period.

At the time the TRMP was notified and appealed (1996 to 2000) a further 37.2 hectares in five blocks was rezoned. In Table 5.4 this land is identified as blocks a, d, I, j and k.

Currently there are two major Plan Variations proposed by Council, following on from recommendations in the Richmond Development Study (2003), which will add further residentially zoned land to Richmond (Refer to Section 5.8).

Wakefield

Approximately 38.4 hectares of greenfield residential zoning was available in Wakefield when the TRMP was notified in 1996. Table 5.5 presents a schedule of the major residential zoning changes that have occurred in and around Wakefield since the early 1990s.

Table 5.5: Wakefield Residential Land Additions

Area and Block	Land Area (ha)	Date	Comment
Wakefield			
Triangular area off Whiting Drive	0.5	2000	Previously Residential Deferred under Waimea County Scheme. Rezoned following TRMP submissions.
North of Edward Street	4.8	2000	As a result of submissions on TRMP. Previously Rural 2
North of Harcourt Place and Lord Auckland Road	4	2000	As a result of submissions on TRMP. Previously Rural 1
Removal of land to the east of Pitfure Road considered flood-prone	-1.9	2000	As a result of submissions on TRMP. Previously Residential
Wakefield Total	7.4		

Source: DTZ Research

Since the early 1990s we estimate that approximately 7.4 hectares of land has been rezoned residential in Wakefield. Submissions on the TRMP resulted in the addition of 4.8 hectares north of Edward Street, 4 hectares of land in a block north of Harcourt Place and Lord Auckland Road and half a hectare of Whiting Drive. At the same time approximately 1.9 hectares of residential zone land considered flood-prone, to the east of Pitfure Road was rezoned Rural.

Brightwater

Approximately 20 hectares of greenfield residential zoning was available in Brightwater when the TRMP was notified in 1996. The town is constrained by its floodprone location between two rivers. Table 5.6 presents a schedule of the major residential zoning changes that have occurred in Brightwater since the early 1990s.

Table 5.6: Brightwater Residential Land Additions

Area and Block	Land Area (ha)	Date	Comment
Brightwater			
b. Off Lord Rutherford Rd North (Hollybush Drive)	6.7	1996	Previously Rural A under Waimea County Scheme.
d. To west of Lord Rutherfrod Block	7	1999	As a result of submissions on TRMP. Previously Rural A
c. Nth of Brightwater Deviation (Longfields/Laura)	4.6	1996	Previously Residential Deferred under Waimea County Scheme
d. South of Brightwater Bypass	18	2005	Previously Residential Deferred under TRMP.
Brightwater Total	36		

Source: DTZ Research

Since the early 1990s we estimate that approximately 18 hectares of land has been rezoned residential in Brightwater. A block (6.7 hectares) directly to the west of Lord Rutherford Road North (Hollybush Drive) was rezoned when the TRMP was notified in 1996. A block (h hectares) adjacent to the Lord Rutherford block (Hollybush drive) was rezoned following submissions on the TRMP in 1999.

At the time the TRMP was notified in 1996 a block (4.6 hectares) to the north of the Brightwater Deviation (Longfields/Laura) was rezoned residential.

In 1999/2000 a 18 hectare block south of the Brightwater Bypass on Watertank Hill became Residential Deferred. This deferment was uplifted in 2005.

Mapua

Table 5.7 presents a schedule of the major residential zoning changes that have occurred in Mapua since the early 1990s.

Table 5.7: Mapua Residential Land Additions

Block	Land Area (ha)	Date	Comment
a. Corner Tahi Street/Aranui Rd	1.3	1991	Previously Industrial General under Waimea County Scheme. Change W10.
b. Aranui Road/ Higgs Road (Langford Drive)t	10.9	1991	Previously Residential Deferred under Waimea County Scheme. Change W10
c. Off Higgs Street (Viewland Place)	2.3	1991	Previously Rural B under Waimea County Scheme. Change W.10.
d. Jessie Street block	11.0	1991	Previously Residential Deferred until serviced under Waimea County Scheme. Change W.10
e. Off Aranui Rd	1.8	1991	Previously Rural B under Waimea County Scheme. Change W.10.
f. Off Higgs Road	4.7	1991	Previously Rural B under Waimea County Scheme. Change W.10.
Mapua Total	32		

Source: DTZ Research

In 1989/90 Mapua/Ruby Bay was serviced with a wastewater scheme. Plan Change W10 (Waimea County Scheme) was notified in 1991 and reduced the minimum subdivision area from 800 square metres to 500 square metres. Change W10 also rezoned 32 hectares of land between Aranui Road and the Waimea Estuary to Residential (Blocks a,b,c,d,e & f).

Today approximately 6 hectares of this land remains available between Higgs Road and Aranui Road. There is also 10.2 hectares deferred residential zoning on the seaward side of Aranui Road (north of Moreland Place). This land is low-lying and needs stormwater to be upgraded

Motueka

Table 5.8 presents a schedule of the major residential zoning changes that have occurred in and around Motueka since the early 1990s.

Table 5.8: Motueka Residential Land Additions

Block	Land Area (ha)	Date	Comment
a. South of Parker Street (Parkerfield Place)	8.3	1996	Previously Residential Deferred under Motueka and Environs Transitional Plan. Deferment lifted 1996.
e. Grey Street-Green Lane south of Whakarewa Street	10.1	1999	Previously Residential Deferred under Motueka and Environs Transitional Plan and notified TRMP. Rezoned through submissions in 1998
f. Between Pah Street/Grey street and Whakarewa Street	5.5	1999	Previously Residential Deferred under Motueka and Environs Transitional Plan and notified TRMP. Deferment lifted through submissions in 1999
L. South of Area K	4.2	1999	Previously Residential Limited under Motueka Transitional Scheme then Rural Residential under notified TRMP. Rezoned 1999..
M. Off Cemetery Road	5.4	1999	Previously Rural under Motueka Transitional Scheme and Rural under Notified TRMP was rezoned Residential following submissions.
g. South of Poole Street/North of Pah Street	2.4	2004	Previously Residential Deferred under Motueka and Environs Transitional Plan and notified TRMP. Deferment lifted end 2004.
i. End of Courteney Street	1.7	2004	Previously Residential Deferred under Motueka Transitional Scheme and notified TRMP. Deferment lifted end 2004.
j. Corner of Fearon Street/Thorp Street	5.7	1999	Previously Residential under Motueka Transitional Scheme but became Deferred Residential under notified TRMP. Deferment lifted through submissions process in 1999.
Motueka Total	43.3		

Source: DTZ Research

There was approximately 70 hectares of undeveloped residential land in Motueka when the TRMP was notified in 1996. Much of the zoning, located on the western side of High Street, was deferred for stormwater reasons. The 1996 Plan rolled over much of the zoning in the earlier Plan, as it was a relatively new Plan, notified in 1991 and operative in 1995.

During the plan submission process a number of new areas were rezoned and some areas had their deferments lifted. In total 35 hectares was rezoned residential or had residential deferments lifted over the 1996/1998 TRMP submission period. Since then the only rezoning in Motueka was in late 2004 when the Council uplifted two areas of deferred residential zoning (4 hectares total) at the west end of Courtney Street and north of Pah Street.

Takaka

Table 5.9 presents a schedule of the major residential zoning changes that have occurred in and around Takaka since the early 1990s.

Table 5.9: Takaka Residential Land Additions

Area and Block	Land Area (ha)	Date	Comment
Jones Block (Rototai Road)	5.4	2000	Previously Rural under Golden Bay Section of Transitional Plan. Remained Rural under Notified TRMP was rezoned following submissions.
The Reilly Block (Meihana Street)	13.8	1999	Previously Rural under Golden Bay Section of Transitional Plan. Remained Rural under Notified TRMP was rezoned following submissions.
The Reynish Block beside the Tekaukau Stream	1.7	1999	Previously Rural under Golden Bay Section of Transitional Plan. Remained Rural under Notified TRMP was rezoned following submissions.
Takaka Total	21		

Source: DTZ Research

Due to the flood risk no further land was zoned residential in Takaka when the TRMP was notified in 1996. This continued the approach adopted in the Golden Bay section of the Transitional Plan "to limit residential development in Takaka and investigate resettlement." Consequently, the Notified TRMP allowed for 9.5 hectares of deferred residential zoning at Pohara adjoining Richmond Road, 2.4 hectares of Residential Zoned land at Ligar Bay and Deferred Residential at Patons Rock.

Submissions on the Notified TRMP, however, resulted in several new areas of land, 21 hectares in total, being rezoned residential on the perimeter of Takaka.

5.7 Dwelling Consent Activity

Introduction

Four aspects of dwelling consent activity will be considered:

- Number of dwelling consents in the six major towns and settlements and other areas;
- Number of dwelling consents outside of the six major towns and settlements by area unit;
- Average floor area of new residential dwellings; and
- Average value of consents for new residential dwellings.

Consent activity will be considered both for the six towns and settlements identified in the previous section, i.e. Richmond, Wakefield, Brightwater, Mapua, Motueka and Takaka and areas outside these main urban areas.

Table 5.10 presents for Tasman District dwelling consent activity over the August 1991 to July 2005 period at two yearly rests.

Table 5.10: Tasman District Dwelling Consents

Locality	Aug 91 to July 93	Aug 93 to July 95	Aug 95 to July 97	Aug 97 to July 99	Aug 99 to July 01	Aug 01 to July 03	Aug 03 to July 05
Richmond	216	247	232	251	205	283	160
Wakefield	23	34	36	15	21	51	31
Brightwater	26	45	24	12	41	53	50
Mapua	27	55	53	46	84	83	39
Motueka	79	75	67	60	48	161	92
Takaka	18	22	19	15	17	10	19
Other	286	264	283	242	294	386	387
Total	675	742	714	641	710	1,027	778

Source: Statistics NZ and DTZ Research

Over the fourteen year period to July 2005 5,287 dwelling consents in total or 378 on average per annum were issued in Tasman District. Note this total includes residential consents issued for both urban and rural zoned land. Consent activity was strong during the early to mid 1990s, (355 per annum, August 1991 to July 1997) fell slightly over the latter part of the decade/early years of the new century (337 per annum August 1997 to Jul 2001) and has been very strong over the last three to four years (451 per annum Aug 2001 to July 2005). Note, however, that total new dwelling consents have been decreasing since 2004.

In terms of the very strong consent activity over the 2001 to 2005 period and in particular over 2002/2003 two key factors can be cited. Firstly, a sharp increase in overseas migration into New Zealand. The Tasman District as well as the Nelson and Marlborough District's, on a per capita basis, were probably affected by this more than any other region in New Zealand with the possible exception of Auckland. Secondly, strong economic and income growth over the period increased demand. This factor was across New Zealand.

In terms of location it is the areas outside Tasman's six major towns and settlements that have dominated dwelling consent activity accounting for just over 40% of all consents issued over the period. The proportion of consents accounted for by these, predominantly non-urban areas, has ranged from 35.6% (August 1993 to July 1995) to 49.7% (August 2003 to July 2005). For the rest Richmond has accounted for just over 30% of all consents issued over the period followed by Motueka with 11%. None of the other six other major towns and settlements account for more that 10% of all consents issued over the period. Mapua accounts for 7.3% of all consents, Brightwater for 4.7%, Wakefield for 4.0% and Takaka for just 2.3%.

Of the six major towns and settlements only Richmond and Motueka comprise more than one area unit. Richmond comprises two, Richmond South and Richmond North, with Queen Street forming the boundary between the two. Over the August 1991 to July 2005 period Richmond South accounted for 56% of all consents in Richmond and Richmond North for the balance. In the early years of the period (August 1991 to July 1997) Richmond South's share of consents was twice that of Richmond North's, although since then consents have been reasonably evenly distributed between the two area units.

Motueka also comprises two area units, Motueka West and Motueka East, with High Street forming the boundary between the two. Over the August 1991 to July 2005 period Motueka East accounted for slightly less than 70% of all consents and Motueka West for the balance. Over time Motueka East's share of Motueka consent activity has increased. In the early years of the period (August 1991 to July 1997) its share of total dwelling consent activity was in the order of 2 to 1. This has since increased, over the August 1997 to July 2005 period, to a ratio closer to 3 to 1.

Given their share of Tasman District consent activity over the August 1991 to July 2005 period, it is appropriate to consider in greater detail the distribution of consent activity outside of Tasman's six major towns and settlements. Table 5.11 presents for the area units outside of Tasman's six main towns and settlements their number and share of dwelling consents over the period August 1991 to July 2005. Note, only area units accounting for greater than 4 % of all non-urban (ie excluding the big six) consents over the period have been specifically identified.

Table 5.11: Tasman District Dwelling Consent Activity in the Non Urban Area Units

Locality	Aug 91 to July 93	Aug 93 to July 95	Aug 95 to July 97	Aug 97 to July 99	Aug 99 to July 01	Aug 01 to July 03	Aug 03 to July 05
Golden Bay	93	80	67	54	72	104	95
Wai-Iti	80	53	66	43	66	88	91
Motueka Outer	34	45	32	48	47	68	55
Kaiteriteri	17	22	44	33	37	38	61
Golden Downs	9	17	11	11	18	13	23
Lake Rotoroa	9	6	12	8	17	18	20
Aniseed Hill	7	10	14	16	13	19	10
Other	37	31	37	29	24	38	32
Total	286	264	283	242	294	386	387

Source: Statistics NZ and DTZ Research

Golden Bay and Wai-Iti are easily the two most important non-urban area units in terms of dwelling consent activity accounting for 26% and 23% respectively of all consents outside of Tasman's six major towns and settlements. Golden Bay is a large predominantly rural area unit encompassing all of Golden Bay less Takaka Town, albeit one with a number of small settlements including Collingwood, Patons Rock and Pohara. Anecdotally a large portion of Golden Bay's consent activity is associated with second homes. With much of the consent activity in the Golden Bay area unit associated with Takaka's growth areas of Pohara and Patons Rock.

Wai-iti is a large rural area unit surrounding Wakefield and includes the Waimea Inlet Rural Residential Zones.

At a scale below Golden Bay and Wai-Iti are the Motueka Outer and Kaiteriteri area units, which accounted for 15.4% and 11.8% respectively of all consents in Tasman District over the period outside of the six major towns and settlements. Motueka Outer is a large rural area unit surrounding Motueka and Kaiteriteri is one of the District's major holiday destinations. It is worth noting that Golden Bay and Wai-Iti during the August 1991 to July 2005 period accounted for almost as great a share of the District's dwelling consents as Motueka while Motueka Outer and Kaiteriteri each accounted for a greater share of dwelling consents over the period than either Wakefield or Brightwater.

The trend in the number and location of residential dwelling consents has been considered above. This subsection will conclude by looking at the trend in average dwelling size and average dwelling value revealed in the consent data. Table 5.12 presents for Tasman District on an annual basis since 1991, the number of dwelling consents issued, the average size of dwellings associated with those consents and the average value of those consents.

Table 5.12: Tasman District Dwelling Consents – Average dwelling size and value

December Years	Number of New Dwelling Consents	Average Value of New Dwelling Consents ($)	Average Floor Area (Sqm)
1990	344	$82,830	129
1991	297	$84,267	129
1992	374	$96,011	147
1993	346	$101,809	147
1994	414	$102,755	148
1995	337	$110,390	150
1996	363	$114,389	152
1997	339	$117,397	158
1998	308	$118,998	161
1999	352	$132,800	179
2000	355	$130,337	169
2001	375	$143,512	177
2002	500	$159,090	193
2003	567	$172,848	191
2004	397	$205,063	196

Source: Statistics New Zealand

Both the average value of dwelling consents and the average dwelling floor area has increased significantly in Tasman District over the last fourteen years. The average dwelling value has increased over the period by slightly less than a factor of 2.5 going from $82,830 in 1991 to $205,063 in 2004. The rate of increase has been particularly strong over the last four years. The average size of dwellings constructed over the period has also increased very significantly, albeit, not to the extent by which average dwelling values have increased. The average dwelling size has increased by slightly less than 52% or from 129 square metres to 196 square metres.

Table 5.13 compares average dwelling value associated with new consents across Tasman District and its six major towns and settlements.

Table 5.13: Tasman District Dwelling Consents – Average value

December Years	Tasman District	Richmond	Wakefield	Brightwater	Mapua	Motueka	Takaka
1991	$84,267	$97,572	$57,843	$83,350	$96,333	$62,812	$105,157
1992	$96,011	$107,711	$80,980	$117,881	$79,987	$87,759	$94,272
1993	$101,809	$114,861	$89,183	$88,631	$126,473	$83,258	$123,227
1994	$102,755	$102,791	$100,900	$104,431	$123,005	$93,311	$101,339
1995	$110,390	$113,570	$75,929	$113,125	$123,224	$106,015	$84,721
1996	$114,389	$116,428	$89,900	$133,333	$116,536	$112,315	$65,684
1997	$117,397	$111,759	$100,833	$134,333	$145,519	$106,173	$85,375
1998	$118,998	$127,072	$99,800	$134,889	$124,326	$125,550	$86,321
1999	$132,800	$137,012	$91,325	$120,485	$134,827	$117,830	$116,431
2000	$130,337	$123,565	$79,000	$108,200	$146,758	$137,006	$74,692
2001	$143,512	$138,016	$114,786	$93,853	$185,885	$125,050	$109,725
2002	$159,090	$155,198	$128,375	$121,118	$204,977	$147,480	$114,333
2003	$172,848	$168,581	$160,083	$158,005	$190,337	$138,540	$97,400
2004	$205,063	$212,882	$186,302	$184,071	$231,798	$146,298	$93,308
91/04 % change	143.3%	118.2%	222.1%	120.8%	140.6%	132.9%	-11.3%

Source: Statistics New Zealand

The pattern of average consent value change across the six major towns and settlements is variable reflecting a combination of factors including the small number of consents in some of the smaller settlements and differences in dwelling size. A couple of observations, however, can be made. Firstly, average consent values have increased across all areas but most significantly in Wakefield (222%), Tasman District (143%), Mapua (140%) and Motueka (133%). Secondly, on average, with the exception of Richmond and Mapua, consent values are lower in the six largest towns and settlements than they are for the District as a whole. A more objective view of consent value trends over time can be obtained by considering average consent values per square metre of dwelling. Table 5.14 presents a comparison, again for Tasman District and the six major towns and settlements, of average consents values per square metre.

Table 5.14: Tasman District Dwelling Consents – Average value per square metre

	Tasman District	Richmond	Wakefield	Brightwater	Mapua	Motueka	Takaka
1991	$653	$709	$605	$675	$578	$560	$783
1992	$653	$714	$636	$602	$606	$632	$670
1993	$693	$737	$729	$642	$764	$627	$700
1994	$694	$723	$682	$666	$687	$678	$683
1995	$736	$744	$671	$719	$760	$700	$759
1996	$753	$839	$756	$679	$724	$747	$894
1997	$743	$711	$667	$692	$809	$738	$741
1998	$739	$724	$644	$734	$752	$732	$686
1999	$742	$738	$663	$728	$743	$688	$772
2000	$771	$718	$651	$691	$779	$834	$1,015
2001	$811	$763	$673	$681	$882	$725	$1,005
2002	$824	$763	$746	$752	$922	$805	$748
2003	$905	$879	$927	$834	$982	$797	$740
2004	$1,046	$1,005	$922	$936	$1,077	$918	$865
91/04 % change	60.2%	41.7%	52.4%	38.6%	86.2%	63.8%	10.6%

Source: Statistics New Zealand

A couple of comments can be made. Firstly, and as would be expected given the increase in average floor size over the period indicated in Table 5.12 the average per square metre growth in consent values is nowhere near as great as the absolute increase in consent values. The increase in per square metre consent values was greatest for Mapua (86%) followed by Motueka (64%), Tasman District (60%) and Wakefield (52%). Secondly, once size is factored out of the equation the difference between each of the areas is much less too.

5.8 Current and Potential Residential Land Supply

Introduction

This section will consider the current supply of vacant residential land in Tasman District and the possible options in terms of future residential land. For each of the six major towns and settlements it will:

- Detail (where known) the amount and location of residentially zoned land currently available for development;
- Note the constraints on the take-up of that land; and
- Outline the options that have been proposed in terms of future residential land supply encompassing both greenfield areas and the potential for intensification.

This section is based on a range of sources including discussions with Tasman District Council officers and the relevant portions of the three most recent 'growth options' reports cited at the beginning of the Chapter.

Richmond

Current Land Supply

Boffa Miskell & MWH in the Richmond Development Study (RDS) noted that the then (2003) supply of undeveloped residential land in Richmond was limited (RDS, 2003, p. 22). Table 5.15 presents the RDS estimate of residential capacity available to Richmond assuming an average lot yield of 600 square metres.

Table 5.15: Richmond Existing Capacity - 2003

Type	No. of Lots	Comment
Lots in subdivisions already approved or applied for	340	
Additional residential lots possible on existing 'available' land	943	Available means either zoned (Residential, Rural Residential and Rural 1 on the Bateup Rd north side) and as yet undeveloped, and/or else committed for development by subdivision. Assumes average lot size of 600 square metres.
Total available lots	1,283	

Source: Boffa Miskell & MWH (2003)

The RDS noted that at an uptake rate of approximately 114 lots per year (the average per annum number of dwelling consents in the 5 years to 2003), this available land would last 11.25 years (Boffa Miskell & MHW, 2003, p.22). The RDS went onto say that to provide for an additional 10 years (i.e. to provide approximately for the 20 year planning period) of growth an additional 1,140 lots would be required. At densities of 600 square metres per lot (gross densities of say 850 square metres) an additional 96.9 ha of land would be needed. If, however, development density was increased to say a lot size of 400 square metres (net), this land supply would last 15.4 years and only a further 30 hectares would be required to meet needs for the 20-year planning period (Boffa Miskell & MHW, 2003, p.24).

The RDS report noted that infill could be a successful way to get more capacity out of the existing urban land area and to better utilise existing infrastructure such as roads, service, shops, schools (Boffa Miskell & MHW, 2003, p.24). That is by adding new small units by re-subdivision of individual lots, or through redevelopment of larger lots on a multi unit basis. The RDS report estimated that there to be 56.7 ha of land where existing lot sizes were in the range of 901 to 1,150 square metres. In addition there was 293 hectares of land in lots greater than 1,150 square metres (this includes schools and parks which in reality are out of play). The RDS report did not attempt to quantify in lot terms the amount of capacity potentially available through infill.

Constraints on the Take Up of Residentially Zoned Land

The RDS report briefly addresses a range of infrastructure issues that needed to be considered in the context of Richmond's future development (Boffa Miskell & MHW, 2003, p.29). Four key infrastructure issues were identified:

- Transportation;
- Water Supply;
- Wastewater; and
- Stormwater Management.

A number of transportation issues were identified including the need to upgrade a number of key link roads and ensure the secondary roading network does not compromise key network links. With respect to water supply the RDS noted while there were a number of asset management issues and infrastructure limitations, importantly, the potential water sources are more than sufficient to meet the growth predictions. The wastewater system while facing a number of issues e.g. infiltration and the need to complete the reticulation network – has an engineering solution for all of the needs.

Potential Land Supply

The Richmond Development Study (2003) assessed five residential growth options (Boffa Miskell & MHW, 2003, p.33):

- Central Area Intensification;
- South Richmond;
- South Nelson;
- Lower Queen Street; and
- Containment and Jump.

Table 5.16 presents a summary of the residential growth options identified in the RDS.

Table 5.16: Richmond Residential Growth Options

Option	Area	Dwelling Units	Comment
Central Area Intensification	A: 8.2 ha B: 8.5 ha	A: 246 B: 445	Area A CBD mixed use 30 + dwellings per hectare. Area B residential zone 300 sqm per dwelling. Intensification brings range of opportunities that satisfy principles of sustainability and liveability. However, to succeed would require careful structure, planning and partnership.
South Richmond	40 ha	470	470 dwellings at a gross 850 sqm per lot. With higher density around a heart this could increase. Presents an opportunity to accommodate much of the growth in one comprehensive option. No substantial environmental or infrastructure reasons not to pursue this option. However, does extend away from Nelson, utilises productive land. There will need to be infrastructure upgrades.
South Nelson (located in Nelson City)	27 ha	317	317 dwellings at a gross 850 sqm per lot. South Nelson option is sensible planning ie develops towards Nelson. However capacity is limited. Issues around current land owner aspirations and utilises productive land. Infrastructure issues straightforward. Land is easily developable and proximate to services etc.
Lower Queen Street	24 ha	280	280 dwellings at a gross 850 sqm per lot. Lower Queen Street option presents a wide potential extent for growth. However, if the Lower Queen Street option is opened in any significant way, it will become very difficult to establish where development should halt and the productive land of the plains would be continually threatened. There are also significant connection and transportation planning issues. Current stormwater issues are also significant constraints on development.
Containment and Jump	150	1,040	Growth jumps to one of the other settlements in the area. Containment and jump option constraints are focused around the challenges of a different way of thinking about land availability and sustainability.
Total			

Source: Boffa Miskell & MWH (2003)

In total the RDS report identified 108 hectares of land (excluding containment and jump) potentially suitable for future urban residential development. The RDS for each option identified the advantages and disadvantages associated with each. The report noted that in assessing the residential growth options none were found to be ideal in all respects. That is to say, to some extent they all use productive land, except the central area intensification option.

- The South Richmond option has the potential to provide for the number of lots required, but raises questions regarding the extent to which it subsumes Hope;
- The South Nelson option, formerly considered the best option, is constrained by landowner aspirations and the extent of the area is generally limited to the Richmond side of Saxton field;
- The Lower Queen Street option has significant issues in that all the town and facilities are across a major arterial road and it starts the town out across the productive land of the Waimea Plains; and
- The Containment and Jump option proposes that when all the currently available land is utilised that the town grows no further but that other settlements accommodate growth. The constraint on this option is that it will make the town unaffordable to some and will see the town 'lose' potential development and its benefits to other towns.

Overall the recommendations of the RDS study were that combinations of residential growth options be employed (Boffa Miskell & MHW, 2003, p.75).

First-off it recommended that residential options be pursued by the TDC in the following priority order;

- South Nelson as a first greenfields priority, recognising that this best suits the principles of growing back to Nelson. This should be combined with a study and consultation with rural landowners on Champion Road in relation to specific infill opportunities, with a view to a future residential zoning being applied.
- Central Area Intensification as a first infill priority recognising that this has the opportunity to provide a number of smaller dwellings to diversify the housing market and can be coupled with a structure plan to examine the commercial development opportunities to create a mixed use of development at the upper end of Queen Street.
- The opportunities for infill in the remainder of the urban area should be proactively investigated form an early stage, on an ongoing basis.

Then when the capacity of the area available is ascertained from Option 1 the second priority should be South Richmond, recognising the need to determine Hopes future, the definition of the south west extent based on topography, stormwater hazard issues, the potential for staging and the need for a structure plan for this area.

The RDS recommended that the Lower Queen Street residential option not be pursued given the significant arterial road barrier of SH 6.

Finally, that when Options 1 and 2 above have reached full implementation that the urban boundary is defined and adopted as TDC policy, requiring new development to locate in other settlement areas.

The RDS noted that there were significant current and future infrastructure implications for all growth options. Since the release of the RDS report draft variations have been prepared to begin implementing the RDS. Specifically: Draft Proposed Variation Nos 43 and 44, which deal with a limited expansion of Richmond to the south, between the state highway north of Hope and Hill Street to the west.

Additional future measures to be taken are:

- Intensification of central Richmond;
- A limited intensification along suitable locations east of Hill Street; and
- Limited northward expansion towards Nelson into Nelson City, north of Champion Road.

In addition while the TDC has in the past decided not to support residential expansion to the west of Richmond, the future of any urban expansion in the Lower Queen Street area is currently being assessed.

Draft Proposed Variation 43 deals with a block of land immediately northeast of Hart Road bounded by Wensley Road to the west and Hill Street to the east. Draft Proposed Variation 44 deals with a block to the southwest of Hart and Bateup Roads.

It is proposed under Variations 43 and 44 that both of these areas be notated as Residential Deferred, where the reason for the deferral is the current unavailability of wastewater, stormwater and water supply services. The Council has programmed to provide these services by late 2005. Once the services are available the deferral will be uplifted. Variation 43 amends the present deferred zone rule to manage this process. The variations in addition introduce a Compact Density Area over the central part of the Residential deferred area. In addition the variations introduced two options for the future of the hill spur ridges to the south of the proposed residential area. Option One was to provide an open landscape to serve as a southern limit to Richmond; for this option the zoning is to remain Rural 1 and option 2 was to provide for residential development of the spur ridges.

Wakefield

There was approximately 38.4 hectares of greenfield residential zoning available in Wakefield when the TRMP was notified in 1996. Submissions on the TRMP resulted in the addition of 7.4 hectares of residential zoned land to give a total of 45.8. In 2003 the RDS under the 'containment and jump option' identified 230 greenfield lots available in Wakefield at a density of 10 lots per hectare giving a total greenfield land availability in 2003 of 23 hectares. From mid 2003 to mid 2005 we estimate 31 dwelling consents have been issued in Wakefield, which would reduce unused capacity to about 199 lots at mid 2005.

Our understanding is that the TDC has no current plans to re-zone any further land in and around Wakefield for residential use.

Brightwater

There was approximately 20 hectares of greenfield residential zoning available in Brightwater when the TRMP was notified in 1996. Submissions on the TRMP resulted in the addition of 18 hectares of residential zoned land to give a total of 38 hectares. In addition approximately 18 hectares of deferred residential zoning was put in place. In 2003 the RDS under the 'containment and jump option' identified 220 greenfield lots available in Brightwater (included the 18 hectares deferred) at a density of 10 lots per hectare giving a total greenfield land availability in 2003 of 22 hectares. From mid 2003 to mid 2005 we estimate 50 dwelling consents have been issued in Brightwater, which would reduce unused capacity to about 170 lots at mid 2005.

Our understanding is that the TDC has no current plans to re-zone any further land in and around Brightwater for residential use.

Mapua

The Mapua Ruby Bay Development Study (MRBDS) in 2004 noted a very limited supply of residentially zoned land available for future development in Mapua (TDC, 2004, p.24). It also noted that the reason for deferred zoning on existing land in Aranui Road does not reflect all the servicing issues facing the township.

From correspondence with council officers in September 2005 we understand that there is currently approximately 6 hectares of greenfields land available between Higgs Road and Aranui Road. In addition there is the 10.2 hectares of deferred residential zoning already noted on the seaward side of Aranui Road. This land is low-lying and needs stormwater to be upgraded before the deferment can be lifted.

The MRBDS concluded that a growth direction of Mapua to the northwest and north is preferred to enable a coherent pattern of engineering and community services. However, the report noted that some of the land preferred is productive orchard and treatment of soils where historic pesticides have been used may be necessary.

The MRBDS also noted that the existing stormwater system in Mapua/Ruby Bay has a very low level of service, with most pipes not complying with Council's Engineering Standards with an extensive staged upgrade required. More generally the report noted that existing water and wastewater systems at Mapua/Ruby Bay need a major upgrade before future urban areas are rezoned. .

- The MRBDS preferred residential options were as follows:
- Option 4- Northerly extension: 2.5 hectares currently zoned Rural Residential located south of Aranui Park and off Aranui Road. The land is well placed in proximity to central Mapua;
- Option 7 – Northwesterly extension: Northwest of Mapua is 21.3 hectares of easy rolling land presently in a combination of residential (10%) and orchard (90%) use. State Highway 60 (Coastal Highway) forms the northern boundary of this site. Currently the land is zoned Rural 1;
- Option 5 – Aranui Road: 10.2 hectares of generally flat land located between residential sections fronting Aranui Road and Mapua Domain. The land is already zoned deferred Residential;
- Option 3 – Higgs Road: Is a small headland area of about 5 hectares between the Waimea Inlet and Langford Drive. It is presently zoned Rural 1 and is used as two lifestyle properties; and
- Option 9 – Sonoma: 33 hectares of rolling Rural 1 land is currently developed as orchard, with pasture to the north.

The MRBDS, stated, however, that rezoning should be deferred until water, wastewater and stormwater services are upgraded in respect to all options except Higgs Road and Sonoma (TDC, 2004, p.26). Higgs Road should be deferred until water and wastewater services are upgraded. Sonoma should be deferred until water, wastewater and stormwater are upgraded and the Mapua/Ruby Bay Bypass is implemented. The current position is that the MRBDS recommendations are on hold until further progress is made with servicing issues.

Motueka

The Motueka section of the Transitional Plan assumed a residential growth rate of 40-50 new dwelling permits a year. A residential landbank of approximately 850 sections was provided. It was estimated to provide approximately 18 years supply. In 2003 the RDS under the 'containment and jump option' identified 440 greenfield lots available in Motueka (included 12 hectares deferred) at a density of 10 lots per hectare giving a total greenfield land availability in 2003 of 44 hectares. At the end of 2004 the TDC uplifted two areas of deferred residential zoning (4 hectares total) at the west end of Courtney Street and north of Pah Street. From mid 2003 to mid 2005 we estimate 92 dwelling consents have been issued in Motueka, which would reduce unused capacity (including 8 hectares deferred) to 348 lots at mid 2005.

In May of 2005 the TDC published three draft variations each with residential land capacity implications:

- The Motueka East Variation proposes to allow residential development on a 4.1 - hectare block of land presently zoned rural and located between Courtney Street, Old Wharf Road and the Moutere Inlet;
- Motueka West Variation proposed to relocate and reduce in size the present Tourist services Zone on the west side of High Street. The land is intended to be used for residential purposes once services, particularly stormwater, have been upgraded;
- Motueka South Variation proposes a medium density residential growth area on approximately 10 hectares of rural land between Wildman Road and High Street South. Services such as wastewater, water and stomwater will need to be upgraded.

The current status of these proposed variations is as follows. The Motueka South Variation is not proceeding. The boundary of the Motueka East Variation is being varied prior to its notification and the Motueka West Variation is still under investigation.

Takaka

Due to the flood risk no additional land was zone residential in Takaka when the TRMP was notified in 1996. However, pockets of Residential zoning and deferred Residential zoning were provided at Pohara, Ligar Bay and Patons Rock. Subsequently during the submission period on the TRMP approximately 21 hectares in three pockets on the fringe of Takaka was re-zoned residential.

In June 2005 the TDC published its Takaka-Eastern Golden Bay Urban Growth Issues and Options Study. The report identifies a range of urban growth issues and possible growth option locations[21]. Ten areas were identified, their relative benefits and costs outlined.

In order of suitability:

- Rototai-Hambrook Road and Motupipi appeared be be more suitable for urban growth than others;
- Central Takaka-Park Avenue, Upper Takaka, central Takaka-Glenview Road, Clifton-Pohara, and Rangihaeata may be affected by a greater number of issues or to a more significant degree; and
- Tarakohe, Pohara Hills and Motupipi Hill do not appear to be as suitable for development in comparison with other location options.

[21] The report emphasises that it is designed to provide basic information etc and that it does not reflect a Council preferred option.

5.9 Summary

- Expansion around Richmond is constrained by (i) a desire not to encroach on high-class productive land and (ii) infrastructure requirements. Similar constraints impact on expansion around Brightwater, Wakefield, Mapua, Motueka and Takaka. However, natural hazards around the five smaller settlements also act as a significant constraint.
- There is a question of why part (i) above is adopted. If people value the land more highly for residential purposes than for agricultural and horticultural purposes, then doesn't this suggest that residential housing is a higher value land use?
- Infrastructure provision has been instrumental in facilitating some new residential developments (e.g. Brightwater, following reticulated sewerage; also Mapua/Ruby Bay). This shows the importance of infrastructure provision for development of new residential sections.
- Tasman District, would in terms of planning objectives and residential rules, appear not to be markedly more restrictive than many other New Zealand local territorial authorities.
- Significant new land has come available for residential development in Richmond (1992-94 and 1996-2000), beneficial for increasing supply.
- Nevertheless, sewerage and stormwater deficiencies are delaying residential development in areas of Richmond that would otherwise be developed more quickly for residential. Similar deficiencies are delaying development around Mapua and elsewhere in Tasman.
- In Motueka, choices have been made to keep larger section sizes in certain areas to preserve the semi-rural amenity of the area. This restricts development of more affordable housing.
- Overall, Tasman has had a consistently strong level of dwelling consents, although Richmond's consents dropped markedly over 2003-2005 compared with previous 2 year periods back to 1991.
- In parts of Tasman (e.g. Golden Bay, Kaiteriteri) new building activity is likely to have been primarily for second homes, rather than for primary dwellings.
- As across New Zealand as a whole, new houses in Tasman have increased dramatically in size between 1991 and 2004. Accordingly, average values of new consented dwellings have increased sharply. These developments run counter to the conditions that would lead to greater supply of affordable housing.
- Estimates indicate that the amount of new greenfield land required for development in Tasman depends crucially on the average lot size of developments. Further, the smaller the lot size, the less land price incorporated into the dwelling, so being beneficial for the supply of affordable housing.
- It is likely that servicing deficiencies will continue to delay residential development in some of the townships with some major engineering projects for servicing townships delayed in Tasman’s most recent Long Term Council Community Plan.

6 MARLBOROUGH DISTRICT RESIDENTIAL LAND USE AND SUPPLY

6.1 Introduction

The objective of this chapter of the report is to consider for the Marlborough District a range of residential land use and residential land supply issues. Specifically this chapter will:

- Provide an overview of urban residential land use in Marlborough District;
- Describe the planning context for urban residential land use in Marlborough District;
- Outline the policy basis for residential land use and residential development in Marlborough District;
- Describe the current residential land use zones for Blenheim, Renwick and Picton;
- Detail residential land use zoning changes since the early 1990s;
- Look at sub-division and dwelling consent activity since the early 1990s;
- Consider current and potential residential land supply; and
- Summarise the key points that impact on issues of affordable housing in Marlborough District.

The focus of the chapter will be on urban residential land use in Blenheim, with a lesser focus upon urban residential land use in Picton and Renwick, Marlborough District's number two and number three urban settlements by size.

A couple of recent reports looking at residential growth in and around Blenheim have been invaluable in writing this section of the report. In March 2004 Davie Lovell-Smith produced a report[22] for the Marlborough District Council assessing the adequacy of the urban Blenheim residential land bank, which they subsequently updated in March 2005. Both the original report and the up-date have been particularly useful in terms of:

- Understanding the policy background of residential land use zoning in and around Blenheim;
- Detailing existing residential land capacity;
- Providing an estimate of future residential take-up; and
- Identifying options for new residential areas.

[22] Blenheim Residential Growth – Assessment of the Adequacy of the Urban Residential Land Bank, 2004

6.2 Residential Land-Use Overview

Introduction

This section, as an introduction to the rest of the chapter, will overview residential land use in Marlborough District. Two aspects will be considered:

- Marlborough District's urban/rural profile; and
- Residential land use overview.

Urban/Rural Profile

Statistics New Zealand has recently released data based on the 2001 census, which explores the social and economic characteristics of people living in all areas of the urban-rural spectrum. The classification developed re-categorises rural areas on the basis of the significance of urban areas as a source of employment. Before looking in broad terms at the nature and characteristics of Marlborough District's residential land use it would be useful to see where Marlborough District sits in terms of that urban-rural spectrum in comparison to New Zealand, Nelson and Marlborough. Table 6.1 presents for Tasman District, Nelson City, Marlborough District and New Zealand their urban-rural population profiles as at the 2001 census.

Table 6.1 Urban-Rural Population Profile 2001

Urban/Rural Profile Areas	Nelson	Tasman	Marlborough	NZ
Main urban area	98.1%	31.2%		71.0%
Satellite urban community		7.1%		3.0%
Independent urban community		19.5%	77.2%	11.7%
Rural area with high urban influence	1.5%	4.9%		2.6%
Rural area with moderate urban influence		12.0%	4.1%	3.6%
Rural area with low urban influence		21.0%	16.1%	6.0%
Highly rural/remote area		4.3%	2.4%	2.0%
Total	100.0%	100.0%	100.0%	0.0%

Source: Statistics New Zealand

Marlborough District's population is not widely spread across the urban-rural spectrum. In terms of Statistics New Zealand's classification Blenheim does not rank as a main urban area. Blenheim (including Renwick, Woodbourne, Spring Creek, Grovetown and Riverlands) and Picton (including Waikawa) are both classified as 'independent urban community' and account for 77% of the District's population. The area surrounding Blenheim is for the most part classified as 'rural area with moderate urban influence' and accounts for slightly more than 4% of the District's population. Sixteen percent of the District's population is classified as living in a 'rural area with low urban influence' and 2.4% in 'highly rural/remote area'.

Residential Land Use Overview

The settlement descriptions that follow have been sourced largely from the Davie Lovell Smith reports already referred to, the proposed Wairau/Awatere Resource Management Plan and the Marlborough Sounds Resource Management Plan.

Marlborough District in terms of residential land use is dominated by Blenheim, which accounts for slightly less than 54% of the District's population[23]. At a level below Blenheim are Picton and Renwick with 10% and 5% respectively of the District's population. And at a level below those two towns are several smaller settlements including Seddon, Ward, Havelock, Wairau Valley and closer to Blenheim, Spring Creek, Grovetown, Woodbourne and Riverlands.

Blenheim is primarily a rural servicing town located at the centre of the Wairau Plain a productive agricultural area dominated by horticulture (predominantly vineyards) in close proximity to the town and pastoral farming and forestry beyond. Blenheim in recent years has experienced rapid growth driven by a buoyant rural sector and significant in-ward migration particularly of older age cohorts. Blenheim is located in a strategic position in relation to the region at the crossroads of SH1 to Christchurch and Picton, SH 6 to Nelson and SH 63 to Buller.

The landscape of Blenheim is characterised by its setting on Wairau Plain with the Wither Hills Farm Park forming a boundary to the south with highly productive rural areas bounding the town to the west, north and east. The built environment of Blenheim is characterised by the following features. The town form is principally a grouping of one and two level buildings at relatively low densities across an area of approximately 15 square kilometres. Blenheim's streets historically followed a grid type pattern and the older areas of the town reflect this. The more recent development street pattern has followed a less well-connected format of cul-de-sac.

[23] 39,555 usually resident in 2001

Renwick is an established rural service centre located 10 kilometres to the west of Blenheim on SH 6. Its population as at the 2001 census was 1,788. It has experienced moderate growth in recent years. The town form is predominantly one of single level buildings at relatively low densities. The key constraints to the expansion of Renwick residentially are its location between SH 63 and SH 6, encroachment onto versatile rural land and a range of natural hazards.

Picton has built up around the South Island road/rail terminus of the inter-island ferry service after originally developing as a fishing and whaling village. Picton is a 'terminus' and travel corridor for north and south bound travellers and freight traffic. Located central to the wider Marlborough Sounds, Picton is also a visitor destination itself and a 'gateway' to the sounds. Picton is also the key service town for the rural Sounds communities. Waikawa Bay has developed as a residential settlement in its own right and more recently as a suburban extension to Picton.

The population of Picton declined over the 1996 to 2001 period, although in Waikawa there was a significant population increase over the 1991 to 1996 period and the 1996 to 2001 period. The residential character that has developed within the residential areas of Picton and Waikawa is predominantly one of low density with single dwellings on individual sites; low building height; attractive buildings; open garden landscape and wide streetscape. Further growth of both Picton and Waikawa is constrained by difficult topography.

6.3 Planning Context

Marlborough District Council, as a territorial local authority, was formed in 1989 following local government reorganisation. The resultant Marlborough District Council was an amalgamation of the former Marlborough County Council, Picton Borough Council and Blenheim Borough Council. In 1992 the Marlborough District Council assumed the responsibilities of the former Nelson/Marlborough Regional Council within its boundaries and became a Unitary Authority.

The following District Schemes were prepared under the Town and Country Planning Act 1977 and together they formed the Transitional Marlborough District Plan under the Resource Management Act 1991:

- The Marlborough County Council – Marlborough Division District Scheme became Marlborough Division Section;
- The Marlborough County Council – Wairau Plains Section became Wairau Plains Section;
- The Marlborough County Council – Awatere Division District Scheme became Awatere Division Section;
- The Borough of Picton District Scheme became the Picton Section; and
- The Borough of Blenheim District Scheme became the Blenheim Section.

The Marlborough Sounds Resource Management Plan (MSRMP) has replaced the Transitional Plans for the Marlborough Sounds area. The purpose of the Marlborough Sounds Resource Management Plan is to promote the sustainable management of the natural and physical resources of the Marlborough Sounds area including the coastal environment. The Plan is a combined Plan containing the regional, regional coastal and district plans for the Marlborough Sounds area. The Plan sets out the objectives and policies and methods including rules for the Marlborough Sounds area. The plan was notified in July 1995 and was made operative in parts in February and March 2003. Among other aspects, the Plan controls urban residential development in and around Picton.

The Proposed Wairau/Awatere Resource Management Plan (PWARMP) is at the reference (appeals) stage and once the Plan is operative, the PWARMP will replace four of the above Transitional Plans. While consideration is still given to the provisions in the Transitional Plans, very little weight is now placed on those provisions.

The purpose of the Proposed Wairau/Awatere Resource Management Plan is to promote the sustainable management of the natural and physical resources of the Wairau/Awatere area including the coastal environment. The Plan is a combined plan containing the regional, regional coastal and district plans for the Wairau/Awatere area. The Plan sets out the objectives and policies and methods, including rules, to resolve issues and to promote the sustainable management of the Wairau/Awatere area. The Plan was notified in November 1997 but is not yet operative. Decisions have been released on submissions to the Plan and a number of the provisions have been referred (appealed) to the Environment Court. The Marlborough District Council has also undertaken a number of changes to the Plan since the decisions were released. This means that the weight placed on each provision in the Plan will vary over time as appeals are resolved and changes are completed.

6.4 Policy Basis for Residential Land Use in Marlborough District

Introduction

This section will consider the approach and policy basis for current residential land uses zones and residential development in Marlborough District. It will focus on:

- The policy basis for urban residential land use (Blenheim and Renwick);
- Rationale for inclusion of areas in residential zones (Blenheim and Renwick);
- Residential density (Blenheim and Renwick);
- Anticipated capacity of zoning (Blenheim and Renwick);
- The policy approach to residential development, urban form and peripheral expansion (Blenheim and Renwick);
- Anticipated environmental, social and economic outcomes of policies and methods relating to the urban residential zone (Blenheim and Renwick); and
- Policy basis for residential land uses zones and development – Picton (Marlborough Sounds Resource Management Plan).

Policy Basis for Urban Residential Land Use

This sub-section and the following five sub-sections have been largely sourced from Davie Lovell-Smith (2005, p.4-7).

The policy basis for urban residential land use in Blenheim and smaller settlements is contained in Volume One of the Proposed Wairau/Awatere Resource Management Plan, Chapter 11, Urban Environments. The Policies centre on the following objectives;

Objective 1: An environment in Blenheim, which is principally residential in character;
Policies 1.1-1.6 relate primarily to guiding appropriate density in different types of residential environments. In particular, policy 1.1 states the need to 'accommodate residential growth and development of Blenheim within the current boundaries of the town'. Higher density use is promoted within the inner residential areas of Blenheim, with lower density in other areas. Infill is also promoted 'where an adverse effect on amenity values can be avoided'.

Objective 2: To ensure growth occurs in locations suitable for residential development.
Policies 2.2-2.5 relate primarily to the role of natural hazards, and flood hazards in particular, in limiting residential development. Policies 2.2-2.5 relate to specific townships where the risk of flooding is such that '…further residential development in these areas presents an unnecessary risk'. Although Blenheim itself is subject to Policy 2.1, to 'avoid new or further development in area subject to natural hazards', there is no specific policy addressing the situation in Blenheim.

Objective 3: Enable provision of opportunities for the establishment of a variety of activities within the Residential Zone whilst avoiding, remedying or mitigating the adverse effects of activities on the environment:
Policies 3.1-3.6 suggest the range of activities that might appropriately be carried out within the Residential zone. These include visitor accommodation, community facilities, home occupations and certain other non-residential activities. The notion of 'integrated residential development' and the need for development sites to be 'purpose designed' is introduced in the explanation to the policies. Residential character, amenity, scale and local landscape quality are some of the qualities that the Plan seeks to protect in Residential zones. The overall emphasis of these policies is first and foremost to protect the Residential zone for residential use.

Objective 4: The maintenance and enhancement of the amenities and visual character of residential environments:
The nature of the residential amenity that the Plan seeks to protect becomes more apparent in policies 4.1-4.9. This includes low noise levels, low traffic levels, privacy, appropriate building density, access to daylight and access to landscape views, particularly the surrounding hills. The emphasis on higher density inner residential areas and lower density in outer residential areas is again articulated, as is the need for 'integrated residential development'.

Objective 5: The development of residential areas at a rate which ensures the maintenance and enhancement of community health standards:
Policies 5.1 to 5.7 guide residential growth in relation to the provision of sewerage and the maintenance of water quality, water supply and stormwater disposal, with a requirement for connection to reticulated systems within Blenheim, including any future extensions of the Blenheim urban boundaries.

Objective 6: promote the efficient use of energy in the design and construction of residential subdivisions and residential dwellings:
Policies supporting the objectives include Policy 6.3 to '…promote compact urban form in the established urban settlements of the Wairau/Awatere'. This policy suggests future development should not '…. extend new roads long distances beyond central community services'.

Davie Lovell-Smith in its report concluded that the objectives and policies of the PWARMP broadly reflect common planning and urban design principles for addressing urban growth, with an emphasis on urban consolidation. That is the aforementioned objectives and policies describe residential zones that are relatively low density and low bulk in character, with values of openness and a pleasant residential amenity that the plan seeks to retain in the existing environment and encourage in future residential growth.

Inclusion of areas in Residential Zones

The PWARMP provides little if any reason for why land is included in Residential Zones. However, according to Davie Lovell-Smith, it is reasonably apparent why land is not included in Residential zones. That is, for the most part, the Residential zones cover the existing residential areas, with the differentiation between Urban Residential 1 and Urban Residential 2 zones being that higher density development is allowed in Urban Residential 1.

In terms of land that is excluded from Residential zones, the following zones can be found within or surrounded by Residential zones:

- Central Business Zone;
- Neighbourhood Business zone;
- Industrial Zone; and
- Rural 3 Zone.

Each of these zones is characterised by the nature of their activities or land uses, which is different or generates a greater degree of 'effect' that what is considered appropriate in Residential zones. Examples of adverse 'effects' include greater traffic generation, noise, odour dust etc. In the case of the Rural 3 Zone – this zone is characterised by a versatile land resource and the need to protect versatile soils, rural amenity, rural landscape, water resources, floodplain management, and the roading network, as a priority over other activities, including restrictions on subdivisions, and reverse sensitivity issues.

Residential Density and Rules

Two separate housing densities are provided within the Residential Zone (Blenheim).

- Urban Residential 1 Zone; and
- Urban Residential 2 Zone.

Table 6.2 presents a summary of the key residential rules for development in residential areas.

Table 6.2: Proposed Wairau/Awatere Resource Management Plan - Residential Rules

Activity	Permitted Activities
Site area (minimum)	290 sqm Urban Residential 1 Zone 400 sqm Urban Residential 2 Zone
Building coverage	Urban Residential 1 Zone – with garage provided 55%, without garage provided 55% less 18 sqm. Urban Residential 2 Zone – with garage provided 45%, without garage provided 55% less 18 sqm.
Outdoor living space	Open space and setback requirements are also higher in Residential 2 than in Residential 1

Source: Davie Lovell-Smith (2005) and Marlborough District Council

Note that in addition to the rules in Table 6.2 relating to site area, building coverage and outdoor living spaces there are rules relating to daylight angles, maximum height (7.5 metres), setbacks and parking all of which will influence the type and character of development on any site. In addition there are specific rules associated with Integrated Residential Development.

Anticipated Capacity of Zoning

Davie Lovell-Smith (2005) note that the Proposed Plan does not provide any indication as to the date by which existing Residential zones will be fully developed, nor whether they are anticipated to be developed within the 10-year life of the Plan. Plan Changes are noted in the Introduction as a possible mechanism for addressing issue or policy changes within the District during the life of the Plan, including as mentioned, the possible need for re-zoning for further residential development.

Residential Development

Residential growth is encouraged and provided for at three levels within the PWARMP:

- Blenheim;
- Smaller settlements; and
- Rural residential.

The PWARMP provides a policy basis to guide future residential growth in Blenheim, based on the following priorities:

- Growth for the most part will be accommodated within the current urban boundaries of the town;
- However, the Proposed Plan recognises that plan changes (re-zoning of further residential land) may be needed to accommodate future growth;
- In-fill is provided for, with higher density residential to the west and south of the central Business Zone; and
- Lower density development is provided for from the relatively high-density central area to the periphery of the urban area.

More specifically medium to high-density residential development is encouraged within the Urban Residential 1 Zone, with low to medium density encouraged in the Urban Residential 2 Zone. Infill development is encouraged within both zones.

Growth in smaller settlements zoned Township Residential zones, such as Renwick, Seddon Ward, Tuamarina, Spring Creek, Grovetown, Rarangi and Wairau Valley is not explicitly encouraged, although it is allowed for, but with reference to natural hazards, servicing constraints and community health standards.

A Rural Residential Zone allows for residential lifestyle locations within the Rural 3 Zone, and are recognised in the Proposed Plan under policy 1.3, '….*whilst taking into account potential adverse effects, particularly on rural amenities and on the sustainable management of the versatile land resource*…'. Policy 2.3 also limits the scale of rural subdivision and dwellings in order to reduce conflict, maintain rural amenity and protect the quality of water resources.

Anticipated environmental/social/economic outcomes

The anticipated environmental results for policies and methods relating to urban residential environment contained in the Proposed Wairau/Awatere Resource Management Plan are:

- A compact and coherent urban form;
- Retention of the character of the residential environments; and
- A mixture of low intensity land uses and development in small rural townships.

Policy Basis for Residential Land Use Zones and residential development - Picton

The policy basis for Picton's Residential zones is contained in Volume One of the Marlborough Sounds Resource Management Plan, Chapter 10, Urban Environments. The key policies centre on the following objectives;

Objective 1: An environment within the residential areas of Picton and Waikawa (and Havelock, Rai Valley) that is principally residential in character (MSRMP, 10-6);
Policies 1.1-1.3 relate to delineating the extent of urban residential activity by appropriate zoning, ensuring that residential development takes place at a rate that enables the sustainable management of the capacity of services and recognition of constraints to development including natural hazards.

The MSRMP emphasises that the supply of suitably serviced land for residential development in Picton and Waikawa is severely limited by natural hazards of flooding and land instability (MSRMP, 10-5). The Plan goes onto state that there is limited scope for expansion of the settled urban area because it is physically contained by steep hills and any significant expansion onto these hills would detract from the important scenic backdrop to the towns.

For reasons of service capacity, landscape protection, and natural hazard constraints urban expansion has not been allowed for in the Plan. Consequently, any future residential growth will be accommodated by infill development within Picton and Waikawa.

Objective 2: Maintain and enhance the amenity of the residential environment while enabling the establishment of activities in a manner, which is compatible with the residential environment (MSRMP, 10-9);
Policies 1.1 to 1.3 relates primarily to enabling a range of activities within residential areas provided these are compatible with the residential environment.

Objective 3: Maintenance and enhancement of the amenities and landscape character of residential environments (MSRMP, 10-12);
Policies 1.1 to 1.9 relates to protecting the predominantly existing density and character of residential area; enabling new development which is compatible; controlling the height of residential buildings to minimise shading etc; maintaining low-to-medium density of building coverage on sites etc

The MSRMP like the PWARMP provides little if any reason for why land is included in Residential Zones. However, it is reasonably apparent why land is not included in Residential zones. For the most part the Urban Residential Zones covers the existing residential areas. In terms of land that is excluded from Residential zones, the following zones can be found adjacent or in close proximity to the Urban Residential Zone:

- Town Commercial; and
- Urban Industrial Zone.

Each of these zones is characterised by the nature of their activities or land uses, which is different or generates a greater degree of 'effect' that what is considered appropriate in Residential zones.

Table 6.3 presents a summary of the key residential rules for development in the Urban Residential Zone under the MSRMP.

Table 6.3: Marlborough District (Picton/Waikawa) – Urban Residential Rules

Activity	Permitted Activities
Site area	Minimum net area not less than 450 sqm. Of such a shape that it will contain a circle of 15 metres in diameter. Dedicated for the exclusive use and occupation of the unit and continuous with it.
Building coverage	45% with garage provided 45% less 18 sqm without garage

Source: Marlborough Sounds Resource Management Plan

Note that in addition to the rules in Table 6.3 relating to site area and building coverage there are rules relating to daylight angles, maximum height, setbacks and parking all of which will influence the type and character of development on any site.

6.5 Existing Residential Land Use Zones – Blenheim, Renwick and Picton

Figure 6.1 is a zoning map of Blenheim, based on zoning maps contained in Volume Three of the Proposed Wairau Awatere Resource Management Plan (PWARMP).

The Urban Residential 1 and Urban Residential 2 zones are the only zones where residential uses and buildings can locate as of right in Blenheim. Directly to the west and south (part Whitney) of the Blenheim Central Business Zone is the majority of the town's Residential 1 Zone. To the east of the Central Business Zone is a wedge of industrial zoning following either side of SH1 and the Main Trunk Railway. To the north and west of the this Industrial 1 Zone is a pocket of Urban Residential 2 zoning (Mayfield) bounded to the west by Waterlea Racecourse and Pollard Park and to the north by Lansdowne Park. To the northeast of the Industrial 1 Zone is a larger area of Urban Residential Two zoning comprising most of the suburbs of Riversdale and Islington. To the south of this area and to the east of the Industrial 1 Zone is a second area of Urban Residential One zoning, being the eastern portion of the suburb of Townsend

There is a large area of Residential Two zoning to the north east of the town taking in most of the suburbs of Farnham, Roselands and Springlands. The largest continuous block of residentially zoned land (Urban Residential Two) in Blenheim is, however, found to the south of the Central Business Zone and includes parts of Whitney and all of Redwoodtown, Solar Heights, Witherlea and Wither Rise.

Figure 6.1: Blenheim Residential Zones

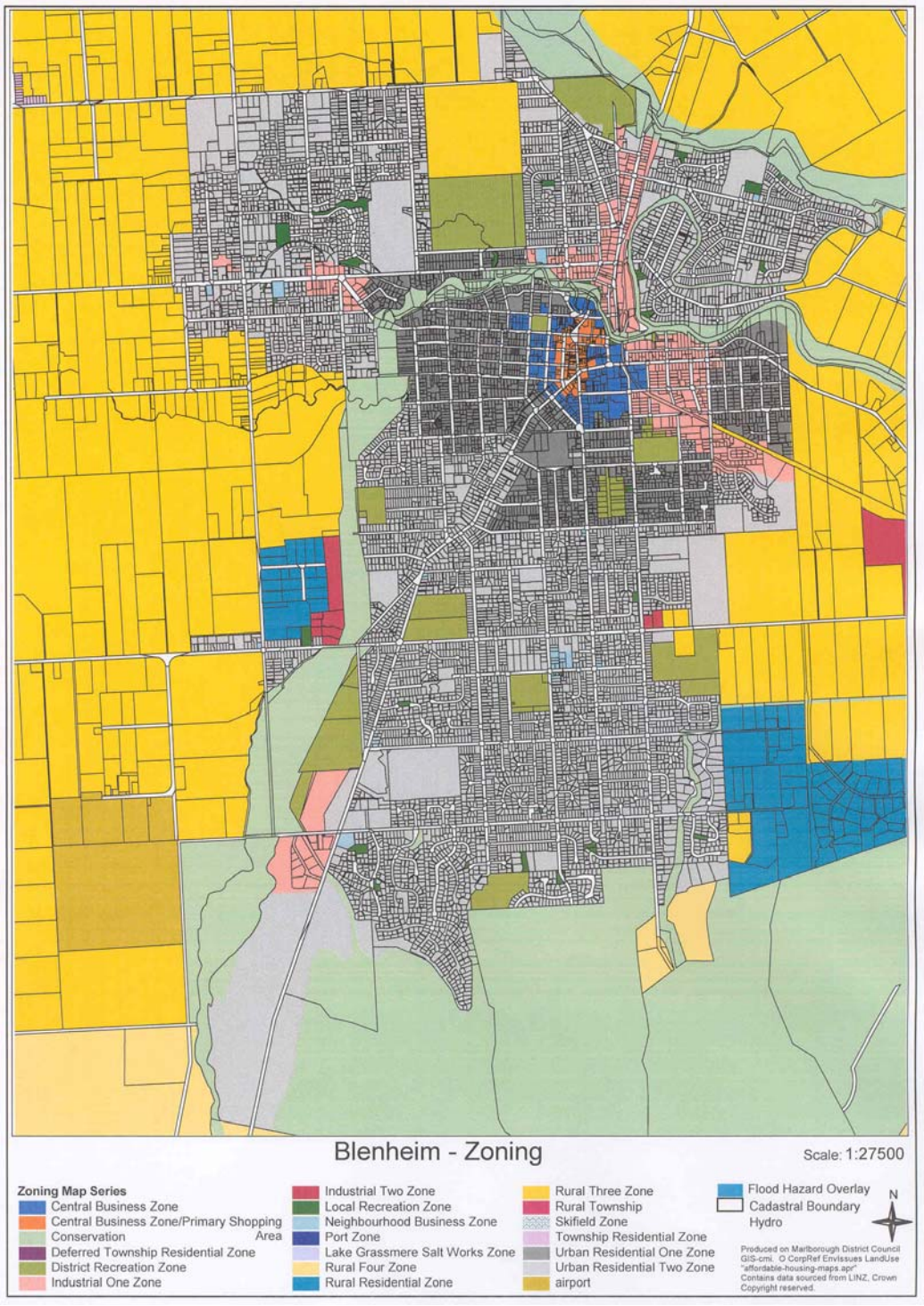


Figure 6.2 is a generalised zoning map of Renwick based on zoning maps contained in Volume Three of the Proposed Wairau Awatere Resource Management Plan.

The Township Residential Zone accounts for most of Renwick's urban land use. There is a small strip of Township commercial on either side of High Street/SH 6 but no industrial zoned land. As previously noted, Renwick is defined in large part by SH 63, which forms the town's southern boundary and SH6 to the east and north. A lower level river terrace also defines the town to the north.

Figure 6.2: Renwick Residential Zones

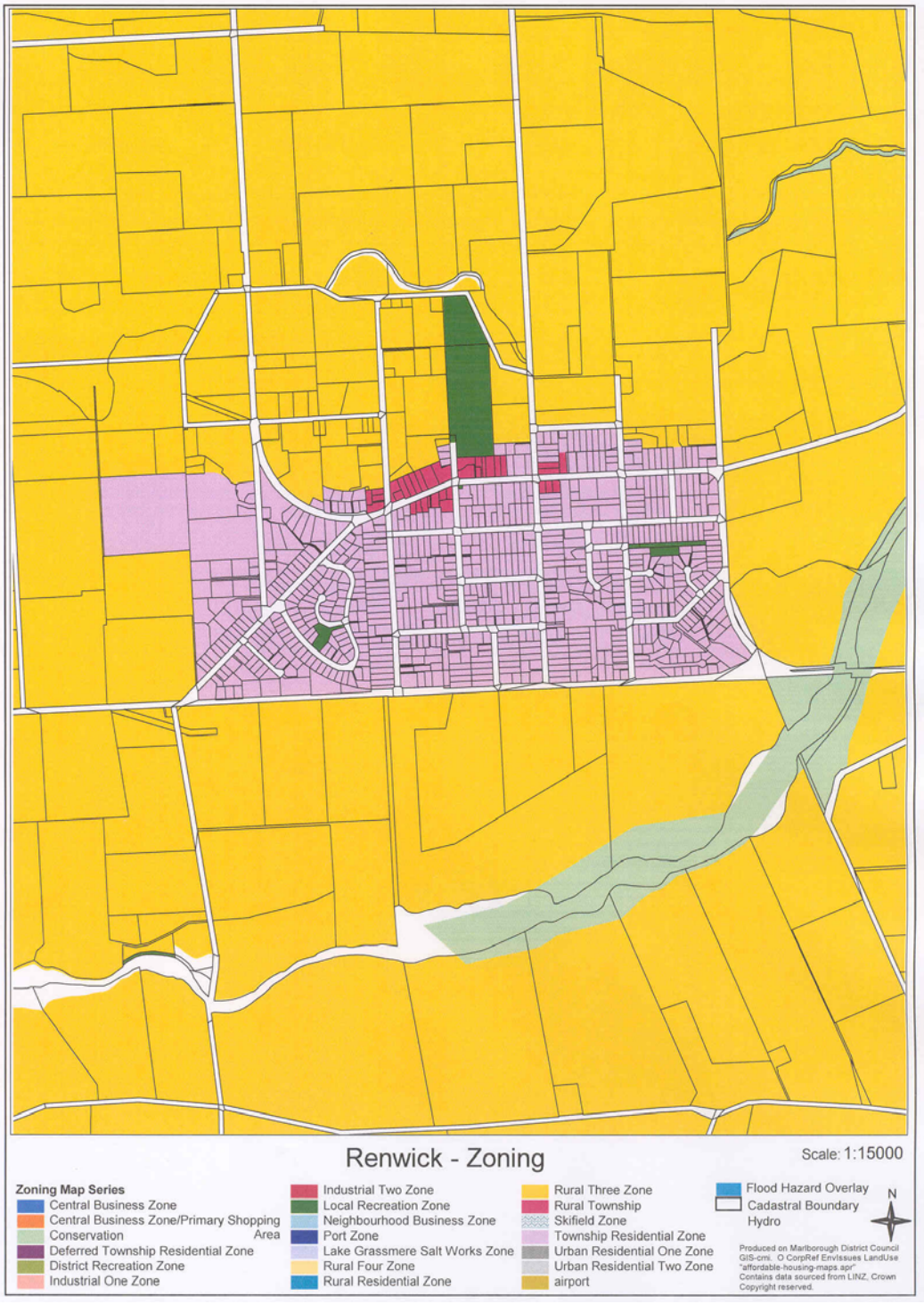
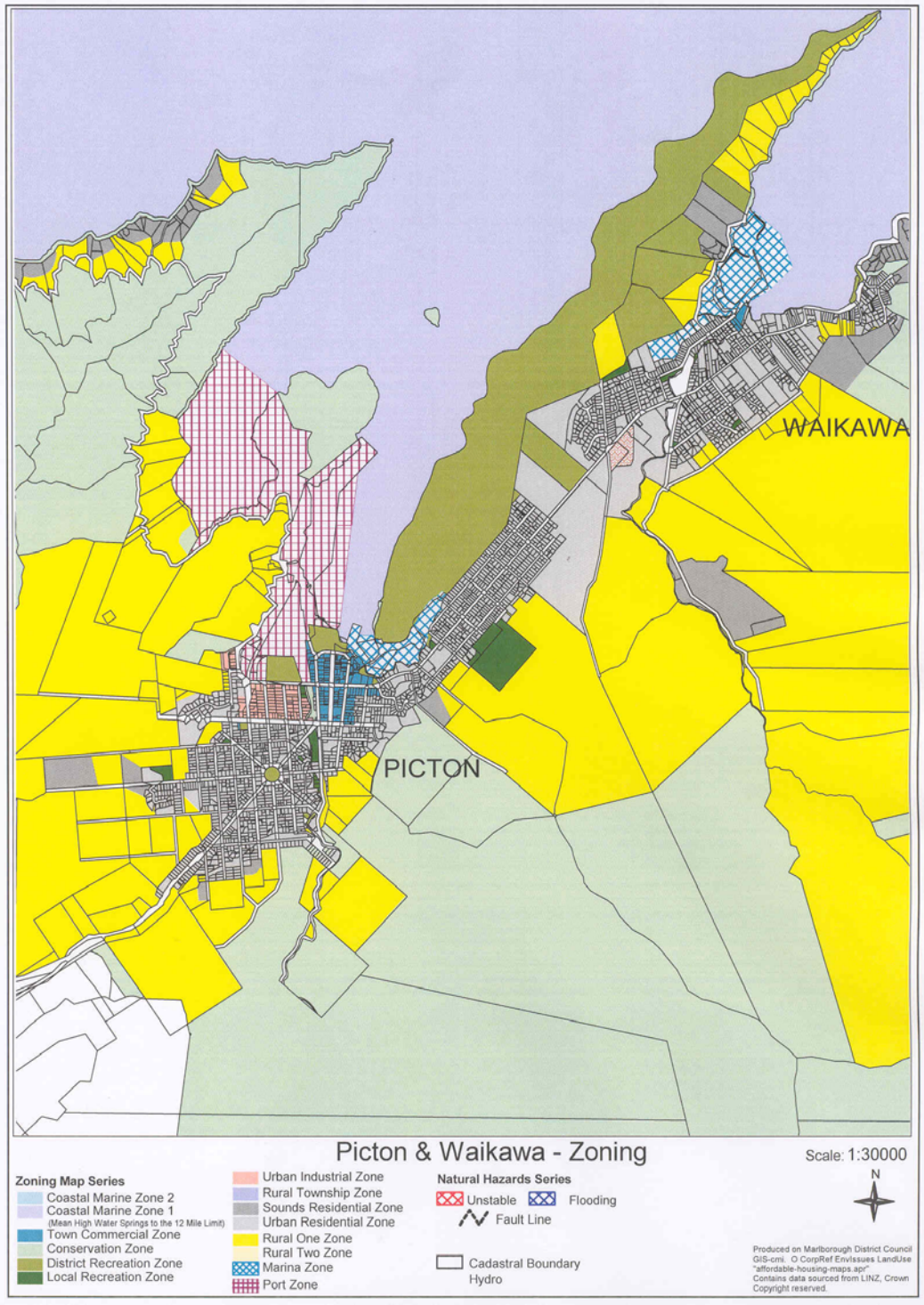


Figure 6.3: is a generalised zoning map of Picton based on zoning maps contained in Volume Three of the Marlborough Sounds Resource Management Plan.

The Urban Residential Zone is the only zone where residential uses and buildings can locate as of right in Picton.

Figure 6.3: Picton Residential Zones



6.6 Residential Land Use Zoning Changes

Introduction

This section will consider the amount and location of residential land re-zoning in Marlborough District since the early 1990s. Marlborough District has been divided into three main urban areas;

- Blenheim;
- Renwick; and
- Picton.

Blenheim

The Borough of Blenheim District Scheme controlled residential development in and around Blenheim at the time the Marlborough District Council was formed out of Picton Borough, Marlborough County and Blenheim Borough in 1989.

The Proposed Wairau/Awatere Resource Management Plan, which was publicly notified in November 1997, added a significant amount of land to Blenheim's residential land stock. The additions in the vast majority of cases included rural land on the urban fringe, previously part of Marlborough County, but there was also a small area of previously commercial zoned land in central Blenheim, re-zoned residential.

We estimate that since the early 1990s and specifically at the time of the notification of and submissions on the Proposed Wairau/Awatere Resource Management Plan (1997-1998) about 150 hectares of land has been re-zoned urban residential around Blenheim. Approximately 35% of the land re-zoned has been in the northwest in the Springlands and Yelverton areas, 35% in the southwest in the Burleigh and Solar Heights areas, 26% in the east in the St Andrews, Redwood and Witherlea areas and the balance in the northeast to the north of Old Renwick Road.

Table 6.4 presents a schedule of the residential zoning changes that have occurred in and around Blenheim since the early 1990s.

Table 6.4: Blenheim Residential Land Additions

Area and Block	Land Area (ha)	Date	Previously
Northwest			
Adams Livingstone Place, Roseneath Lane, Murphys Rd, Cherrywood park, Colemans Rd & Fulton Street	18.0	Nov 97	Marlborough County Council Rural Zone
Old Renwick Rd/Murphys Rd/Colemans Rd	24.8	Oct 98	Marlborough County Council Rural Zone
Rose Street	3.0	Nov 97	Marlborough County Council Rural Zone
Purkiss/Bray St and Springswood Grove	6.1	Nov 97	Marlborough County Council Rural Zone
Northwest total	51.9		
Northeast			
Old Renwick Rd/Waipuna St	7.0	Nov 97	Marlborough County Council Residential Zone
Northeast total	7.0		
East			
Stephenson St/Stuart St/Glover Cres/Logan Place	16.4	Oct 98	Marlborough County Council Rural Zone
Muller Rd/Redwood Street/Alabama Road	17.1	Oct 98	Marlborough County Council Rural Zone
Redwood Street/Wither Road	5.4	Nov 97	Marlborough County Council Rural Zone
East total	38.9		
Southwest			
New Renwick Rd /Battys Rd/Richardson Ave	8.9	Nov 97	Marlborough County Council Residential Zone
Taylor Pass Road/Wither Road	42.9	Nov 97	Blenheim Borough Council Rural Zone (deferred residential)
Southwest total	51.8		
Blenheim Total	***149.6***		

Source: DTZ Research

Northwest

A block of approximately 42.8 hectares bounded by Old Renwick Road to the north and Fulton Street and Cherrywood Park to the south was rezoned residential in 1997 and 1998 (Sheet 1). 18.09 hectares was rezoned at the time the Proposed Wairau/Awatere Plan was notified in November 1997 and 24.8 hectares as a result of submissions on the notified plan in October 1998. The entire block had previously been zoned rural under the Marlborough County District Scheme.

A much smaller block of approximately 3.0 hectares off Rose Street was rezoned residential in November 1997 at the time the Proposed Wairau/Awatere Plan was notified in November 1997 (Sheet 1).

This block too had previously been zoned rural under the Marlborough County District Scheme.

A block of approximately 6.17 hectares bounded by Purkiss Street to the east and bisected by Bray Street and Springswood Grove was rezoned residential in November 1997 at the time the Proposed Wairau/Awatere Plan was notified. This block had previously been zoned rural under the Marlborough County District Scheme.

Northeast

A triangular area of approximately 7.03 hectares bounded by Old Renwick Road to the south and bisected by Waipuna Street became part of the Blenheim urban area residential land supply at the time the Proposed Wairau/Awatere Plan was notified in November 1997 (Sheet 2). This block had previously been zoned residential under the Marlborough County District Scheme and was already predominantly residential in terms of land use.

East

A block of approximately 16.4 hectares to the south of the Main North railway line, to the southeast of where Stephenson Street meets Stuart Street and directly to the east of Glover Crescent and Logan Place was zoned residential as a result of submissions on the notified plan in October 1998 (Sheets 6 and 8). This block had previously been zoned rural under the Marlborough County District Scheme.

A block of approximately 17.13 hectares to the south of Muller Road, the east of Redwood Street and North of Alabama Road was zoned residential as a result of submissions on the notified plan in October 1998 (Sheet 8). This block had previously been zoned rural under the Marlborough County District Scheme.

An almost triangular block of approximately 5.44 hectares to the east of Redwood Street and south of Wither Road was rezoned residential at the time the Proposed Wairau/Awatere Plan was notified in November 1997 (Sheet 10). This block had previously been zoned rural under the Marlborough County District Scheme.

Southwest

An area of approximately 8.9 hectares off New Renwick Rd, Battys Road and Richardson Ave became part of the Blenheim urban area residential land supply at the time the Proposed Wairau/Awatere Plan was notified in November 1997 (Sheet 7). This block had previously been zoned residential under the Marlborough County District Scheme and was already largely residential in terms of land use.

An area of some 43.8 hectares off Taylor Pass Road and to the south of Wither Road became residentially zoned at the time the Proposed Wairau/Awatere Plan was notified in November 1997. This area had previously been zoned rural (future residential) under the Borough of Blenheim District Scheme.

Renwick

The County of Marlborough – Marlborough Division District Scheme controlled residential development in and around Renwick, at the time the Marlborough District Council was formed out of Picton Borough, Marlborough County and Blenheim Borough in 1989.

We estimate that since the early 1990s and specifically at the time of the notification of and submissions on the Proposed Wairau/Awatere Resource Management Plan (1997-1998) about 25 hectares of land has been re-zoned urban residential around Renwick. Approximately 88% of the land re-zoned has been on the western fringe of town. We have noted previously that Renwick's urban footprint is confined to the south and east by SH63 and SH6 respectively and by a range of natural hazards to the north, east and south.

Table 6.5 presents a schedule of the residential zoning changes that have occurred in and around Blenheim since the early 1990s.

Table 6.5: Renwick Township Residential Land Additions

Area and Block	Land Area (ha)	Date	Previously
West			
A block to the west of Boyce Street and north of Anglesea Street	11.8	Nov 97	Marlborough County Council Rural A Zone
A triangular block to the south of Anglesea Street and to the north of SH63.	6.1	Nov 97	Marlborough County Council Rural A Zone
A triangular block to east of Boyce Street and south of SH6.	4.3	Nov 97	Marlborough County Council Rural A Zone
Southeast			
A block to the north of SH 63, to the east of Bryden Street and south of Rouse Hill Street	3.0	Nov 97	Marlborough County Council Rural A Zone
Renwick Total	***25.2***		

Source: DTZ Research

Picton

The Picton Borough District Planning Scheme controlled residential development in and around Picton at the time the Marlborough District Council was formed out of Picton Borough, Marlborough County and Blenheim Borough in 1989.

A very small number of blocks were rezoned Urban Residential Zone at the time the Marlborough Sounds Resource Management Plan was notified in July 1995 and as a result of the submission process following. Table 6.6 presents a schedule of the individual blocks rezoned Urban Residential under the Marlborough Sounds Resource Management Plan.

Table 6.6: Picton Township Residential Land Additions

Area and Block	Land Area (ha)	Date	Previously
Waikawa			
A block on the cnr of Lincoln Street and Seymour Road .	0.2	1995/1996	Previously Picton Borough Council Rural Zone
A block off Collins Place.	0.5	1995/1996	Previously Picton Borough Council Rural Zone
A block off Ranui street	4.5	1995/1996	Previously Picton Borough Council Rural Zone
A block of Amelia Cres	1.4	1995/1996	Previously Picton Borough Council Rural Zone
Total	***6.6***		

Source: DTZ Research

Approximately 6.5 hectares of land, all in Waikawa, was rezoned Urban Residential at the time the Marlborough Sounds Resource Management Plan was notified in July 1995 and as a result of the submission process following. In addition several blocks, which under the Transitional Plan had been zoned Residential S (Residential Special being a low density residential zone with stability issues), together comprising about 22 hectares became Urban Residential. Also, several blocks (6 hectares in total), which under the Transitional Plan had been zoned Residential S, became Sounds Residential under the new Plan. At the same time, however, a significant amount of land, which had been previously zoned Residential S (we estimate 25/35 hectares) was rezoned Rural 1 – reflecting a range of slope instability issues etc tied to that land. Finally, 31 hectares of land previously zoned Rural under the Transitional Plan was rezoned Sounds Residential.

6.7 Sub-Division and Dwelling Consent Activity

Introduction

This section will analyse subdivision consent activity in Blenheim and Renwick since 1999 and dwelling consent activity for Marlborough District and Blenheim since 1990. It will:

- Look at the level and spatial distribution of subdivision and dwelling consent activity;
- The average value of dwellings associated with dwelling consent activity;
- The average size of dwellings associated with dwelling consent activity; and
- Compare the timing of subdivision consent activity and dwelling consent activity for Blenheim.

Subdivision Consents

This sub-section and the following five sub-sections have been largely sourced from Davie Lovell-Smith (2005).

Table 6.7: present the number of lots created annually by subdivision in Blenheim and Renwick since 1999.

Table 6.7: Blenheim and Renwick Subdivision – Lots Created

Year	Blenheim	Renwick
1999	183	4
2000	120	0
2001	131	0
2002	127	2
2003	328	14
2004	373	35
Average per annum	210	9
Total	1,262	55

Source: Davie Lovell-Smith (2005)

In Blenheim since 1999, an average of 210 lots per annum have been created by subdivision activity and in Renwick an average of 9 lots per annum. Renwick up until very recently has been limited by the lack of a reticulated sewerage system.

Dwelling Consents

Four aspects of dwelling consent activity will be considered:

- Number of dwelling consents in seven defined sub-areas of Marlborough District;
- Number of dwelling consents by area unit within Blenheim Town;
- Average floor area of new residential dwellings; and
- Average value of consents for new residential dwellings.

Table 6.8: presents for Blenheim and the major townships and localities in the Marlborough District dwelling consent activity over the August 1991 to July 2005 period at two yearly rests. Note this data captures both urban and rural residential dwelling consents.

Table 6.8: Marlborough District Dwelling Consents

Locality	Aug 91 to July 93	Aug 93 to July 95	Aug 95 to July 97	Aug 97 to July 99	Aug 99 to July 01	Aug 01 to July 03	Aug 03 to July 05
Blenheim[24]	268	437	312	237	206	239	290
Blenheim Fringe[25]	40	30	62	54	54	54	160
Wairau	64	70	70	76	95	128	163
Renwick	35	39	30	12	10	15	16
Picton[26]	116	69	73	77	59	71	100
Sounds[27]	103	105	93	92	114	146	141
Other[28]	31	23	19	17	18	18	34
Total	657	773	659	565	556	671	904

Source: Statistics NZ and DTZ Research

Over the fourteen year period to July 2005 4,785 dwelling consents in total or 342 per annum were issued in the Marlborough District. Consent activity was strong during the early to mid 1990s, fell away over the latter part of the decade and has picked up again during the early years of the century, being particularly strong over the most recent two years to July 2005 when 904 consents were issued.

[24] Springlands, Mayfield, Blenheim Central, Whitney, Redwoodtown and Witherlea area units.
[25] Blenheim Fringe including Omaka and Spring Creek-Riverlands area units.
[26] Picton and Waikawa area units.
[27] Marlborough Sounds terrestrial area unit.
[28] Havelock, Woodbourne, Marlborough Sounds Coastal Marine, Severn, Ward and Seddon area units.

In terms of location Blenheim has dominated consent activity accounting for just over 41% of all consents issued over the period. During the mid 1990s Blenheim accounted for just over half of all consents issued but over the last four years its share has dropped to about 33%. The Blenheim Fringe (the area immediately adjacent to Blenheim) and the Wairau Valley each accounted for about 10% of all consents issued annually during the 1990s. Since the turn of the century, as demand for rural residential living has increased and the requisite zoning put in place, the Wairau Valley in particular has seen its share of dwelling consent increase significantly. Over the six years since August 1999, the Wairau Valley's share of total consents has averaged slightly less than 18%.

The Blenheim Fringe's share has increased too, but more recently, to 18% of all consent activity over the most recent two year period, as land on Blenheim's north-western and eastern fringe's has been subdivided and developed following rezoning during the late 1990s. The decline in Blenheim's share of consent activity noted above is probably therefore exaggerated given this activity on previously rural land.

Renwick, which accounted for about 5% of consent activity annually during the 1990s, has more recently seen its share decline to less than 2%. Table 6.8 underestimates the level of consent activity in Renwick over recent years as a proportion of it has taken place outside of the Renwick area unit, which Table 6.8 doesn't capture. Using Davie Lovell-Smith (2005, p. 8) data we estimate that Renwick's share of consents been closer to 3.5% over recent years.

Picton's share of consents has consistently averaged just over 10% per annum since the early 1990s – Waikawa accounting for 60% of that activity and Picton Town proper the balance. Consent activity in the Marlborough Sound's increased significantly during the early years of the century to about 20%, up from 15% through the 1990s, although the two year period to July 2005 has seen its share fall-back to the longer term average.

Table 6.9 presents for Blenheim, broken down by area unit, dwelling consent activity over the August 1991 to July 2005 period, again at two yearly rests.

Table 6.9: Blenheim Dwelling Consents

Area Unit	Aug 91 to July 93	Aug 93 to July 95	Aug 95 to July 97	Aug 97 to July 99	Aug 99 to July 01	Aug 01 to July 03	Aug 03 to July 05
Springlands	41	55	28	37	31	43	43
Mayfield	24	23	15	23	17	21	18
Central	29	49	35	27	19	13	26
Whitney	38	45	36	23	37	38	42
Redwoodtown	86	148	67	58	31	42	60
Witherlea	50	117	131	69	71	82	101
Total	268	437	312	237	206	239	290

Source: Statistics NZ and DTZ Research

Dwelling consent activity has occurred at reasonable levels across all area units in Blenheim over the period since the early 1990s. In an overall sense Redwoodtown and more recently Witherlea have been the key areas of activity accounting for 25% and 31% respectively of consents issued.

Davie Lovell-Smith's (2005) analysis of building consents issued for Blenheim (using a slightly different geographical area) over the 1999 to 2004 period showed that infill development[29] accounted for slightly less than 80% of consents and development on greenfields[30] for the balance. Davie Lovell-Smith proposed that the proportion of infill development was high during the 1999 to 2003 period, because such properties were already serviced, coupled with a lack of serviced greenfield sites. 2004 saw this pattern reverse with only 34% of consents associated with infill sites. However, subdivision figures for 2004, analysed by Davie Lovell-Smith (see following page), indicate a still strong demand for infill sites with 68% of the 373 new lots created within Blenheim during 2004 being infill and only 325 greenfield.

The trend in the number and location of residential dwelling consents has been considered above. This subsection will conclude by looking at the trend in average dwelling size and average dwelling value revealed in the consent data. Table 6.10 presents for Marlborough District on an annual basis since 1991, the number of dwelling consents issued, the average size of dwellings associated with those consents and the average value of those consents.

[29] Infill development defined as development that involves redevelopment of existing residential areas, being intensification by multi-unit development or additional dwellings on already developed sites.
[30] Greenfield development as development on the urban fringe.

Table 6.10: Marlborough District Dwelling Consents – Average dwelling size and value

December Years	Number of New Dwelling Consents	Average Value of New Dwelling Consents ($)	Average Floor Area (Sqm)
1991	288	$88,420	138
1992	321	$89,901	136
1993	352	$93,811	133
1994	384	$102,269	149
1995	399	$100,396	143
1996	303	$111,419	161
1997	342	$115,362	162
1998	246	$118,961	159
1999	281	$129,797	178
2000	306	$136,672	181
2001	257	$143,383	191
2002	327	$160,107	198
2003	419	$176,054	202
2004	440	$190,013	196

Source: Statistics New Zealand and DTZ Research

Both the average value of dwelling consents and the average dwelling floor area has increased significantly in Marlborough District over the last fourteen years. The average dwelling value has increased over the period by slightly more a factor of 2 going from $88,420 in 1991 to $190,013 in 2004. The rate of increase has been particularly strong over the last four years. The average size of dwellings constructed over the period has also increased very significantly, albeit, not to the extent by which average dwelling values have increased. The average dwelling size has increased by 42% or from 138 square metres to 196 square metres.

Table 6.11 compares average dwelling value associated with new consents across Marlborough District.

Table 6.11: Marlborough District Dwelling Consents – Average value

December Years	Blenheim	Blenheim Fringe	Wairau	Renwick	Picton	Sounds
1991	$89,952	$105,529	$116,418	$67,965	$70,167	$83,314
1992	$87,875	$111,760	$82,685	$86,909	$91,494	$92,767
1993	$90,044	$98,528	$111,199	$95,473	$104,697	$77,943
1994	$101,810	$110,881	$117,656	$91,164	$99,980	$97,671
1995	$95,489	$114,280	$114,567	$98,704	$106,577	$96,491
1996	$103,740	$138,163	$136,346	$103,212	$112,115	$103,999
1997	$104,359	$140,730	$154,249	$101,849	$107,611	$111,125
1998	$114,332	$119,263	$159,923	$131,667	$99,653	$115,350
1999	$106,554	$168,085	$165,802	$140,889	$130,701	$130,643
2000	$124,676	$164,695	$149,426	$113,250	$156,682	$131,213
2001	$129,019	$159,007	$222,324	$94,833	$124,736	$125,538
2002	$136,544	$180,843	$217,562	$148,800	$133,927	$154,565
2003	$155,038	$211,230	$239,103	$117,075	$151,941	$160,144
2004	$171,127	$191,243	$258,026	$158,450	$184,557	$148,001
91/04 % change	90.2%	81.2%	121.6%	133.1%	163.0%	77.6%

Source: Statistics New Zealand

The pattern of average consent value change across Marlborough District is variable reflecting a combination of factors including the small number of consents in some of the areas and differences in dwelling size. A more objective view of consent value trends over time can be obtained by considering average consent values per square metre of dwelling. Table 6.12 presents a comparison, of average consent values per square metre.

Table 6.12: Marlborough District Dwelling Consents – Average value per square metre

	Blenheim	Blenheim Fringe	Wairau	Renwick	Picton	Sounds
1991	$640	$601	$588	$592	$705	$688
1992	$610	$616	$612	$625	$848	$730
1993	$656	$594	$781	$619	$854	$691
1994	$715	$655	$632	$688	$613	$677
1995	$716	$645	$637	$679	$754	$709
1996	$683	$700	$705	$655	$740	$680
1997	$671	$719	$744	$724	$708	$812
1998	$736	$602	$812	$671	$718	$878
1999	$690	$692	$786	$679	$731	$768
2000	$718	$720	$834	$684	$760	$777
2001	$690	$725	$837	$647	$753	$797
2002	$740	$799	$860	$740	$760	$875
2003	$818	$909	$933	$782	$833	$908
2004	$911	$891	$1,072	$860	$1,164	$864
91/04 % change	42.4%	48.3%	82.3%	45.2%	65.1%	25.5%

Source: Statistics New Zealand

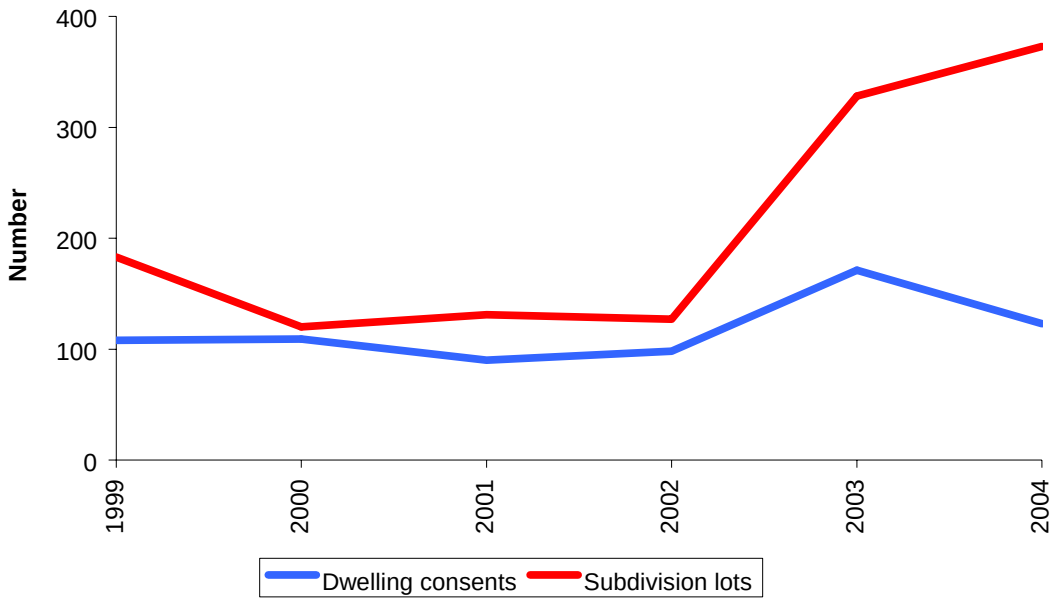
A couple of comments can be made. Firstly, and as would be expected given the increase in average floor size over the period indicated in Table 6.10 the average per square metre growth in consent values is nowhere near as great as the absolute increase in consent values. The increase in per square metre consent values was greatest for Wairau (82%) followed by Picton (65%) and Blenheim Fringe (48%). Secondly, once size is factored out of the equation the difference between each of the areas is much less too.

Subdivision and Dwelling Consent Activity Compared

Davie Lovell-Smith (2005, p.16) note that while land development is assumed to be a single step it in fact involves, two separate processes of subdivision and building, which can occur some years apart. They go onto to say that there tends to be a lag between subdivision consents being granted and the subdivision being completed - in some instances it will take many years for a subdivision to be completed with all lots sold and built on.

Figure 6.4 compares subdivision lots and building consent activity in Blenheim over the 1999-2004 period.

Figure 6.4: Blenheim Dwelling Consents and Subdivision Lots



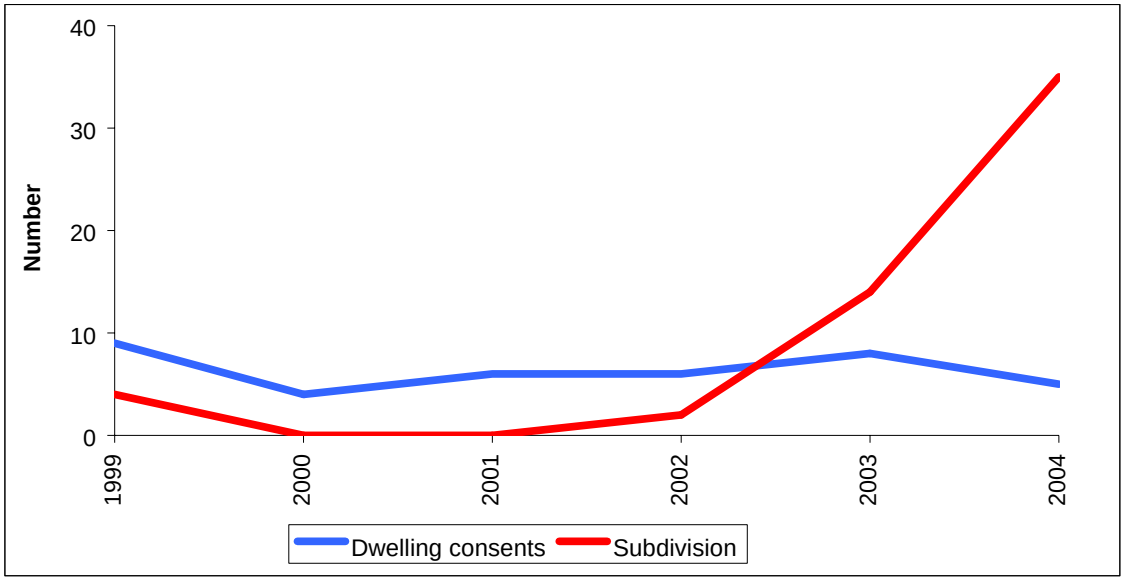
Source Davie Lovell-Smith (2005)

Subdivision activity in Blenheim has been well ahead of building consent activity particularly over the 2003 to 2004 period.

Davie Lovell-Smith (2005, p.7) suggest that the level of subdivision activity that has occurred in Blenheim over the last six years, which we anecdotally understand is well ahead of the levels prevailing during most of the 1990s, is not necessarily indicative of an ongoing jump in subdivision activity. Davie Lovell-Smith argue that with the changes to territorial authority boundaries following local government reorganisation and with preparation of resource management plan for the Blenheim and Renwick areas, a significant increase in Residential and Rural-Residential zoning has occurred[31]. In their view the additional areas zoned Residential in the northwest, northeast, southwest and east of Blenheim and the subsequent subdivision represents to some extent a "catch-up" with in their opinion, supply now more closely meeting a previously unsatisfied demand for new housing.

Figure 6.5 compares subdivision lots and building consent activity in Renwick over the 1999-2004 period.

Figure 6.5: Renwick Dwelling Consents and Subdivision Lots



A similar pattern of significant increase in subdivision activity over the 2003 to 2004 period is evident for Renwick.

[31] The previous section, where it was shown about 150 hectares of land has been rezoned urban residential on the fringe of Blenheim since the late 1990s and 25 in Renwick over the same period confirms this view.

6.8 Current and Potential Residential Land Supply

Introduction

This section will consider the current supply of vacant residential land in Marlborough District focusing on Blenheim and the possible options in terms of future residential land. This section has been largely sourced from Davie Lovell-Smith (2005, pgs 11-21). Specifically, it will:

- Detail the amount and location of residentially zoned land currently available for development;
- Review take-up estimates for existing residentially zoned land;
- Note the constraints on the take-up of that land; and
- Consider possible options in terms of future residential land supply in Blenheim encompassing both greenfield areas and the potential of intensification.

Current Residential Land Supply

Greenfields

Estimates of land and potential residential sections (greenfields) within existing Residential zones in Blenheim was prepared by the Marlborough District Council for the initial Davie Lovell-Smith report in March 2004. Table 6.11 presents the data presented by Davie Lovell-Smith in their updated report of March 2005.

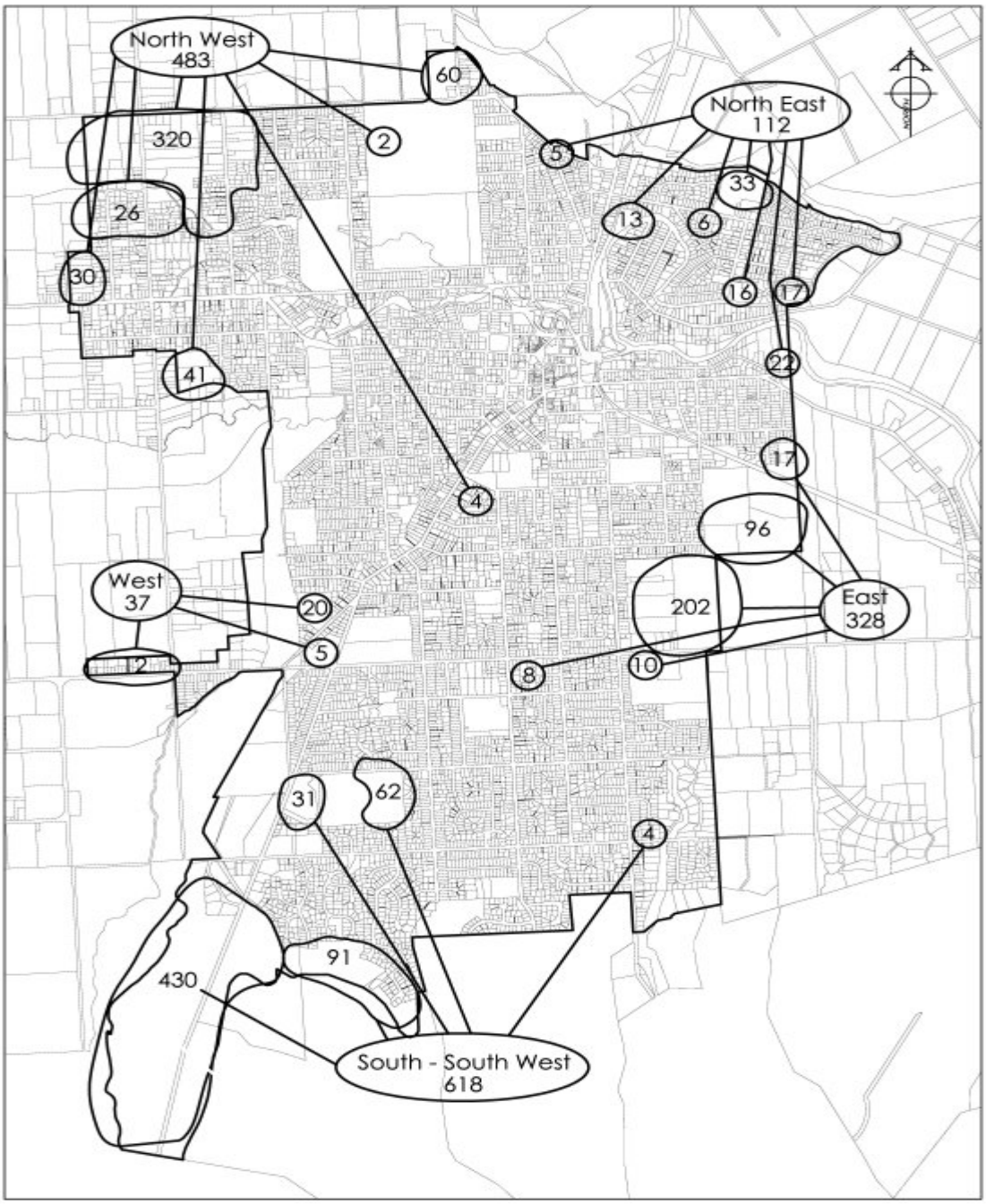
Table 6.11: Potential Residential Sections in Blenheim – end of 2004

Sector of Blenheim Urban Area	Potential Sections 2003	Uptake 2004
Northwest	483	19
Northeast	112	0
East	328	57
South-Southwest	618	27
West	37	3
Net Total	1,578	
Less uptake by houses 2004		106
Total Vacant Lots Begin 2005		***1,472***

Source: Davie Lovell-Smith 2005

Figure 6.6 illustrates the location of potential existing lots on already zoned residential land as at the end of 2003. The Marlborough District Council estimates provided to Davie Lovell-Smith were made on the basis of the lots averaging 600-700 square metres.

Figure 6.6: Potential Residential Lots Existing Zoning - 2003



Source: Davie Lovell-Smith 2005

As at the end of 2004 Blenheim's already zoned residential section capacity was approximately 1,472 lots with the vast majority of that in those areas rezoned over 1997/1998 when the PWARMP was notified. Of this total approximately 40% is located in the south-southwest sector for the most part off Taylor Pass Road, 31% in the northwest focused on Murphys and Colemans Roads and 18% in the east. The 10% balance is spread between the north east (7.6%) and west (2.3%).

Davie Lovell-Smith note in their report's that Renwick, once it is connected to the Blenheim reticulated sewerage system, scheduled for late 2006, has considerable potential for growth. Opus International undertook a study for the Marlborough District Council in 2002 entitled 'Renwick Population Projections' and estimated at that time that there were 71 vacant sections and 366 potential sections creating a total of 437 potential new sections with dwellings. Since the report was completed approximately 51 houses have been built in Renwick over 2002-2004 effectively reducing the available new lots to 386.

Davie Lovell-Smith assumed with respect to Renwick, that due to close proximity and easy access to Blenheim, at least part of Renwick's future potential would meet the demand for residential growth in Blenheim. They assumed that at least 40% of Renwick's development potential to meet Blenheim's needs.

Infill

The Davie Lovell-Smith (2005, pg. 13) report notes that the PWARMP encourages higher residential development with the Urban Residential 1 Zone and promotes infill 'where an adverse effect on amenity values can be avoided'.

According to Davie Lovell-Smith there is potential for further infill and renewal within existing residential areas, however, note that estimating the potential for infill development with any accuracy is particularly difficult, as it is very reliant on aspirations of current owners and occupiers, the size and shape of the existing section and the placement of the existing house on the section. They note that to date infill development in Blenheim appears to be a mixture of multi-unit development and single house on the surplus area of existing residential properties.

For the purposes of their analysis (estimating future residential land capacity) Davie Lovell-Smith assumed that the existing established residential areas within Blenheim would have sufficient capacity to provide for infill development at a similar or slightly lesser rate to that which has occurred in the previous six years (i.e. 68% of all consents to about 45%). Davie Lovell-Smith expected this intensification to occur in both the central area and Urban Residential 1 zone surrounding the central area and in the more established Urban Residential 2 zone areas where spacious sections and lower value houses can occur.

Take Up of Existing Residentially Zoned Land

One of the key outputs of the work undertaken by Davie Lovell-Smith (2004,2005) was a range of greenfield residential land up-take scenarios. They have generated a range of greenfield land up-take scenarios dependent upon a range of assumptions around the composition and rate of take-up.

As already noted only 22% of residential development over the 1999 to 2003 period occurred on greenfield land. This changed dramatically in 2004 with greenfield housing accounting for 66% of all development. Davie Lovell-Smith argue that the majority of new houses going forward will be in greenfield areas now that the rate of greenfield subdivision has increased spurred on by a buoyant property market. Their core scenario assumes that the proportion of residential development in Blenheim on greenfield sites will increase from an average of 32% over the 1999 to 2004 period to about 55%. They further assume that residential development going forward will occur at the same rate as over the 1999 to 2004 period. A second scenario also adopts a 55% greenfield housing share but assumes a lower total number of houses per year. A third scenario assumes that the greenfield land share remains 32% rather than increases to 55%. Table 6.12 presents Davie Lovell-Smith's three greenfields residential land uptake scenarios.

Table 6.12: Greenfield Residential Land Take-Up - Blenheim

Scenario	Houses	Take-up 1,325 lots
Scenario 1: 55% greenfields, 1999-2004 development average	80	17 years
Scenario 2: 55% greenfields, lower development average	63	21 years
Scenario 3: 32% greenfields, 1999-2004 development average	*47*	*29 years*

Source: Davie Lovell-Smith 2005

Scenario 1 based on 1,325 lots at the end of 2004 gives 17 years supply, Scenario 2 21 years and Scenario 3 29 years. If, however, it is assumed that a portion of Renwick's greenfield land bank will meet Blenheim demand the take-up of Blenheim greenfield land would take slightly longer than suggested by Table 6.12.

Table 6.12 assumes a certain level (45%) of housing demand going forward in Blenheim will be meet by infill. Clearly the validity of this assumption, either over or under, will have significant implications for the rate of greenfield land take-up.

Constraints on the Take Up of Existing Residential Land

The analysis undertaken by Davie Lovell-Smith and presented in Table 6.12 assumes that there are no impediments to prevent the regular and timely take up of Residentially zoned land. In reality, however, there are a variety of factors that have and will impact on the rate at which Residentially zoned land is developed. These are:

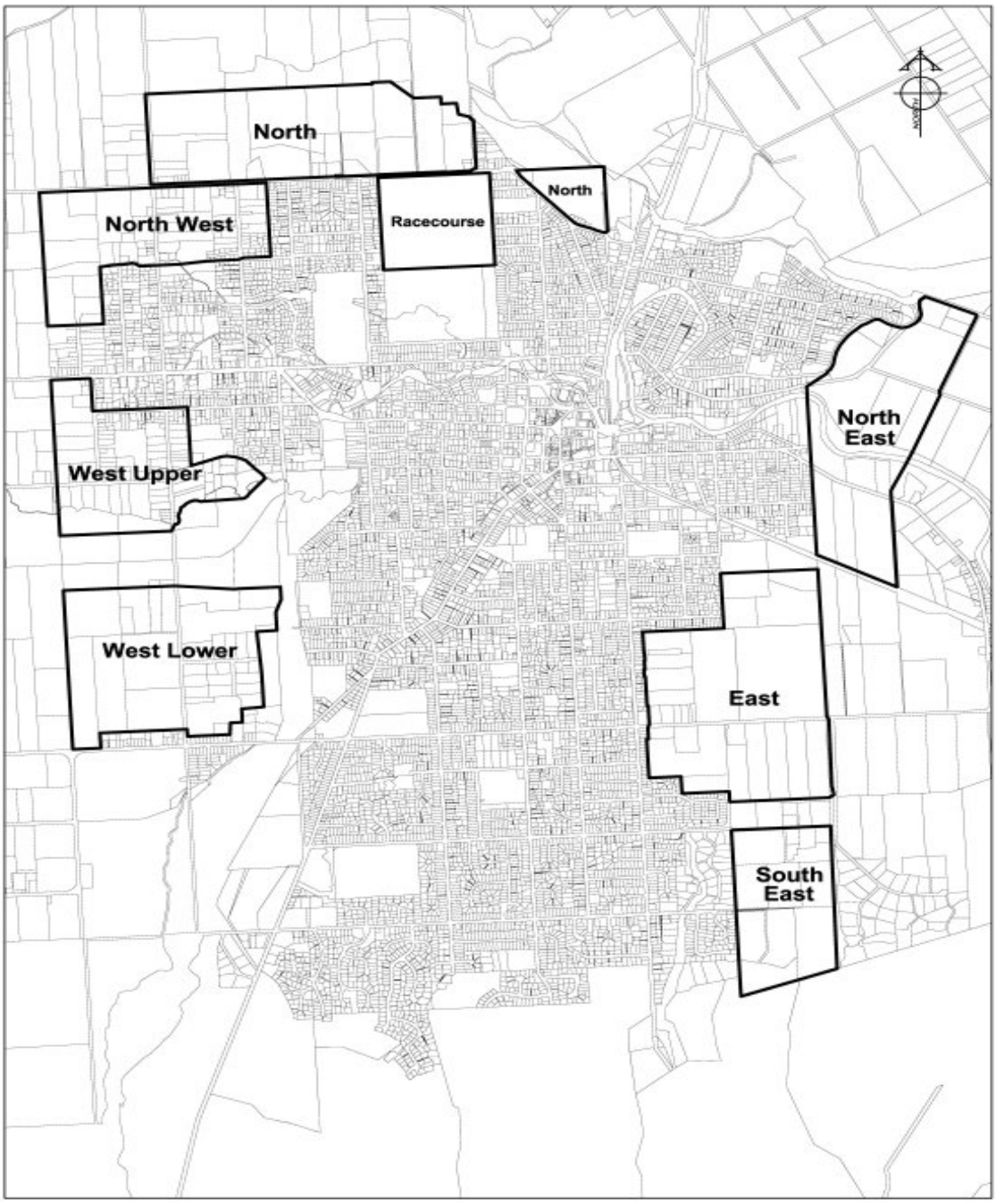
- Ownership – need for willing owner-developer;
- Natural hazards – some land within residential land bank is low lying and/or subject to ponding or inundation. The main areas that have these constraints are in the east and west;
- Contamination – there are areas within the land bank (particularly in the east and west) which have previously been occupied by orchards and glasshouses with associated chemical use resulting in chemical residue in the soils; and
- Market forces; and alternative uses of land – rate of growth assumed could slow or quicken.

Residential Growth Options

Davie Lovell-Smith's 2005 report identified land on the fringe of the current urban area of Blenheim as providing the most logical potential source of land for residential growth beyond the existing land bank. The only exception to this is the area to the south contained within the Wither Hill Farm Park, which has a legal status which prevents its use for residential purposes.

Figure 6.7 shows the nine possible areas within and on the periphery of Blenheim identified by Davie Lovell-Smith in their 2005 report.

Figure 6.7: Blenheim Possible Growth Areas



Source Davie Lovell-Smith (2005)

Davie Lovell-Smith (2005, p.18) with regard to possible areas for development make the following key points:

- Land on the fringe of the current urban area of Blenheim provides the most logical potential source of land for residential growth – the exception to this being the areas to the south encompassed within the Wither Hill Farm;
- Renwick in terms of additional greenfield land is limited by the presence of state highways on three sides, proximity of high class soils and natural hazards;
- Woodbourne has limited potential for conventional residential due to its proximity to the air force base; and
- There is a need to evaluate the various potential residential growth areas across a range of criteria.

They go onto note that the criteria in the PWARMP in terms of residential areas highlights the tension between urban use and actual or potential rural productive use on the periphery of Blenheim. And, any extension of residential areas (except for the Racecourse) as suggested in Figure 6.7 will bring this tension to the fore.

6.9 Summary

- Density restrictions operate in Blenheim (especially outer residential areas) that may limit infill housing development (e.g. avoiding an adverse effect on amenity values, preserving residential character, local landscape quality, privacy, landscape views), so restricting supply of new affordable housing.
- However, Marlborough District would in terms of planning objectives and residential rules, appear not to be markedly more restrictive than many other New Zealand local territorial authorities.
- Expansion around Blenheim and Renwick is constrained by a number of factors including a desire not to encroach on high-class productive land and various natural hazards.
- Subdivision activity has been high in Blenheim over 2003-04, which is positive for provision of new housing. New dwelling consents in Blenheim and Blenheim Fringe have also been high in recent years. Much of this activity has been infill - so possibly the restrictions (noted above) are not overly binding. Whether they will be more binding in future is a moot point.
- The lack of sewerage reticulation has held back development in Renwick, but a new facility is now permitting greater subdivision activity there which may flow through to increased consent activity (noting that there is frequently a sizeable delay between subdivision consents being granted and new housing coming on-stream).
- As across New Zealand as a whole, new houses in Marlborough have increased dramatically in size between 1991 and 2004. Accordingly, average values of new consented dwellings have increased sharply. These developments run counter to the conditions that would lead to greater supply of affordable housing.

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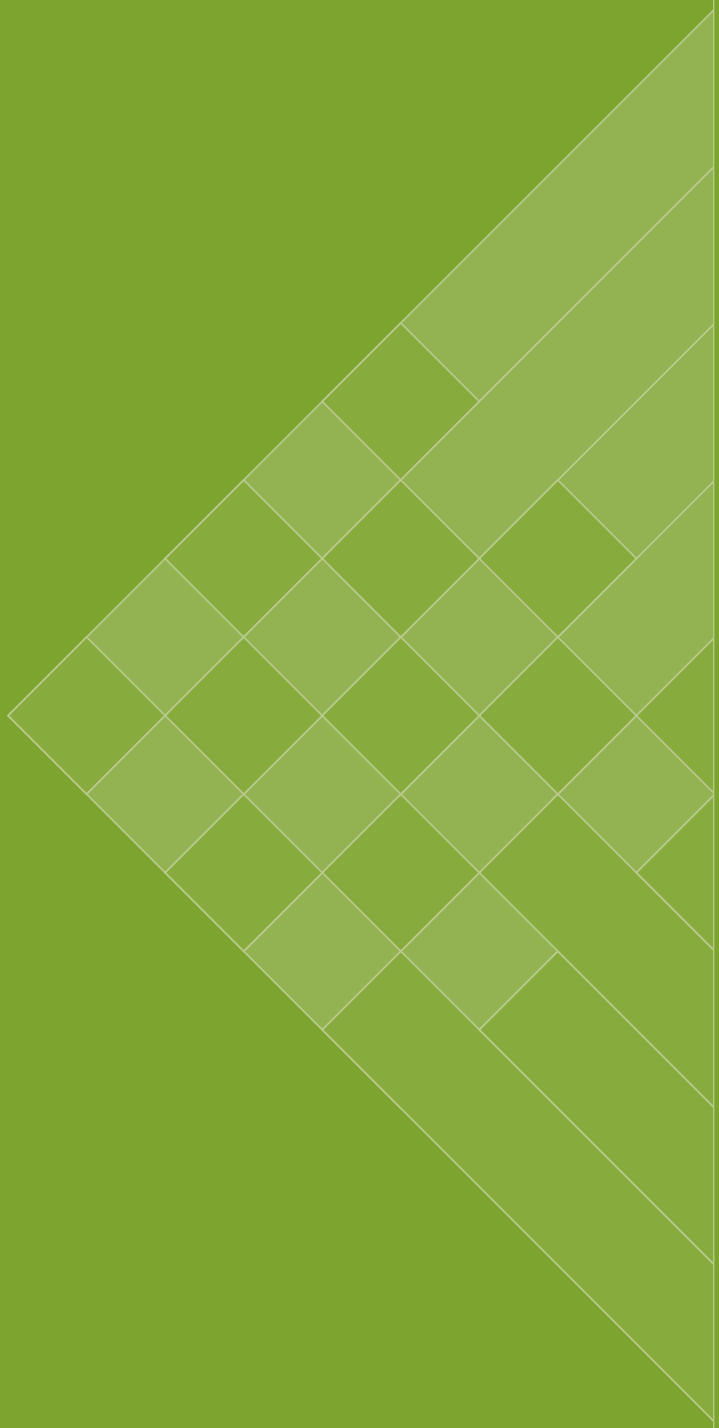

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