

## Notice of the Ordinary meeting of

# Joint Committee of Tasman District and Nelson City Councils Agenda | Rārangi take



Date:	9 December 2025
Time:	9:30 AM
Location:	Council Chamber, Floor 2A, Civic House, 110 Trafalgar Street, Nelson

**Chairperson** His Worship the Mayor of Nelson Hon Dr Nick Smith

**Alternating** His Worship the Mayor of Tasman Tim King

### Members

#### Nelson City Council:

DM Pete Rainey  
Cr Matty Anderson  
Cr Lisa Austin  
Cr Trudie Brand  
Cr Mel Courtney  
Cr James Hodgson  
Cr Sarah Kerby  
Cr Kahu Paki Paki  
Cr Campbell Rollo  
Cr Nigel Skeggs  
Cr Tim Skinner  
Cr Aaron Stallard

#### Tasman District Council:

DM Brent Maru  
Cr Celia Butler  
Cr Jo Ellis  
Cr Kerry Fernyhough  
Cr Mark Greening  
Cr John Gully  
Cr Mark Hume  
Cr Mike Kininmonth  
Cr Kit Maling  
Cr Dean McNamara  
Cr Timo Neubauer  
Cr Paul Morgan  
Cr Trindi Walker  
Cr Dave Woods

**Quorum 14**

At least five must be from each Council

**Nigel Philpott**

**Chief Executive**

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[www.nelson.govt.nz](http://www.nelson.govt.nz)

#### Nelson City Council Disclaimer

Please note that the contents of these Council and Committee agendas have yet to be considered by Council and staff recommendations may be altered or changed by the Council in the process of making the formal Council decision. For enquiries call (03) 5460436.

## **Joint Committee of Tasman District and Nelson City Councils**

This committee is a joint committee of Nelson City and Tasman District Councils, established in accordance with clause 30A, Schedule 7 of the Local Government Act 2002.

### **Areas of Responsibility:**

Matters relating to Statements of Expectation for all jointly owned Council Controlled Organisations (CCOs) and Council Controlled Trading Organisations (CCTOs).

Receipt of six-monthly presentations from Infrastructure Holding Ltd, Port Nelson Limited, Nelson Airport Limited and Tasman Bays Heritage Trust.

Discussion of policies, initiatives or directives stemming from central Government or external agencies, that involve cross-boundary issues.

Implementation of the Nelson Tasman Future Development Strategy.

Joint Transport planning matters referred to the Committee by the Joint Nelson Tasman Regional Transport Committee.

### **Powers to Decide:**

To determine the strategic direction to be given to jointly owned CCOs and CCTOs through Statements of Expectation.

To adopt, approve, review and amend the Nelson Tasman Future Development Strategy and Implementation Plan.

In matters relating to the Nelson Tasman Future Development Strategy, to undertake community engagement, including all steps relating to Special Consultative Procedures or other formal consultation processes.

To decide on any public transport matters referred to the Committee by the Joint Nelson Tasman Regional Transport Committee, excluding budget changes or decisions that would exceed approved budgets within each Council.

To consider and make decisions on recommendations from the Saxton Field Committee regarding changes to the Saxton Field Management Plan in respect of alcohol advertising.

### **Powers to Recommend to Councils:**

All other matters requiring decision will be recommended to Nelson City and Tasman District Council, subject to an equivalent resolution being adopted by the other Council

# Joint Committee of Tasman District and Nelson City Councils

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## Karakia Whakamutanga

## **Procedural Items**

### **1 Apologies**

No apologies have been received at this time.

### **2 Confirmation Of Order Of Business**

### **3 Interests**

Members are reminded of their obligation to declare any conflicts of interest they might have in respect to the items on this agenda.

### **4 Public Forum**

No requests for public forum have been received.

**Joint  
Committee of Tasman  
District and Nelson City  
Councils**

**9 December 2025**

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<b>Report Title:</b>	<b>R25-514 2025 Future Development Strategy Implementation Plan</b>
<b>Report Author:</b>	<b>Bridgette OConnor (Senior Analyst Environmental Management)</b> <b>Jacqui Deans (Urban Growth Co-ordinator)</b>
<b>Report Authoriser:</b>	<b>Mandy Bishop (Head of Regulatory Services)</b>

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**Purpose of Report**

- 1. To provide an update on actions undertaken since the adoption of the Nelson Tasman Future Development Strategy Implementation Plan 2024.
- 2. To adopt the Nelson Tasman Future Development Strategy Implementation Plan 2025.

**Summary**

- 3. The National Policy Statement on Urban Development 2020 (NPS UD) requires the annual review of the Nelson Tasman Future Development Strategy (FDS) Implementation Plan.
- 4. The FDS Implementation Plan 2025 includes updates from Council staff and key external stakeholders about actions that have contributed to the implementation of the FDS 2022-2052 and planning for growth generally.

**Recommendation**

**That the Joint Committee of Tasman District and Nelson City Councils**

- 1. Adopts the Nelson Tasman Future Development Strategy Implementation Plan 2025.**

**Background and Discussion**

- 5. The FDS was adopted by the Nelson Tasman Joint Committee (Joint Committee) on 29 August 2022. The FDS is a high-level strategy that identifies potential housing and business growth areas to meet anticipated demand within the Nelson Tasman urban environment and Tasman’s rural towns over the next 30 years. Future Development Strategy 2022 - 2052 | Tasman District Council

6. The FDS is a requirement under the NPS UD for tier 1 and tier 2 authorities. Nelson and Tasman are designated tier 2 authorities in the NPS UD and share the tier 2 urban environment. The Nelson Tasman urban environment includes the cities and towns of Nelson, Richmond, Motueka, Māpua, Wakefield, Brightwater, Cable Bay, and Hira.
7. The NPS UD states that every tier 1 and tier 2 authority must prepare and implement an implementation plan for its FDS, and the implementation plan must be updated annually. Where Councils share the urban environment, such as Nelson and Tasman, the implementation plan, is prepared jointly. The current FDS Implementation Plan was adopted by the Joint Committee on 19 November 2024.
8. The FDS was prepared in collaboration with Te Tauihu iwi and hapū and includes a statement of iwi and hapū aspirations for urban development. These aspirations will continue to be implemented by both the Councils and various stakeholders through ongoing engagement with iwi and hapū on all relevant projects.
9. The Implementation Plan pulls together the latest public information from both Councils and stakeholders. This includes plans, strategies and processes and clarifies how each support the implementation of the FDS in planning for growth
10. The Implementation Plan outlines how the FDS will continue to be implemented, by whom and timeframes for the actions identified in the plan. Actions have been informed by meetings held with council staff and updates from external key stakeholders, including:
  - a. Ministry of Education
  - b. Ministry of Housing and Urban Development
  - c. Kāinga Ora – Homes and Communities
  - d. Health New Zealand Te Whatu Ora – Nelson Marlborough
  - e. Nelson Bays Primary Health
  - f. New Zealand Transport Agency Waka Kotahi
  - g. Transpower New Zealand
  - h. Network Tasman Limited (now also managing Nelson Electricity's network)
  - i. Nelson Regional Development Agency
  - j. Nelson Regional Sewerage Business Unit
  - k. Nelson Tasman Regional Landfill Business Unit
11. Section 4.0 of the Implementation Plan provides the latest indicative staging of the FDS sites, detailing which sites are now zoned or proposed to be zoned, to provide capacity for the next ten years (2024 to 2034) or in the longer term (2035 to 2054). The boundaries of some of the FDS sites have changed following further evaluation for rezoning in plan changes.

There are also a small number of FDS sites in Tasman that following further evaluation will not be progressed. These are T-148 Murchison (light industrial), T-155 land opposite 702 Mangles Valley Road Murchison (rural residential) and T-157 Rata Avenue (residential) Tapawera. This is due to a range of reasons including changing land ownership preferences, productive value of land being higher than originally thought and orientation of the site. Replacement business sites and rural residential sites have been identified for Murchison, and these are being zoned in plan changes. In Tapawera, undeveloped existing zoned land exists that will provide enough capacity to meet the anticipated demand.

12. The Local Government (Water Services Preliminary Arrangements) Act 2024 became law in September 2024. By September 2025, Councils were required to produce a water service delivery plan either by themselves or jointly with other councils for approval by the Department of Internal Affairs. As part of this plan councils needed to consult on a proposed model for water services which could include the status quo, an in-house business unit, a “water services” council-controlled organisation (CCO) or a joint CCO arrangement.
13. Nelson City Council Water Services Delivery Plan 2024 – 2034 was adopted by Council on 7 August 2025. For community consultation Council staff proposed three options with the recommendation to adopt model A - which is to retain our current delivery model with in-house teams for the majority of the water services and joint governance with Tasman District Council of the Nelson Regional Sewerage Business Unit. Following consultation Council adopted model A as the basis for the Water Services Delivery Plan.
14. Tasman District Council Water Services Delivery Plan 2024-2034 was adopted by Council on 25 September 2025 and it is currently with the DIA for approval. Consultation confirmed that Tasman’s service delivery model would be an in-house water business unit. A reorganisation has taken place establishing an in-house water business unit which will be up and running to meet legislative requirements by 1 July 2027.
15. The future of the Resource Management Act 1991 (RMA) replacement legislation remains in a state of change. The current Government repealed both the Natural and Built Environment Act and Spatial Planning Act of the previous Government. Councils are currently awaiting replacement Bills by the end of 2025 that are expected to be passed into legislation before the next election. The new legislation will among other things inform the future of FDSs. It is expected that FDSs will be replaced by a requirement to prepare a Regional Spatial Plan.

### **Updates to Joint Council initiatives**

16. Annual monitoring of housing and business markets continues to be undertaken jointly by both Councils as required under the NPS UD. The latest annual monitoring report forms part of this Joint Committee agenda.
17. The most recent Housing and Business Assessments (HBAs) were adopted in June 2024 as supplementary information to each Council's Long-Term Plan (LTP). Due to the state of flux with RMA reform, both Councils are currently awaiting direction from Central Government on whether there will be a requirement to prepare an HBA for 2027.
18. Both Councils will be undertaking major reviews of both the Regional Land Transport Plan and Regional Public Transport Plan to accompany LTPs 2027-2037. Following a review of the eBus service this year, a few changes to the timetable will follow. The Regional Public Transport Plan 2027 will consider any future changes to the bus services.
19. The Councils each adopted their Long-Term Plans in June 2024 and are working together on climate change risk, transport, community infrastructure at Saxton Sportsfield and waste management:
20. Work on a joint climate change regional risk assessment is progressing in the short term.
21. The Councils jointly adopted a Regional Land Transport Programme (RLTP) and Regional Public Transport Plan (RPTP) in 2024. The Joint Nelson Tasman Speed Limit Management Plan was adopted in July 2024 and implementation is ongoing.
22. Both Councils are funding a fully accessible playground at Saxton Sportsfield, near the velodrome in the short term.
23. A new Nelson Tasman Waste Minimisation and Management Plan 2025-2031 was adopted this year. Monitoring and reporting will now commence on a quarterly and annual basis.

### **Updates to Nelson City Council initiatives**

24. Nelson City Council went through an expression of interest process late 2024 for three city centre Council-owned sites for their purchase/lease and redevelopment for housing and city centre activation purposes. Negotiations are underway with two respondents for two of the sites whose proposals include affordable and market housing. The Council is currently running a Requests for Proposal process to seek a development partner for a long-term ground lease (for the purpose of housing or city centre activation) for the third site.



25. Investigation is underway to explore a new combined Library, Community Hub and Civic Hub, and future plan for current Civic Centre. Options will be delivered to Council late in 2025, followed by community engagement, with a decision expected late 2025 or early 2026.
26. The partnership with Kāinga Ora to build apartments at 69 to 101 Achillies Ave and 42 Rutherford Street has been discontinued.

### **Environmental Planning**

27. Private Plan Change 28 – Maitahi Bayview was made operative in December 2024, following the Environment Court’s final decision, which included directions to amend the NRMP to implement the final provisions prescribed by the Court. Resource consents were granted through the fast-track process in September 2025.
28. Plan Change 29 – Housing and Hazards, Council approved the plan change in accordance with the recommendations of an independent hearing panel in June 2025. The provisions, which became operative in October 2025, include key changes that will better enable development around the city centre, supporting both housing and economic growth while contributing to city revitalisation. The decision not to approve further intensification is under appeal with mediation commencing 8 December 2025.
29. Plan Change 30 – Airport Runway Extension, Council approved the plan change and notified their decision on 25 January 2025. This decision is subject to appeal; mediation occurred in August and a final report to the Court on the outcome of discussions with the parties is due by 28 November 2025.

### **Infrastructure**

30. Nelson is relocating the Bus Hub to Miller’s Acre, construction began in mid-2025, with the aim to complete the project by the end of 2025.
31. Bridge to Better, which will deliver an improved streetscape and improved underground services to enable additional capacity for 1,000 new dwellings in and around the city centre, completed concept and developed design stages in September 2024. Detailed design and construction are on track for completion in 2027. The water ring main has been brought forward, and construction started in 2025.
32. Due to the reduced funding available to both Councils under the National Land Transport Programme 2024-27, several of the projects identified in the Nelson Future Access Project are subject to funding constraints, including priority lanes on Waimea Road and active transport infrastructure.

## **Updates to Tasman District Council initiatives**

### **Environmental Policy Planning**

33. Since the adoption of the 2024 Implementation Plan, Tasman has adopted the Māpua masterplan. This plan and the "Richmond on the Rise" Spatial plan will be implemented as part of Proposed Tasman Regional Policy Statement Change 1 (TRPS C1) and Tasman Resource Management Plan Change 81 (PC 81). These RMA plan changes are ready for notification subject to Ministerial approval. They propose the rezoning of approximately 60 sites in nine towns in Tasman, most of which are FDS sites. This will provide capacity for just over 4,000 dwellings and 73ha of business land. The sites comprise all the Tasman intensification housing sites in the FDS and some of the greenfield housing sites and business sites.
34. Urban design outcomes for medium density housing in brownfield sites are proposed to be incorporated into the rules in PC 81, via the new medium density residential design matrix. The matrix contains a set of quality urban design solutions which applicants are incentivised to use through the rule framework.
35. Scoping and background work for the Motueka masterplan has been combined with the same exercise currently underway in preparation for a new Regional Spatial Plan. Work has commenced on a natural hazards plan change with issues and options complete this year. Development of the planning options will be guided by the forthcoming national direction on natural hazards.
36. Plan changes made operative since the last Implementation Plan comprise plan change 75 (Brightwater) for FDS site T-005, plan change 76 (Wakefield Development Area), for a large FDS site T-107; Plan change 80 (Motueka West) for part of FDS site T-190 in Motueka and Plan Change 77 (Murchison) for FDS sites T-20, T-37, T-146, T-154, T-155, T-156 and T-175. These zonings will contribute 1,170 dwellings.
37. Work continues on Plan Change 84 – recently refocussed to primarily address freshwater protections to support the Te Waikoropupū Springs and aquifer Water Conservation Order. This plan change is ready for notification subject to authorisation from the Minister. PC84 was originally also going to cover clean fill and lightly contaminated soil, in relation to protection of human health. These soils are primarily topsoil from formerly productive land. Currently these soils are going to landfill. This is incurring landfill charges adding to the cost of developments. It is also rapidly filling up the district's landfills with what is essentially good safe soil. However, Council decided in August 2025 to pause this part of the plan change, as the

## 5.1 2025 Future Development Strategy Implementation Plan

changes required relate to national regulation and cannot be 'fixed' via a plan change. It is hoped RMA reform will help address some of these issues and the Minister for the Environment has convened a working group to consider the issues.

38. Tasman's FDS Implementation Programme Board has been operational for a year now. It was established to ensure effective project management, governance, alignment and delivery of the infrastructure required to implement the FDS.

### **Infrastructure**

39. Some of the initial cycleways in Tasman are now complete but the Walking and Cycling Strategy 2022-2052 and the 2024 Activity Management Plans propose a long-term commitment to completing further improvements to the transport networks to support intensification.
40. A significant project under the Richmond Transport Programme Business Case is the Hope bypass, a Road of National Significance and is funded under the 2024-27 National Land Transport Programme. The investment case proposes a two staged implementation approach - Stage 1 focuses on the corridor between Lower Queen Street/Gladstone Road intersection and the SH6/Link Road roundabout (Salisbury Road Extension) and includes a new grade separated interchange on SH6 at Salisbury Road Extension, which would build a local road over the state highway. This stage also includes upgrading the Richmond Deviation to four lanes and making improvements to Lower Queen Street and Gladstone Road intersection, increasing the turning capacity. These changes deliver early congestion relief ahead of the proposed Stage 2 works.
41. Stage 2 includes a new 4-lane Richmond bypass (on the existing designation which is currently part of the railway reserve), a new four-lane grade-separated interchange at Gladstone Road/Lower Queen Street intersection, and a new 2-lane roundabout at SH60 intersection. The work carried out in Stage 2 at the Lower Queen Street/Gladstone Road intersection, builds on the Stage 1 intersection upgrades. The Stage 2 grade-separated interchange at this intersection will provide additional capacity when it is required. The designation between SH60/Gladstone Road intersection out to Eden Road in Hope is to be retained for future development.
42. Work will commence on a review of the Open Space Strategy in 2027 and various new community facilities are planned in Tasman including a community hub for Tapawera, a new community hub for Wakefield, upgrades to facilities in Brightwater, a new swimming pool in Motueka and an extension to Murchison sport, recreation and cultural centre.
43. Work is also progressing on the recently acquired Paton Road reserve in the Richmond South FDS area, with the existing dwelling on site sold and a

concept plan for the reserve is being prepared. New walkways/shared paths in the area are also planned.

### **Update on implementation of the FDS sites**

44. Monitoring of implementation of the FDS is critical. This is now the third Implementation Plan produced since adopting the FDS in 2022 and officers are in a position to provide an update on the progression of some of the housing and business growth sites. Resolution 1 from 9 August 2022 Joint Committee meeting, where the FDS was adopted, requires the FDS implementation plan to, among other things, monitor the proportion of intensification and greenfield areas that are enabled by rezoning and rule changes in Plan Changes across the regions.

### **Tasman FDS sites**

45. Of the Tasman residential sites proposed for rezoning as part of PC 81, 13 are housing intensification sites and 15 are greenfield housing sites, noting that some of the greenfield sites will be medium density housing. In addition, a further 10 greenfield housing sites have already been rezoned for housing through recent plan changes (plan changes 75, 76, 77, 78 and 80). This brings the total greenfield FDS housing sites either zoned or proposed for zoning to 25.
46. Almost double the amount of intensification sites have either been rezoned or are being proposed for rezoning for greenfield housing, all 13 of the Tasman FDS intensification growth areas are being proposed for rezoning as part of PC81. Only a large part of the Motueka North intensification site T-189 remains for future rezoning, once the Motueka masterplan is complete. Part of T-189 (Pā street) is currently proposed for rezoning in PC81 for papakāinga. One of the 13 intensification sites in PC81 is additional to the FDS – T-178 24/28 Gladstone Rd Richmond - changing from its original proposed business use to housing intensification.
47. All of the intensification sites proposed for rezoning via PC81 are already serviced (although there may be limits on the capacity) with the following exceptions:
- a. part of T-190 Motueka South
  - b. T-178 Gladstone Road Richmond – wastewater servicing dependent on Waimea trunk main project
  - c. T-104 Katania Heights intensification – small site requiring local upgrades by developer.
48. Some Tasman FDS sites remain to be rezoned in the longer term. The capacity these sites will provide is not required within the next 10 years.
49. Appendix 3 of the Implementation Plan provides information, refined through the plan change processes on the potential yields for the Tasman

FDS sites compared with the original yield estimates in the FDS. This shows that for residential sites in Tasman either now zoned or proposed for zoning, the expected yield of the sites is approximately 4,827 dwellings, 40 more dwellings in total than envisaged in the FDS. In addition, there are several sites proposed for rezoning in PC81 that were not in the FDS e.g. in Richmond and Māpua, following the adoption of masterplans in those towns. These sites would add a further 491 dwellings to the total dwelling yield.

50. The expected yield from the Tasman business sites either zoned or proposed for rezoning to date, exceeds the yield estimated in the FDS by 2ha, totalling 75.6ha. This includes a small number of extra sites in Māpua included in PC81 as a result of the masterplan.
51. The non-FDS sites included in PC81 were assessed using the same multi-criteria analysis methodology used for FDS sites to ensure consistency.

### **Nelson FDS sites**

52. Earlier this year, Nelson City Council approved the hearing panel's recommendations on Plan Change 29 and subsequently made these provisions operative. The operative provisions include key changes that will better enable development around the city centre, supporting both housing and economic growth while contributing to city revitalisation.
53. While the 2024 Housing and Business Assessment shows short-term capacity is sufficient, the long-term outlook is uncertain without PC29's residential changes. Further work is needed to ensure the NRMP meets national policy requirements, noting however that these requirements may be modified as a result of the Government's resource management reforms that are currently in train.

### **Updates to stakeholder initiatives**

54. The following updates have been provided by government agencies and other stakeholders whose operations contribute to implementing the objectives of the FDS:
55. **Ministry of Education** – investigations continue into providing future capacity at schools, which includes the relocation of Maitai Specialist School to Salisbury Road, a satellite of Maitai school being provided at Nayland College and the redevelopment of Salisbury School. The Ministry is currently investigating demand for new schools in the Waimea area to cater for growth.
56. **Ministry of Housing and Urban Development (MHUD)** – MHUD has funded Kāinga Ora and community housing provider delivery of new social, affordable and progressive home ownership in the region. Projects are at

## 5.1 2025 Future Development Strategy Implementation Plan

varying stages of delivery with additional supply funded through 2027. This is mostly in Nelson, with the exception of a Nelson Tasman Housing Trust development in Richmond.

57. **Kāinga Ora – Homes and Communities** – Since the 2024 Implementation Plan, Kāinga Ora has refocused its efforts to better support tenants and communities. It is prioritising its role as a responsible landlord by caring for its customers and homes and scaling back work outside its core social housing mission. As a result, some projects in the Nelson Tasman Region will no longer proceed. Despite this reset, Kāinga Ora continues to deliver new social housing—adding homes where needed and replacing those at the end of their life. Since 1 July 2025, 26 new homes have been completed in Nelson, with another 104 scheduled for Nelson by June 2026 (see [Kāinga Ora housing developments](#) for details).
58. **New Zealand Transport Agency Waka Kotahi** – The investment case for the Hope bypass (which has funding approved in the 2024-27 National Land Transport Programme) proposes a staged implementation approach:
59. Stage 1 focuses on the corridor between Lower Queen Street/Gladstone Road intersection and the SH6/Link Road roundabout (Salisbury Road Extension). This proposal includes a new grade separated interchange on SH6 at Salisbury Road Extension, which would build a local road over the state highway. The proposal also includes upgrading the Richmond Deviation to four lanes and making improvements to Lower Queen Street and Gladstone Road intersection, increasing the turning capacity. These changes deliver early congestion relief ahead of the proposed Stage 2 works.
60. Stage 2 includes a new 4-lane Richmond bypass (on the existing designation which is currently part of the railway reserve), a new four-lane grade-separated interchange at Gladstone Road/Lower Queen Street intersection, and a new 2-lane roundabout at SH60 intersection. The work carried out in Stage 2 at the Lower Queen Street/Gladstone Road intersection, builds on the Stage 1 intersection upgrades. The Stage 2 grade-separated interchange at this intersection will provide additional capacity when it is required.
61. Pugh and McShane Rd/SH60 intersection improvements are also approved for funding 2024-27 and work on this intersection will seek to improve safety outcomes. The Investment case to be undertaken in the short term will detail the type of intervention that will be used.
62. **Health New Zealand Nelson Marlborough Te Whatu Ora** – Health New Zealand is ensuring a strong focus on supporting districts to implement service delivery models to meet community need. There is also a strong focus on achieving the government health targets.

63. Project Whakatupuranga – Nelson Hospital refurbishment and redevelopment will upgrade Nelson Hospital in a phased approach following business case approval by cabinet in 2025:
64. Enabling works underway for construction of a new energy centre, refurbishment of George Manson and Percy Brunette buildings, as well as new 128 bed inpatient building
65. Installation of new modular buildings to temporarily accommodate staff as they relocate to make space for new inpatient building
66. Design work commenced on new 28-32 bed modular temporary inpatient unit to help maintain services during construction and address current bed pressures. Unit can be moved where needed – to be delivered mid 2026.
67. Expansion of emergency department to be complete early 2026.
68. A site masterplan is underway for the redevelopment to ensure all works are co-ordinated and that the long-term vision of the campus is understood. Dates for milestones are pending.
69. **Nelson Bays Primary Health** – NBPH is planning for continued growth in health access with increased capacity for the community to enrol in General Practice due to projected population increases. Improved primary and community health provision with the supporting of health hubs into community where services can be integrated to meet community needs. The predicted growth needs to be supported by complementary access for pharmacy, and co-located services working with aging in place communities and the support for growth in accessible dental care. As the health sector shifts its focus on services closer to communities and being integrated, NBPH will be providing accessible primary and community services in the community via satellite clinics. Local provision for health services requires accessible, timely quality care
70. **Transpower New Zealand** – Existing assets can both meet demand for electricity and cope with any anticipated energy generation, based on current forecasts. However, Transpower has no forward visibility of generation projects, hence the process is reactive in nature in assessing capacity for connections to the grid. Transpower produces an annual transmission planning report which is the key document that sets out how Transpower expects electricity demand and generation to evolve and implications for the transmission grid. No new transmission lines are planned. If increased transmission capacity is needed, Transpower will increase the capacity of existing assets, working closely with Network Tasman Limited.
71. **Network Tasman Limited** – Nelson Electricity Limited's network is now also managed by Network Tasman. Any increase in demand for electricity is

communicated to Transpower, and this influences their annual asset management plan. The capacity upgrade of Motueka substation is underway, due for completion May 2026 and the construction of the new exit grid point substation in Brightwater will connect and supplement Stoke, as a second source of bulk supply to Nelson City and the Tasman District and will be complete in June 2028. A new substation is planned in Hope within the next 5 years.

72. **Nelson Regional Development Agency** – The FDS informs NRDA’s strategy and advice to stakeholders and this is captured within the regions’ Regeneration Plan, its Regional Investment Prospectus and its 2025 annual Briefing to Ministers, which outlines opportunities for Government to partner with Nelson Tasman. One of the opportunities identified is delivering the FDS outcomes.
73. NRDA is currently undertaking a Critical Skills Pipeline Project, identifying and addressing projected skills shortages in construction and infrastructure alongside major projects planned for the region.
74. **Nelson Regional Sewerage Business Unit (NRSBU) and Nelson Tasman Regional Landfill Business Unit (NTRLBU)** - NRSBU is still consulting the Councils and iwi on its 50-year Masterplan. A new wastewater treatment plant is required to replace Bell Island in the long term to take account sea level rise, other effects of climate change, and cultural guidelines. The NTRLBU and the NRSBU AMPs were adopted by both Councils in September 2024, and revised AMPS will be prepared by both business units for the 2027 Long Term Plans. NRSBU will examine ways to add wastewater capacity to accommodate foreseeable storm flows and future growth e.g. duplicate pipelines, increase pump station capacity and provide emergency storage.
75. NTRLBU has constructed a temporary waste transfer facility at York Valley landfill, with plans for a permanent solution and will review discharge consent for future needs. NTRLBU has also re-opened Eves Valley Landfill for acceptance of some contaminated soils, which has enabled reduced disposal rates compared to general refuse at York Valley Landfill and may have a positive impact on the remaining life of York Valley.

**Options**

76. The Joint Committee has the option of adopting, not adopting or amending the FDS Implementation Plan 2025. Council officers recommend option one, adopt the Implementation Plan.

Option 1: Adopt the FDS Implementation Plan - recommended	
Advantages	<ul style="list-style-type: none"><li>Ensures compliance with the NPS UD.</li></ul>



	<ul style="list-style-type: none"> <li>Provides the community with an update on work that has been done to date to implement the 2022 FDS and planned projects.</li> <li>Enables external stakeholders to keep up to date with the Councils' planning for growth, including Central Government.</li> <li>Provides the Councils with an up-to-date implementation picture of the FDS, to inform work on the forthcoming Regional Spatial Plan under new legislation.</li> </ul>
Risks and Disadvantages	<ul style="list-style-type: none"> <li>None.</li> </ul>
<b>Option 2: Amend the FDS Implementation Plan</b>	
Advantages	<ul style="list-style-type: none"> <li>Gives the Joint Committee the opportunity to include any additional implementation actions that are considered key to implement the FDS. However, the Committee should be aware that the FDS will be replaced by the new Regional Spatial Plan and this may be the last FDS Implementation Plan prepared.</li> </ul>
Risks and Disadvantages	<ul style="list-style-type: none"> <li>Potential risk to delaying the adoption of the Implementation Plan, the annual update of which is due.</li> </ul>
<b>Option 3: Do not adopt the FDS Implementation Plan</b>	
Advantages	<ul style="list-style-type: none"> <li>None.</li> </ul>
Risks and Disadvantages	<ul style="list-style-type: none"> <li>The Councils will be non-compliant with the NPS UD.</li> <li>Stakeholders and the community would not be provided with a single plan that shows how the FDS continues to be implemented and monitored.</li> <li>The Councils will not have an up-to-date implementation picture of the FDS, ready to inform work on the forthcoming Regional Spatial Plan.</li> </ul>

**Conclusion and next steps**

77. Once adopted, the Implementation Plan 2025 will be uploaded to the Councils' websites
78. This will likely be the last FDS Implementation Plan prepared, as Bills are expected by the end of this year on the RMA reform legislation. If the Bills are enacted in 2026 as planned, requirements will fall to the Councils to prepare new plans.

**Attachments**

1. 2025 Future Development Strategy Implementation Plan

## **Important considerations for decision making**

### **Fit with Purpose of Local Government**

The matters in this report sit alongside and support the Nelson City and Tasman District Councils' work to provide serviced land capacity for future housing and business growth. The report discusses the Government's requirements for local authorities' growth planning as set out in sections 30 and 31 of the RMA and the NPS UD.

Overall, the Implementation Plan clarifies the processes that the Councils will undertake to ensure housing and business land capacity is provided to meet demand, as well as confirmation that external infrastructure agencies can accommodate the growth.

### **Consistency with Community Outcomes and Council Policy**

The Implementation Plan is not subject to the same consultative requirements as the FDS (as stated in Clause 3.18 of the NPS UD).

The Implementation Plan is consistent with the community outcomes and will assist the Councils in achieving them, particularly for Nelson:

- Our urban and rural environments are people-friendly, well planned and sustainably managed.
- Our infrastructure is efficient, resilient, cost-effective and meets current and future needs.
- Our Council provides leadership and fosters partnerships including with iwi, fosters a regional perspective and encourages community engagement
- Our region is supported by an innovative and sustainable economy

And for Tasman:

- Our urban and rural environments are people friendly, well-planned, accessible and sustainably managed
- Our infrastructure is efficient, resilient, cost effective and meets current and future needs
- Our communities are healthy, safe, inclusive and resilient

Our communities have access to a range of social, cultural, educational and recreational facilities and activities.

### **Risk**

The 2023 Implementation Plan has been updated twice (in 2024 and 2025) to provide the community and stakeholders with the most up to date information on how the FDS is being implemented and associated timeframes. The 2025 Implementation Plan highlights progress with implementing some of the FDS housing and business sites. Progressing a number of the Tasman sites to a notified plan change is now dependent on authorisation from the Minister for the Environment, following the recent 'plan-stop' legislation.

Regardless of whether PC81 progresses to notification or not, a large amount of work has been undertaken by both Councils on implementing the FDS' spatial growth strategy, which will be used to inform the forthcoming Regional Spatial Plan.

### **Financial impact**

There are no direct budgetary or financial implications for the Councils arising from making the decision to adopt the Implementation Plan. Consideration of the costs of various implementation measures set out in the Plan will continue as part of implementing the LTPs 2024 – 2034 and informing the LTPs 2027-2037.

### **Degree of significance and level of engagement**

This matter is of low significance because the Implementation Plan does not have the effect of an FDS (as stated in Clause 3.18 of the NPS UD). Therefore, there is no need for formal engagement. Further, the NPS UD states that an Implementation Plan does not need to be prepared using the same consultation and engagement requirements undertaken for the preparation of the FDS (which used the Special Consultative Procedure).

### **Climate Impact**

Section 3.7 of the Implementation Plan provides details on the climate change adaptation planning being undertaken by both Councils, and timeframes for the same. The FDS itself addressed climate change in its consideration of minimising transport greenhouse gas emissions and treatment of the risks associated with coastal hazard relating to sea level rise. Additionally, all sites included in the FDS were assessed for any natural hazard risks.

### **Inclusion of Māori in the decision making process**

No engagement with Māori has been undertaken in preparing this report. However, extensive ngā iwi engagement was undertaken to develop the FDS, including preparing a statement of iwi and hapū values and aspirations for urban development informing the FDS's objectives. Section 2.1 of the Implementation Plan details how ngā iwi and hapū aspirations will continue to be implemented by both Councils and various stakeholders by ongoing engagement on all relevant FDS implementation projects.

### **Delegations**

*The Joint Committee of Tasman District and Nelson City Council has the following delegations to consider the Implementation Plan*

*Areas of Responsibility:*

*a) Implementation of the Nelson Tasman Future Development Strategy*

*Powers to Decide:*

*To adopt, approve, review and amend the Nelson Tasman Future Development Strategy and Implementation Plan.*

# NELSON TASMAN FUTURE DEVELOPMENT STRATEGY **IMPLEMENTATION PLAN 2025**



Nelson  
City Council

Te Kaitiaki  
Whakaiti



tasman  
District Council

Te Kaitiaki  
te tai o Aorere

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## EXECUTIVE SUMMARY

The Nelson Tasman Future Development Strategy Implementation Plan 2025 provides an overview of the Nelson City Council and Tasman District Council (the Councils), and stakeholders' actions required to implement the Nelson Tasman Future Development Strategy 2022–2052 (FDS). The 2025 Implementation Plan also provides an update on indicative staging of FDS greenfield sites and monitoring of FDS sites zoned or proposed to be zoned to date. The Implementation Plan is a requirement under the National Policy Statement on Urban Development 2020 (NPS UD).

In March 2025 the Expert Advisory Group (EAG) released its blueprint recommendations for resource management reform ([EAG Report – Blueprint for RM Reform.pdf](#)) and the Cabinet released its recommendations on the same ([Factsheet – Resource management reform.pdf](#)). A new Planning Act and a new Natural Environment Act are proposed and will be released as Bills by the end of 2025. Spatial planning (under the Planning Act) will be central to enabling development and a Regional Spatial Plan (RSP) will replace the Councils' Regional Policy Statements and Future Development Strategy (FDS). It will sit above District (land use) and Natural Environment plans, as part of a 'combined plan' for each region.

Spatial plans will provide a "vital role" in the new system. There will be a legislated requirement to implement RSPs, they will inform other regulatory plans to streamline the system e.g. District Plans, Natural Environment Plans, Regional Land Transport Plans, Long Term Plans. The new RSP will also comprise an Implementation plan. This is therefore likely to be the final FDS annual Implementation plan for the FDS 2022–2052.

A review of relevant strategies and regional plans will be necessary to help inform the development of the RSP.

Table 1 below summarises the key actions that are needed to implement the FDS. These have been grouped into key actions being undertaken jointly by the Councils, those actions being undertaken independently by each Council (Nelson and Tasman) and implementation actions being undertaken by key stakeholders. Further information on these actions to implement the FDS is detailed in Section 3 of this Implementation Plan.

Table 1. Summary of FDS Implementation key actions by the Councils and key stakeholders

Council department responsible	Key action	Expected timescale
<b>NELSON CITY COUNCIL AND TASMAN DISTRICT COUNCIL COMBINED</b>		
Nelson – City Development Tasman – Environmental Policy	Implement monitoring and reporting measures identified in the FDS (see Section 15.3) and under the NPS UD	Annual and every three years
Nelson – City Development Tasman – Environmental Policy	Undertake the Nelson Tasman Housing and Business Capacity Assessment 2027	Awaiting confirmation from Central Government
Nelson – Climate Change Tasman – Strategic and Environmental Policy	Regional Climate Change Risk Assessment	Progressing in the short term
Nelson – Transport Tasman – Service and Strategy (Transport) and Community Infrastructure	Changes to eBus timetable	2025/early 2026

IMPLEMENTATION PLAN 2025



Council department responsible	Key action	Expected timescale
Nelson – Transport Tasman – Service and Strategy (Transport) and Community Infrastructure	Regional Land Transport Plan major review 2027 – 2037	2027
Nelson – Transport Tasman – Service and Strategy (Transport) and Community Infrastructure	Regional Public Transport Plan major review 2027 – 2037	2027
Nelson – Transport Tasman – Service and Strategy (Transport) and Community Infrastructure	Nelson Tasman Speed Management Plan	Joint Nelson Tasman Speed Limit Management Plan adopted July 2024. Implementation is ongoing
Nelson – Waste Tasman – Waste	Nelson Tasman Waste Minimisation and Management Plan 2025 – 2031	Adopted 2025, monitoring and reporting to commence on a quarterly and annual basis (annual report)
Nelson – Parks and Facilities Tasman – Community Infrastructure	A fully accessible playground at Saxton Field	Short term

#### NELSON CITY COUNCIL

Environmental Planning	Private Plan Change 28 – Maitahi Bayview	Operative 19 December 2024. The Maitahi development received resource consent September 2025
Environmental Planning	Plan Change 29 – Housing and Hazards plan change	Council approved the plan change in accordance with the recommendations of an Independent hearing panel in June 2025. The provisions made operative October 2025, support enabling development in the city centre. The decision not approve further intensification is under appeal with mediation commencing 8 December 2025
Environmental Planning	Private Plan Change 30 – Airport Runway Extension	Council approved and notified the decision in January 2025. The decision is under appeal; mediation occurred in August, with a final report due by 28 November 2025



4



NELSON TASMAN FUTURE DEVELOPMENT STRATEGY



Council department responsible	Key action	Expected timescale
Climate Change	Commence development of adaptation options and pathways with communities affected by climate change	Commencing 2026, NCC taking a staged approach to adaptation planning, starting with The Wood as first adaptation area
City Development and Planning	Undertake neighbourhood planning for priority intensification areas	Neighbourhood planning will be reviewed as part of the future regional spatial planning process
Transport	Implementation of the Nelson Future Access Strategy to address capacity constraints on Nelson's transport network including investigating priority lanes	Next three to five years. Pace of delivery likely to be influenced by level of co-investment from New Zealand Transport Agency
Transport	Undertake Intersection upgrades to enable intensification	Next three to five years. Pace of delivery likely to be influenced by level of co-investment from New Zealand Transport Agency
City Development and Transport	Deliver the Nelson Bus Hub	To be completed by end of 2025
City Development and Transport	Deliver Bridge to Better	To be completed by 2027
City Development and Property	Explore development opportunities for three Council-owned city centre properties to support revitalisation and/or residential living	Short term
City Development and Property	Explore new combined Library, Community Hub and Civic Centre, and future plans for current Civic Centre	Decision expected by mid-2026
City Development and Parks and Facilities	Deliver the Rutherford Park City Centre Play Space	To be completed 2027
All Departments	Adopt Long Term Plan 2027 – 2037, Including Information on Infrastructure budget (three waters, transport, reserves and community facilities) to provide capacity for growth	June 2027



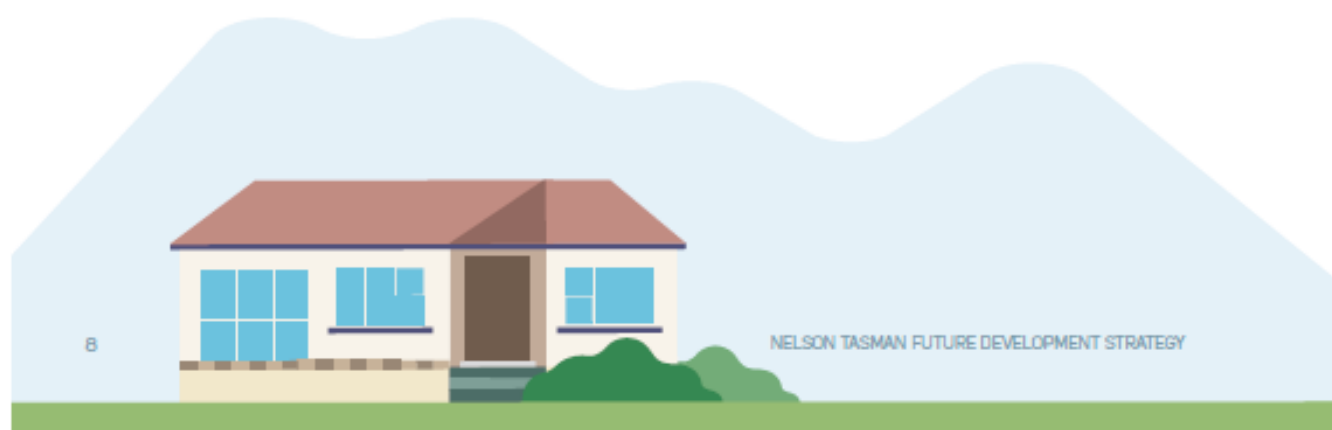
Council department responsible	Key action	Expected timescale
<b>TASMAN DISTRICT COUNCIL</b>		
Environmental Policy	Implement the Māpua Masterplan 2025 (Includes planning for FDS sites T-11, T-33 and T-42) as part of Tasman Regional Policy Statement Change 1 (TRPS C1) and Tasman Resource Management Plan Change 81 (PC81)	Notify end 2025 subject to ministerial approval
Environmental Policy	Implement the "Richmond on the Rise" spatial Plan 2024 as part of TRPS C1 and PC81	Notify end 2025 subject to ministerial approval
Environmental Policy	Motueka masterplan	Combine background work with Regional Spatial Plan Inventory In 2025. Determine next steps for Motueka masterplan with new Council early 2026
Environmental Policy	TRPS C1 and PC81 – Urban Growth	Notification end 2025 subject to ministerial approval
Environmental Policy	Plan Change 84 – Freshwater Protections to support the Te Waikoropupū Springs and aquifer Water Conservation Order. Plan change includes a change to the earthworks recontouring rules which will result in less earthworks consents and associated costs for developments	Notify PC84 2025 subject to ministerial approval
Environmental Policy	Plan Change 85 – Natural Hazards	Issues and options complete 2025. Development of the planning options commenced taking into account direction provided by the forthcoming NPS Natural Hazards and wider RMA reform – short term
Environmental Policy	Finalising Māori Urban Design Framework	Early 2026
Environmental Policy and Community Policy	Growth model review for Long Term Plan 2027 – 2037	2027 to inform Long Term Plan
Strategic Policy (activity management planning) and In-house water business unit	Continue to investigate three waters infrastructure requirements to service growth areas and programme those projects in the next Long Term Plan	2027



Council department responsible	Key action	Expected timescale
Various Departments	Future Development Strategy Implementation Board set up to ensure effective project management, governance and delivery of the future development programme	Meets every two months
Service and Strategy	Climate Change Adaptation Planning – working with Tasman communities	Timeframe dependent on Government's direction on adaptation planning
Service and Strategy (Transport) and Community Infrastructure	Continued implementation in parts of the district, including residential greenways	2024 Activity Management Plans propose a long-term commitment to completing further improvements and changes to the transport network to support intensification
Community Infrastructure	In-house water business unit established	November 2025
Community Infrastructure	Progression of the new cemetery for Richmond and Moutere-Waimea Wards	Short – medium term
Community Infrastructure (Reserves)	Open Space Strategy reviewed every 10 years	Commencing 2027, although a strategy is already prepared for the Moutere-Waimea Ward through PC81
Community Infrastructure	New community hub in Tapawera (multi use)	Construction spring 2026
Community Infrastructure	New Wakefield community hub (multi use)	Construction early 2027
Community Infrastructure	Brightwater improvements to community facilities (Wanderers Rugby Club and Brightwater Hall)	End 2025/2026
Community Infrastructure	Motueka swimming pool	Construction 2027
Community Infrastructure	Murchison Sport, Recreation and Cultural Centre extension	2033
Community Infrastructure	New reserve, linkages and play equipment Rosales Street, Berryfields, Richmond	Complete end 2025
Community Infrastructure	New pump track, Takaka	Short term
Revenue and Rates	Criteria for remissions for Development contributions broadened for papakainga on Māori land. Criteria for remissions for stormwater development contributions reduced	Development contribution policy amended July 2025, next reviewed 2027 with LTP



KEY STAKEHOLDERS	
Key action	Expected timescale
<b>MINISTRY OF EDUCATION, TE TĀHUHU O TE MĀTAURANGA</b>	
Investigating new schools to provide for growth in the Waimea area. Mātai specialist school moving to Salisbury Road. Satellite of Mātai school will be at Nayland College. Redevelopment of Salisbury School	Ongoing
Engagement with Councils on Plan Changes and Structure Plans	Ongoing
<b>MINISTRY OF HOUSING AND URBAN DEVELOPMENT, TE TŪĀPAPA KURA KĀINGA</b>	
Engagement with Councils on Spatial Planning, Plan Changes and Structure Planning	Ongoing
Facilitate housing outcomes through various funding and support schemes	Ongoing
<b>KĀINGA ORA</b>	
Deliver new state housing according to Government direction and renew existing stock through redevelopment, refurbishment or replacement	Short term
While administration of the Infrastructure Acceleration Fund now sits with National Infrastructure Funding and Financing Limited, Kāinga Ora will work closely with the Councils to monitor the delivery of related projects in Nelson City and Motueka, which are expected to enable new housing in the region	Medium term
<b>HEALTH NEW ZEALAND NELSON MARLBOROUGH, TE WHATU ORA</b>	
Nelson hospital refurbishment and redevelopment, following Cabinet approval of business case early 2025	Long term
Hospital site masterplan underway for the redevelopment to provide long term vision for campus	Milestone dates pending
Health New Zealand is focusing on supporting districts to implement service delivery models to meet community need and to have strong networks and achieve government health targets	Short term
<b>NELSON BAYS PRIMARY HEALTH, HAUORA MATUA KI TE TAI AORERE</b>	
Planning for growth with increased capacity for the community to enrol in General Practice. Improved primary and community health provision by supporting health hubs into the community and complementary access for pharmacy and co-located services	Next 5 – 10 years



Key action	Expected timescale
<b>NEW ZEALAND TRANSPORT AGENCY, WAKA KOTAHI</b>	
Hope Bypass	Design and consent stage commencing October 2025. Construction date TBC
Richmond Programme Business Case projects – Pugh Road / McShane Road / SH60 Intersection Improvements	Investment case to be undertaken short term (funding approved in 2024 – 2027 National Land Transport Programme)
<b>TRANSPower NEW ZEALAND</b>	
Continued engagement with Councils on Plan Changes and Structure Plans	Ongoing
Annual transmission planning report or forecast fault levels	Annually
<b>NETWORK TASMAN LIMITED (Nelson Electricity Limited network now managed by Network Tasman)</b>	
Constructing new, and upgrading substations to provide for growth (Brightwater, Hope, and Motueka)	Motueka May 2026, Hope within five years, Brightwater June 2028
Monitoring demand from electric vehicles closely to determine if further substation upgrades are required	Next five years
New substation at Wakefield	Next 10 – 15 years
Accommodate renewable Infrastructure where capacity exists to connect to the grid	Ongoing
<b>NELSON REGIONAL DEVELOPMENT AGENCY</b>	
Critical Skills Pipeline Project (construction and Infrastructure)	Complete June 2026
Annual briefing to Ministers to outline regional priorities	Annual
Regional collaboration on the Kōkiri Forum – Nelson Tasman Regeneration Plan 2021 – 2031 economic development plan	Ongoing
Insights Business Survey	Annual
<b>NELSON REGIONAL SEWERAGE BUSINESS UNIT AND NELSON TASMAN REGIONAL LANDFILL BUSINESS UNIT</b>	
Adopt 50 year Masterplan	Short term
Both business units to prepare new activity management plans for 2027 LTPs	Short term
Procure land for new wastewater treatment plant to replace Bell Island	Medium term
Relocation of Beach Road pump station in Richmond away from natural hazard risk	10 years



# 1 PURPOSE

The Nelson Tasman region, encompassing both Councils, is classified as a tier two local authority under the NPS UD. The Nelson Tasman Future Development Strategy Implementation Plan 2025 (the Implementation Plan) for the FDS is a mandatory requirement under the NPS UD. The FDS and Implementation Plans are key planning tools for guiding the Councils' future investment including in infrastructure.

This Implementation Plan has been prepared jointly and has been reviewed and updated annually. This however will likely be the final Implementation plan due to the introduction of RMA reform legislation expected end 2025. The Implementation Plan outlines how the FDS will be implemented by the Councils over the short, medium and long term, as well as further work needed by other parties to realise the FDS' objectives. The Implementation Plan provides the basis to monitor progress and is primarily for Council staff, elected members and delivery partners. However, the Implementation Plan provides guidance to the region's businesses, communities, landowners and developers on where and when growth will happen.

## 2 FDS BACKGROUND

A FDS is a 30-year high level strategic plan that identifies potential sites in our region for future housing and business growth.

The first Nelson Tasman FDS was prepared under the National Policy Statement on Urban Development Capacity 2016 (NPS UDC) and adopted by the Councils in July 2019. The 2019 FDS became intrinsic to long term strategic planning by both Councils.

The NPS UD replaced the earlier NPS UDC from September 2020 onwards, with the new policy guiding the preparation of the second Nelson Tasman FDS adopted in August 2022. An Implementation plan was not formally prepared for the 2019 FDS as it was not required by the NPS UDC. However, Intensification Action Plans were voluntarily adopted by each Council in 2020 with the purpose of setting out how the Intensification objectives of the 2019 FDS would be implemented, including incentivising intensification of housing. Many actions have been completed, but outstanding actions of the 2020 Intensification Action Plans have been carried forward into this Implementation Plan and an update on progress is provided in Appendix 1. This Implementation Plan supersedes the 2020 Intensification Action Plans.

The second Nelson Tasman FDS was prepared under the NPS UD and adopted by the Nelson City and Tasman District Councils in August 2022. The FDS became effective from 19 September 2022. Appendix 2 provides resolutions from the Joint Committee, August 2022,

relevant to this Implementation Plan, along with updates on each resolution.

As discussed further in Section 3 of this Plan, the FDS is regularly used to inform Councils' projects, plans and strategies. Section 3.3.1 of this Plan sets out how the FDS is used to inform Councils' growth modelling, infrastructure strategies and funding decisions, which directly inform the Councils' LTPs.

### 2.1 IWI AND HAPŪ VALUES AND ASPIRATIONS

The FDS was prepared in collaboration with Te Taitiwhi iwi and hapū. Figure 1 (on page 11) shows the statement of hapū and iwi values and aspirations for urban development included in the FDS (as required by the NPS UD).<sup>1</sup>

Iwi and hapū values and aspirations for urban development were drafted by a number of iwi and hapū including: Ngāti Apa ki te Rā Tō, Te Aitanga o Te Waka-a-Māui, Te Rūnanga o Ngāti Rāua, Ngāti Tama, Rangitāne o Wairau and Manawhenua ki Mohua (MKM). MKM is an iwi mandated entity representing Ngāti Tama, Ngāti Rāua and Te Aitanga within the area defined as Mohua (Golden Bay catchment) and Kahurangi National Park area. Whānau from Te Awhina Marae and Onetahua Marae also contributed, and the drafts were circulated to all iwi for contributions. These values include partnership between Tangata Whenua and the Councils, working in a Te Tiriti o Waitangi partnership to achieve their shared goals when implementing urban development.

1. As stated in the FDS document, there was not full consensus amongst iwi and hapū on this statement and it does not represent a completely shared view of whānau, hapū and iwi. However, this statement has fed into the FDS objectives and overall Strategy.



These Iwi and hapū aspirations will continue to be implemented by both the Councils and various stakeholders through ongoing engagement with Iwi and hapū on all relevant projects.

The Te Tahihi Intergenerational Strategy, Iwi Management Plans, ongoing hui with ngā Iwi, background research into previous conversations with ngā Iwi and information gathered by the Councils on the natural environment (such as waterways and waterbodies) are all used to inform and develop the Councils' projects, plans and strategies. These tools ensure that the Te Pae Tawhiti (vision), Te Kaupapa (mission), Ngā Whāinga (desired goals) and Ngā Tikanga (values) (outlined in Figure 1 below) can be reflected in the Councils' work.

A recent example is Plan Change 80 (Motueka West) to the Tasman Resource Management Plan (TRMP), to rezone FDS site T-190 in Motueka, operative from May 2025. This Plan Change to enable further growth in Motueka included conversations with ngā Iwi. Feedback from Ngāti Rārua and Te Ātiawa highlighted the cultural significance of the Plan Change area and the limitations of the TRMP to allow for consideration of adverse effects on cultural values from future development within the Plan Change area. Consequently an additional matter of control/discretion was proposed to address this matter (17.1.3.4B (14)) to ensure that potential adverse effects on sites of cultural significance to Māori are assessed.

The Whakamahere Whakatū Nelson Plan Iwi Working Group (IWG) was established in 2015 to support Iwi engagement in the Nelson Resource Management Plan (NRMP) review. Between 2015 and November 2021, Iwi input helped shape the Draft Nelson Plan, including topics now within Plan Change 29 (PC29) such as urban growth, natural hazards, built heritage, and papakāinga. Since the Council paused the Nelson Plan in November 2021 to focus on PC29, the IWG continued meeting regularly, until June 2023, with significant discussion on papakāinga provisions. Formal consultation on draft PC29 with Iwi occurred from 15 November 2022 to 27 January 2023 under the RMA. As of October 2025, PC29 is now operative and this includes changes to planning provisions on the above topics, on which Iwi provided input. The Environmental Planning team continues to engage with Iwi on planning projects.

The Māori Urban Design Framework being developed (discussed in Section 3.2.2) has sought specific technical knowledge and expertise required to reflect ngā Iwi values and aspirations and will form an appendix of the TRMP.

As discussed further in Section 3.8, stakeholders engage with local ngā Iwi and hapū on a project-by-project basis, and the extent is dependent on the scope and scale of works.

Figure 1. Statement of Iwi and hapū values and aspirations for urban development



## 2.2 FDS OBJECTIVES

The FDS is guided by 11 objectives (listed in Figure 2 below) that set out how the Councils want to provide for growth. Figure 3 (on page 13) shows the overall growth strategy that seeks to achieve all of these objectives, while recognising that at times a balance needs to be struck between competing objectives.

The growth strategy focuses on consolidating growth along the State Highway 6 corridor from Atawhai to Wakefield, while also providing growth opportunities in Motueka and Māpua and some of Tasman's rural towns. Further detail on how these objectives and the overall growth strategy is being implemented through the Implementation programme is outlined later in this Implementation Plan.

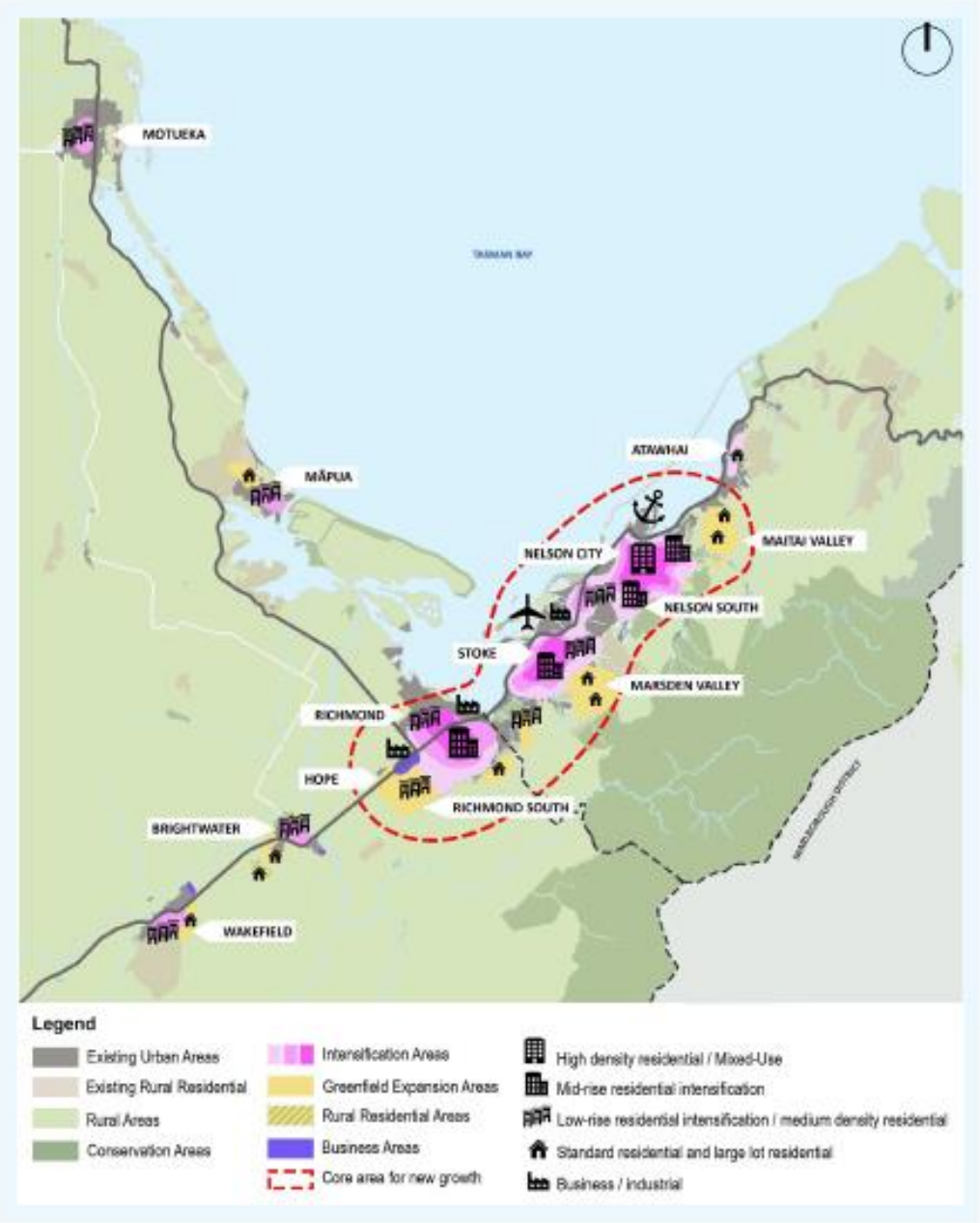
Figure 2. Objectives of the FDS

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





Figure 3. FDS adopted strategy



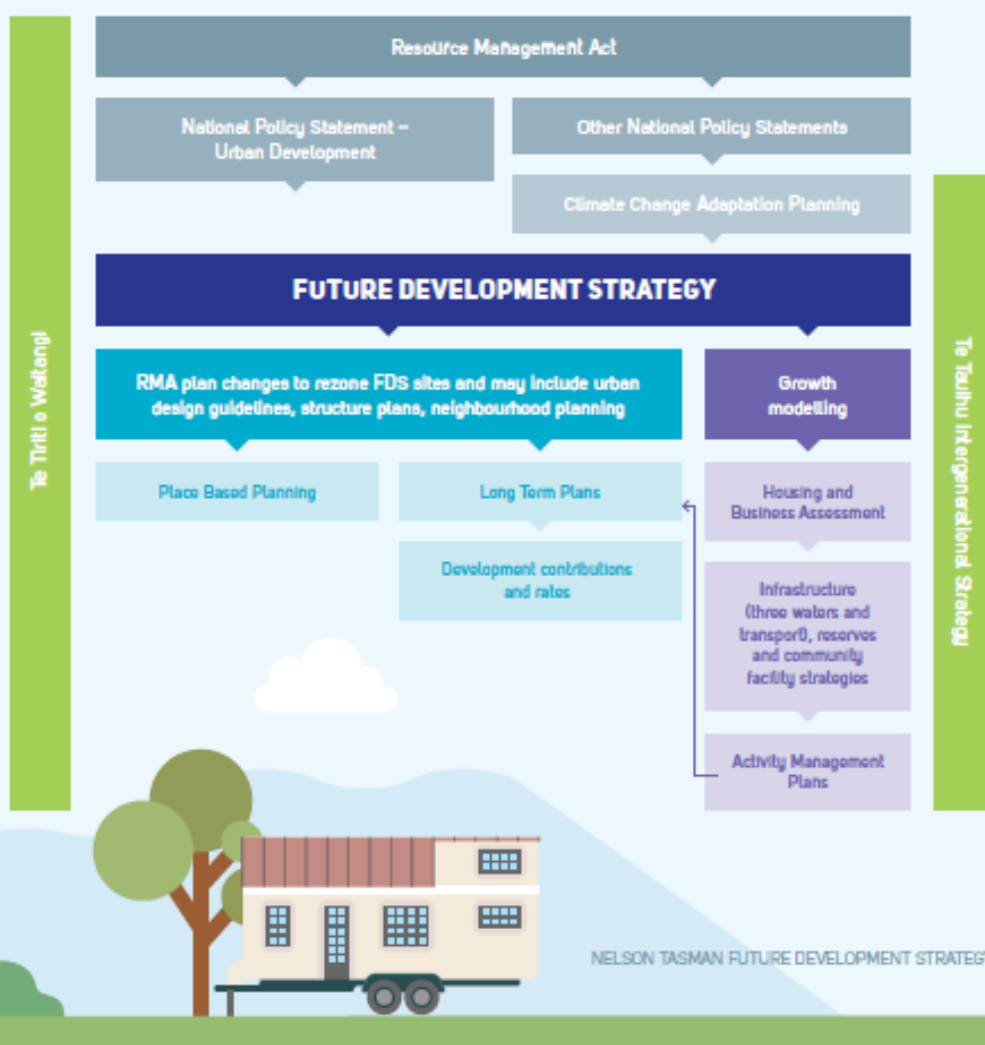
### 3 ACTIONS

The following implementation programme sets out the key actions for the Councils and external stakeholders to implement the FDS. Both Councils have important regulatory, policy and facilitation roles and provide key infrastructure (water, wastewater, stormwater, transport, reserves and community facilities). The actions have been grouped into key initiative areas for the Councils (Section 3.2) and stakeholder implementation mechanisms (Section 3.8). An overall summary is provided in the executive summary.

#### 3.1 HIGH-LEVEL OVERVIEW OF THE FDS AND OTHER COUNCIL PROCESSES

Figure 4 provides a high-level overview of how the FDS is implemented across the Councils. The toolkit includes Resource Management Act (RMA) mechanisms such as changes to the Unitary Plans; LTPs and Annual Plans under the Local Government Act (LGA); and national and regional land transport plans under the Land Transport Management Act (LTMA). Other tools include implementation mechanisms not required by legislation, such as exploring partnerships with Community Housing Providers (CHPs) to provide opportunities for affordable housing.

Figure 4. Role of FDS in informing Council plans

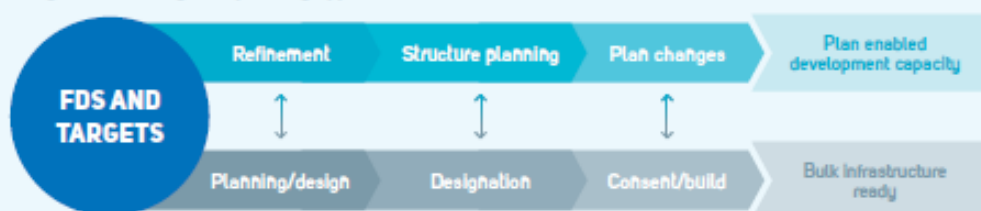


## KEY INITIATIVE AREAS – COUNCILS

### 3.2 RMA IMPLEMENTATION MECHANISMS

Figure 5 below shows how the FDS is implemented through the planning and infrastructure process:

Figure 5. An integrated planning approach



Source: NPS UDC – Responsive Planning – Guide on producing a Future Development Strategy Dec 2017 (page 24)

At Tasman an FDS Implementation Board exists to provide governance oversight for the implementation of the FDS for Tasman. The Board oversees alignment of the rezoning of FDS sites and infrastructure requirements to improve efficiencies, respond to any project related issues, risks or roadblocks, and ensure sufficient serviced land capacity is provided to meet demand in a timely way.

#### 3.2.1 STRUCTURE OR NEIGHBOURHOOD PLANS AND PLAN CHANGES

Following the adoption of the FDS and certainty over servicing availability, the Councils may consider a variety of tools, such as a structure or neighbourhood plan for FDS growth areas, a masterplan for a town, or prepare plan changes to the Councils' Unitary Plans to rezone FDS sites. Neighbourhood plans are sometimes prepared for previously developed land such as intensification areas, whereas structure plans are usually for greenfield sites.

Once completed, structure plans can provide a foundation for plan change processes to the Councils' Unitary Plans. The Councils have recently progressed the following structure plans, masterplans and neighbourhood plans to identify how to best plan for housing and business land as recommended in the FDS:

- Richmond Spatial plan – adopted April 2024.
- Māpua Masterplan – (planning for FDS sites T-11 (Seaton Valley Flats), T-33 (Seaton Valley Hill), and T-42 (Seaton Valley Northern Hills) – adopted July 2025.
- Motueka masterplan – scoping complete. Combined background work with new Regional Spatial Plan Inventory in 2025. Determine next steps for Motueka masterplan with new Council early 2026.
- Neighbourhood planning in key intensification areas in Nelson. This work is now expected to be reviewed within the broader regional spatial planning approach.

Structure Plans may identify, investigate and address matters related to the holistic growth of a town including:

- natural and physical features within the defined area
- types of land use and activity proposed including open space
- layout of transport networks (both passive and active) and community facilities
- location and type of infrastructure that is to be provided
- engagement – structure plan process will involve further work with ngā iwi to ensure iwi and hapū values and aspirations are reflected, such as protecting and recognising the cultural heritage of the area; it will also involve further engagement with our communities and stakeholders

A plan change under the RMA, Schedule 1 requires a detailed assessment of whether the adopted FDS sites are appropriate, effective and efficient, including further investigations into when infrastructure services can be provided. Recent plan changes, for residential or business use, Tasman's PC81 and Nelson's PC29 have further evaluated FDS sites. This resulted in the adjustment of the boundaries of some growth areas in the FDS. Plan changes under the RMA also require significant further work with ngā iwi and consultation with stakeholders and the community.

The Councils are currently working on or have recently completed the following plan changes to their Unitary Plans which are relevant to implementation of the FDS:

- ✓ Plan Change 76 to the TRMP – Wakefield Development Area (rezoning FDS site T-107, 177 Edward Street) – operative September 2025. In accordance with the FDS, ensuring that greenfield land is used efficiently for a mix of uses at medium and higher densities<sup>2</sup> – a controlled subdivision rule (16.3.3.1B) requires at least 15% of the allotments to have an average net site area of 360 sq m or less, with a minimum of 200 sq m and a maximum of 450 sq m. The minimum net area for the remaining allotments is 200 sq m.
- ✓ Plan Change 80 to the TRMP – Motueka West (rezoning FDS site T-190, Motueka Intensification South) – operative May 2025. Compact density residential development provisions apply in this area, as well as papakāinga controlled activity provisions.
- ✓ PC81 – rezoning approximately 60 sites in nine towns, including housing intensification, greenfield housing and business sites. Engagement commenced October 2024. Currently awaiting ministerial approval to notify end 2025. PC81 would provide just over 4,000 dwellings and 73ha of business land.
- ✓ TRPS C1 – giving effect to the NPS UD, referring to the FDS and providing for Council to be responsive to unanticipated or out of sequence plan change proposals for urban development. Engagement commenced October 2024. Currently awaiting ministerial approval to notify end 2025.
- ✓ Plan Change 84 to the TRMP – recently refocused to address freshwater protections only to support the Te Waikoropupū Springs and aquifer Water Conservation Order. Plan Change 84 includes a change to the earthworks recontouring rules which will result in less earthworks consents and less costs for developments. PC84 was also going to cover clean fill and lightly contaminated soil, in relation to protection of human health, due to the unsustainable disposal of such soils currently going to landfill. However Council decided in August 2025 to pause this part of the plan change, as it is hoped the RMA reform will help address some of these issues.
- ✓ Plan Change 85 to the TRMP – natural hazards plan change – Issues and options complete 2025. Development of the planning options will take account of the direction provided by the forthcoming national direction on natural hazards.
- ✓ Private Plan Change 28 to the NRMP – to rezone approximately 287 hectares of land located within Kaka Valley, along Botanical Hill and Malvern Hill along with a number of integrated changes to associated provisions of the NRMP (rezoning FDS site N-106). Nelson resolved to make Private PC28 operative on 19 December 2024, following the Environment Court's final decision, which included directions to amend the NRMP to implement the final provisions prescribed by the Court. Resource consents were granted through the fast track process in September 2025.
- ✓ PC29 to the NRMP – Housing and Hazards, Council approved the plan change in accordance with the recommendations of an independent hearing panel in June 2025. The provisions, which became operative in October 2025, include key changes that will better enable development around the city centre, supporting both housing and economic growth while contributing to city revitalisation. The decision not to approve further intensification is under appeal with mediation commencing 8 December.
- ✓ Private Plan Change 30 to the NRMP – Airport Runway Extension, Council approved the plan change and notified their decision January 2025. This decision is subject to appeal; mediation occurred in August and a final report to the Court on the outcome of discussions with the parties is due by 28 November 2025.

Monitoring the potential residential and business yields of newly zoned and proposed zoned land is discussed in Section 6 of this Plan.

<sup>2</sup> Page 11 FDS "It is important that greenfield land is used efficiently for a mix of uses at medium and higher densities, to reduce pressure on further greenfield expansion in the long term".





### 3.2.2 URBAN DESIGN GUIDELINES AND MĀORI URBAN DESIGN FRAMEWORK

Design guidelines can be useful to assist prospective developers to implement the objectives of plan changes and ensure well-functioning urban environments. Design guidance may relate to a specific area or more generally, e.g. an urban zone. Tasman has urban design guidance appended to Part II of its TRMP applying to the Richmond South Development Area, Richmond West Development Area, Motueka West and the Coastal Tasman Area. PC81 includes the Medium Density Residential Design Matrix (Schedule 17.1AA) which contains a set of quality urban design solutions which applicants are incentivised to use through the rule framework. This matrix applies to brownfield locations to which the newly proposed medium density residential zone applies.

There are some additional urban design controls relating to Māpua, e.g. Restricted Discretionary conditions relate to urban design matters (rule 17.1A.3.2) in PC81.

PC29 introduces urban design considerations for new developments, and assessment matters provide guidance on anticipated design outcomes sought for the Inner City (Centre and Fringe). This is achieved through a consent requirement that is focused on managing the design related effects of development and addressing matters like building form and layout to ensure a quality Inner City environment with appropriate streetscape amenity is achieved.

Following feedback from ngā iwi, Tasman is assisting with the development of a Māori Urban Design Framework that represents the aspirations of ngā iwi across Te Tauhū. The purpose of the Framework is to ensure values relating to te talao, te whenua, te tangata and tikanga Māori are applied, central to Māori Urban Design, at both precinct and site scale. Once completed, early 2026, the framework will form an appendix to the TRMP.

Both Councils facilitate an Urban Design Panel, which provides an independent design review for private and public developments to support the well-functioning urban environment across Nelson and Tasman. This service is currently free in Tasman and user-pays in Nelson. In 2025 both Councils undertook a refresh of the Panel with the aim to streamline applications and achieve a good balance of skills, expertise, and experience.

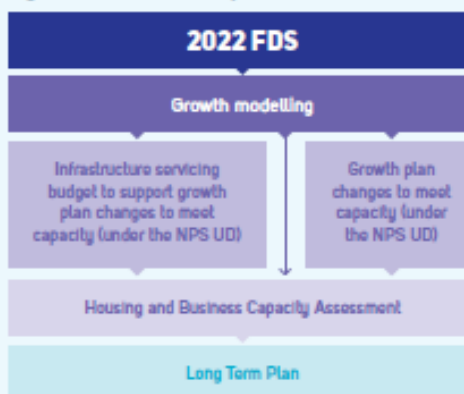
IMPLEMENTATION PLAN 2025



### 3.3 OTHER LOCAL GOVERNMENT ACT IMPLEMENTATION MECHANISMS

Figure 6 below sets out how the FDS is implemented through the LTP using the Local Government Act (LGA). The LTPs are prepared by each council every three years, and Annual Plans if required are prepared in the intervening two years. Both Councils are currently preparing their LTPs for 2027 – 2037.

Figure 6. Further LGA implementation of the FDS



#### 3.3.1 GROWTH MODELLING, THE NELSON TASMAN HOUSING AND BUSINESS ASSESSMENT AND THREE WATERS INFRASTRUCTURE

The FDS provides the overarching housing and business land capacity for the region for 30 years and national policy encourages tier 2 local authorities to use the FDS to inform its LTP. Growth modelling occurs every two to three years for Councils' LTPs and provides latest estimates of demand for dwellings and business sites.

Tasman's growth model process and how it relates to the FDS and LTP is shown in Figure 7 below.

Figure 7. Tasman's growth model process

★ NPS-UP requirement to inform LTP



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### Housing and Business Capacity Assessments

Both Councils adopted their 2024 Housing and Business Capacity Assessments (HBA). The assessments demonstrated sufficient housing capacity in the short term and long term but not in the medium term (years 4 – 10) for the combined Nelson Tasman Urban Environment. A shortfall of 360 dwellings exists in Tasman around year 9 and this increases to approximately 600 when combined with the Nelson Urban Environment. This is largely due to insufficient infrastructure being available in time, rather than insufficient zoning.

In terms of the split of attached and detached dwellings, there is insufficient capacity of attached dwellings in Tasman across all time periods and in Nelson, insufficient capacity in the medium and long terms. This combined insufficiency is significant amounting to 1,750 over the 30 year period and is therefore something that recent and future plan changes will seek to address (see Section 3.2.1 on page 15).

Sufficient business land capacity exists in the combined Nelson Tasman Urban Environment across all time periods, but Nelson has insufficient capacity for industrial and commercial/retail uses in the medium and long terms, though it is adequate in the short term. However, Tasman's business surplus provides for Nelson's shortfall.

The FDS is modelled using a high growth scenario, allowing Councils' LTP models to use a proportion of that capacity. Both Councils' LTPs 2024 – 2034 assumed a medium growth scenario for future growth.<sup>3</sup>

FDSs promote long term planning by setting out how a local authority will provide sufficient development capacity to meet demand over 30 years. An FDS assists with the integration of planning decisions, infrastructure planning and funding decisions. It is likely in the future that FDSs will be replaced by RSPs and a Planning Bill is expected end 2025.

### Three Waters Infrastructure

The Local Government (Water Services Preliminary Arrangements) Act 2024 became law in September 2024. By September 2025, councils were required to produce a water service delivery plan for Department of Internal Affairs' (DIA) approval either by themselves or jointly with other councils. As part of this plan councils needed to consult on a proposed model for water services which could include the status quo, an in-house business unit, a "water services" council-controlled organisation (CCO) or a joint CCO arrangement.

Nelson City Council Water Services Delivery Plan 2024 – 2034 was adopted by Council on 7 August 2025. For community consultation Council staff proposed three options with the recommendation to adopt model A, which is to retain our current delivery model with in-house teams for the majority of the water services and joint governance with Tasman District Council of the Nelson Regional Sewerage Business Unit. Following consultation Council adopted model A as the basis for the Water Services Delivery Plan.

Tasman District Council Water Services Delivery Plan 2024 – 2034 was adopted by Council on 25 September 2025 and it is currently with the DIA for approval. Tasman canvassed opportunities for joint delivery arrangements with Marlborough and Buller District Councils, consulted with the public on its preferred service delivery option, which was an in-house water business unit and heard and deliberated on submissions. This confirmed Tasman's service delivery model to be an in-house water business unit. A reorganisation has taken place establishing an in-house business unit which is looking to be up and running to meet legislative requirements by 1 July 2027.

The Councils' three water teams (stormwater, drinking water and wastewater) rely on the FDS to plan for trunk infrastructure required in the future to service the housing and business sites. They need to know the likely yield of the FDS sites and their sequencing over time. Trunk infrastructure requires long lead in times to plan, design and build. Servicing availability of future housing and business sites is reflected in the HBAs.

Infrastructure modelling for intensification is more complex because it is difficult to predict where it will occur. Intensification occurs through both:

- Infill – where unoccupied land at the front or rear of an existing dwelling is utilised for an additional dwelling; and



- Redevelopment – an original dwelling is removed from a site and replaced with a number of attached units/apartments.



3. The FDS used a high growth projection by consultant Natalie Jackson and Nelson's scenario was peer reviewed by Infometrics. For the LTPs, both Councils used a medium growth projection by DOT Consulting, which is similar to the high growth projection by StatsNZ.

In Nelson, when there are large scale Intensification projects being proposed, budgets can be reprioritised to upgrade Infrastructure in time for those developments. One such project is Bridge to Better which includes flood protection, pump station, three waters Infrastructure and transport Improvements, which is expected to enable additional capacity for 1,000 new dwellings in and around the city centre.

The Nelson city centre presents the opportunity to enable increased densities of residential housing as part of a mixed use environment. This could contribute to housing capacity and choice that is required to meet the needs of the growing population and changing demographics in Nelson.

Tasman District Council continues to investigate the Infrastructure requirements for intensification in Richmond, as well as programming the projects that will service the Wakefield and Brightwater Intensification areas. This information will help inform the LTP 2027 – 2037 on the timing and scope of the projects required.

All of the above demand and capacity Information from the growth modelling review is used to develop the Nelson Tasman HBA required by the NPS UD, prepared every three years in time to inform the LTP and forms supplementary Information to the LTPs. The purpose of the HBA is to demonstrate how the Councils are providing sufficient development capacity to meet expected demand for housing and business over the next 30 years. The Councils are awaiting confirmation from the RMA reform Minister on whether they will be required to prepare a HBA for 2027, given the legislative proposals currently underway.

### 3.3.2 RATES AND DEVELOPMENT CONTRIBUTIONS

As shown in Figure 8, the FDS, and in turn the HBA, inform the financial policies of both Councils. Dwelling demand projections are used to calculate the growth in rating units. Sites identified for increased capacity are modelled and influence Activity Management Plans (AMP) and the LTPs. Development contributions (DCs) are calculated based on projects in the LTP that contribute to increased growth capacity. General rate remissions such as for CHPs, papakāinga and Māori land are factored into forecasts of total rates revenue. Nelson exempts development contributions for social housing projects carried out by registered CHPs. Residential developments in the city centre are also exempt, to encourage intensification within existing Infrastructure networks.

In July 2025 criteria for remissions in Tasman's Development Contribution policy were broadened for papakāinga on Māori land, to support Te Ture Whenua Act. The previous policy criteria were very limited, so were broadened to facilitate the occupation, development and utilisation of Māori land, in order to facilitate development. At the same time remissions for stormwater development contributions were reduced in Tasman so that they now only apply to Richmond Intensification area and brownfield parts of Māpua and Motueka, incentivising this type of development in line with FDS objectives. This was because while Council has significant stormwater investment planned, developers still need to manage peak and upstream flows.

Figure 8. FDS informing Councils' financial policies





### 3.4 LAND TRANSPORT MANAGEMENT ACT (LTMA) IMPLEMENTATION MECHANISMS

Figure 9 below shows the connection between the Councils' Regional Land Transport Plan (RLTP), Regional Public Transport Plan (RPTP) and the FDS.

Figure 9. Relationship between FDS and the Councils' transport plans



#### 3.4.1 TRANSPORT – PRIVATE, PUBLIC AND ACTIVE

The RLTP and RPTP are prepared jointly by the Councils and major projects within the plans are reviewed with each LTP. A new RLTP is prepared every six years and reviewed every three years. The most recent Nelson Tasman RLTP and RPTP were adopted in 2024, major reviews are planned for the 2027–2030 plans. Central Government funding, specifically the National Land Transport Fund (NLTF) is drawn upon to help implement projects in these plans, together with Council funding in the LTPs.

A number of transport projects in the 2024–2027 RLTP and RPTP have been influenced by the FDS. This included projects in Tasman's Walking and Cycling Strategy 2022–2052 to introduce new cycleways and reduce speed in parts of Māpua and Richmond, and Nelson's E Tū Whakatū Active Travel Strategy 2022–2032 which also proposed new cycleways and low speed neighbourhoods. Some of the initial cycleway works in Tasman are now complete but the strategies and the 2024 AMPs propose a long-term commitment to completing further improvements and changes to the transport network to support intensification.

For Nelson, this includes investigation into priority lanes along Waimea Road and various other growth-related safety and access projects to enable intensification but these will take longer to implement as they are not currently funded from the NLTP.

The Nelson Tasman eBus recently won a national award for outstanding customer satisfaction. Some of the bus routes in Nelson and Tasman have been guided by the growth pattern in the FDS. In August 2023, the Councils increased the frequency, routes and service times of eBuses and added new bus destinations (including Wakefield, Motueka and the Nelson airport). A review of the eBus took place in 2024. Changes to the timetable are now proposed with some minor changes to better reflect journey times, including an earlier service for Route 1 as well as an earlier finish for the Late Late Bus services. These will be implemented in the near future. Options for servicing The Junction will be explored. Also a new integrated ticketing system is due to be rolled out in mid-2026.

The Regional Public Transport Plan 2027 will consider any further changes to the bus services. While not part of the RPTP, Nelson is also relocating the Nelson Bus Hub, construction began in mid-2025, with the aim for the project to be completed by the end of 2025.



The Richmond Programme Business Case and the Nelson Future Access Project were both transportation planning projects completed jointly with New Zealand Transport Agency (NZTA) Waka Kotahi and were informed by the 2019 FDS. A significant project under the Richmond Transport Programme Investment Case is the Hope Bypass, now a Road of National Significance. Under the current Government the Hope Bypass is included in the State Highway Investment Programme (SHIP). The SHIP will be reviewed in 2027.

A new draft Government Policy Statement on Transport is expected in 2026.

The Hope Bypass designation was extended late 2023 for a further 15 years to 2038. The long-term nature of the timescales for the Hope Bypass could have a knock-on effect on scheduling other road network improvement projects.

The Rocks Road Improvement project, identified in the Nelson Future Access Project is a state highway project but was excluded from the SHIP. However, it remains in the Councils' RLTP, pending future funding sources.

Both Councils adopted a Joint Speed Management Plan in July 2024. Central Government's 2024 Setting of Speed Limits Rule came into force on 30 October 2024. This rule removed the requirement for Regional Speed Management Plans and removed Councils' ability to set most 30km/h speed limits in urban areas, other than variable limits outside schools. Future work will include a process in Tasman where once a plan change becomes operative changing rural zoned land to urban zoned land, the default speed limit changes to an urban speed limit. This means that any new roads constructed as part of the development will automatically have the urban speed limit rather than rural.

Nelson speed limit safety changes are in line with the current Government's Setting of Speed Limits Rule. This largely includes reducing the speed limit outside schools at set times.

Due to the reduced funding available to both Councils under the National Land Transport Programme 2024–2027, several of the projects identified in the Richmond Programme Business Case and the Nelson Future Access Project in the medium term will be subject to funding constraints.

The FDS focussed on slowing the growth in vehicle traffic by predominantly consolidating housing growth within urban areas and along a corridor from Atawhai to Wakefield, where public transport, and walking and cycling, can be most efficient and effective. Preparation of the FDS included greenhouse gas modelling for housing sites proposed in the urban environment and assessed likely emissions. This analysis informed deliberations of the FDS.

### 3.5 RESERVES AND COMMUNITY FACILITIES IMPLEMENTATION MECHANISMS

Tasman's Open Space Strategy is reviewed every 10 years, with the next review commencing 2027. The Strategy identifies future open space requirements and seeks to better link existing areas of open space for improved ecological values and recreation access. A report for Richmond was prepared in 2025 to accompany PC81, the recommendations in the report will be incorporated into the Open Space Strategy. The report made recommendations on the acquisition of additional open space in Richmond North, Richmond East, as well as improvements to recreational linkages and connectivity within the greenspace network within the new medium density residential zone. The Reserves and Community team will look to implement these in the next LTP 2027–2037 (medium term).

The FDS influences future land acquisitions for neighbourhood reserves as they are based on a level of service related to walking time within residentially zoned areas. In the Richmond South growth area, work is progressing on the recently acquired Paton Road reserve. The existing dwelling on the site has been sold and a concept plan prepared. A shared path between Cupola Crescent and Paton Road is being designed to connect to existing walkways in the area, as well as a woodland reserve. Work will commence 2026. Work will also commence in 2026 on a new walkway between Hill Street South and Haycock Road, connecting to Anseid Valley Road, turning a paper road into a shared pathway.

Accessibility to reserves is reviewed as part of each LTP. The reserves departments are also actively involved in acquiring local purpose esplanades via subdivisions.

Nelson's Parks and Facilities AMP outlines the approach to providing for future demand. The FDS indicates where Council would expect to provide new reserves in greenfield areas (based on AMP levels of service) and prioritise amenity improvements in intensification areas.

Tasman is progressing an inclusive playground at Saxton Field near the velodrome, with completion planned in the short term. The expected cost is \$1.5 million which is being shared between both Councils.

Tasman's LTP 2024–2034 includes new or upgraded community facilities for Walmea South (Brightwater and Wakefield). Council recently approved a new location for the Wakefield hub, on Wakefield recreation reserve, to the rear of 50 Clifford Road. The \$11 million hub will provide a multi-use space with a sports and performance focus. Construction is planned to commence 2027.

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Improvements to Brightwater's community facilities are also planned with \$0.5 million going towards improvements for the Wanderers Rugby Club (to start 2025) and \$2 million towards improvements to the existing Brightwater Hall (new roof, improved heating, social area upstairs), planned to commence June 2026.

Currently under construction is a new reserve and playground for older children in Rosales Street, Berryfields, Richmond, due to be complete end 2025 as well as a new pump track in Takaka (Fonterra land). The \$150K pump track will be unsealed initially and complete in the short term.

Tasman District Council continues to progress a new cemetery for the Richmond and Mouere-Waimea Ward areas. Work will now commence on Tasman's projected needs, land area required etc.

Using some of the 'Better Off' funding from Government for community wellbeing projects, Tasman is progressing a new hub in Matal Crescent, Tapawera. The \$2.6 million hub will be multi-use and will include community rooms, office space, with a couple of rooms for outreach health. Construction will commence spring 2026.

Tasman is also progressing the Motueka pool in King Edward Street with construction planned 2027 and an extension to the Murchison Sport, Recreation and Cultural Centre later in the LTP period.

Nelson is progressing the Rutherford Park City Centre Play Space which is expected to be complete by 2027.

It is also exploring the potential of a new combined Library, Community Hub and Civic Centre, and future plans for the current Civic House. Options will be delivered to Council late in 2025, followed by community engagement, with a decision expected by mid-2026.

### 3.6 WASTE PLANNING

Both Councils recently adopted the Nelson Tasman Waste Management and Minimisation Plan 2025 – 2031, as required under the Waste Management Act 2008. The plan, among other things, assesses future demand for waste services as well as providing the strategic direction for the region. The growth provided for in the FDS is an important factor for consideration in waste planning. Implementation of the plan will now commence with monitoring and reporting on a quarterly and annual basis.

### 3.7 CLIMATE CHANGE ADAPTATION PLANNING AND MITIGATION

Timeframes for the Councils to progress work with their communities on adaptation planning are informed by and responsive to the Government's direction as it continues to develop.

In Nelson, the FDS states that Intensification areas N-16 (Neale Park), N-17 (Vanguard Street), N-18 (Gloucester Street), N-34 (Tahunanui Drive West) and N-110 (the Wood North Nelson) would remain in the FDS subject to a Dynamic Adaptive Policy Pathway Process (DAPP) being undertaken. For this reason, the dwelling capacity these sites may yield was excluded from the FDS and the sites are shown on the FDS maps as deferred intensification areas (subject to DAPP).

Nelson approved the selection of The Wood as the first area in Nelson to take part in detailed climate adaptation planning, at a Council meeting on Thursday 5 June. Council staff are developing a comprehensive list of potential adaptation options, deepening the local climate risk assessment, undertaking demographic analyses, and working in partnership with the community to identify preferred adaptation pathways.

PC29 introduced new natural hazards provisions, including natural hazard overlays, into the NRMP to manage land use and development, (including intensification) in Nelson's urban areas, where the land is identified as being potentially susceptible to one or more natural hazards. These new natural hazard provisions were made operative in October 2025.

The Councils have worked together on a Regional Climate Change Risk Assessment which has helped to identify climate-related risks and will provide a foundation for local adaptation planning.

Tasman commenced work on natural hazards Plan Change 85, with issues and options engagement undertaken this year. Development of the planning options for natural hazards is now commencing, taking into account direction provided by the forthcoming natural hazards national direction and wider RMA reform.

The Whakatū Nelson Climate Change Strategy and Climate Action Plan was adopted on 3 July 2025. These summarise actions planned and currently underway to reduce emissions and adapt to climate change. The Climate Action Plan is a living document and is the council's pathway to meeting its climate goals and targets as set in the Strategy.

For Tasman, no sites were included in the FDS that are subject to sea level rise (2m sea level rise and 1% annual exceedance probability storm tide scenario). They were discounted due to the larger size of the district and availability of choice of other sites not subject to such constraints. In Nelson extensive infrastructure exists in the potential intensification areas referred to above.

Tasman recently adopted its Climate Response and Resilience Strategy and Action Plan 2024 – 2035. This strategy identifies the key areas that the Council will prioritise to reduce emissions from its activities and influence and encourage the wider community to also to do. It is reviewed with each LTP but implementation updates are provided quarterly and annually.

### 3.8 KEY STAKEHOLDER IMPLEMENTATION MECHANISMS

Officers have held meetings with key stakeholders in the region for each previous annual implementation plan, to understand how they use the FDS in their planning. For this Implementation Plan it was decided to update the plan largely by email exchanges between parties. This is because Central Government has directed Local Authorities to focus on preparing for the forthcoming legislation and this will likely be the last FDS annual implementation plan. The FDS will be replaced in the future by a RSP which will likely contain an implementation component.

The FDS has both directly and indirectly influenced work programmes and strategies which include both Councils, Government agencies and also private entities. Indicative sequencing of development over 30 years allows stakeholders to co-ordinate efforts.

Each stakeholder has their own protocols for how and when to engage with local *ngā iwi* and *hapu*; most do it on a project-by-project basis, and the extent is dependent on the scope and scale of works.

#### 3.8.1 MINISTRY OF EDUCATION (MOE), TE TĀHUHU O TE MĀTAURANGA

The FDS informs MOE on where to investigate impacts on future capacity of school catchments. Spatial data relating to the school catchments, projected growth for school aged persons and trends in school choice inform its response. When responding to growth MOE introduces enrolment schemes where there is a risk of overcrowding, proposes new buildings at schools, or plans for new schools.

MOE is currently investigating demand for new schools in the Waimea area to cater for growth. Based on the projected scale of growth and demographics of the area,

the current network of schools is expected to be able to accommodate growth in the short term. MOE will continue to engage with the Councils on plan changes and structure plans.

#### 3.8.2 MINISTRY OF HOUSING AND URBAN DEVELOPMENT (MHUD), TE TŪĀPAPA KURA KĀINGA

Jointly oversee the NPS UD with Ministry for the Environment (MfE), hence actively involved with RMA plan changes for housing. MHUD has funded Kāinga Ora and CHPs for the delivery of new social, affordable and progressive home ownership in the region, primarily Nelson. Projects are at varying stages of delivery with additional supply funded through 2027. This is also mostly in Nelson, with the exception of a Nelson Tasman Housing Trust development in Richmond.

#### 3.8.3 KĀINGA ORA HOMES AND COMMUNITIES

Kāinga Ora has refocused its efforts to better support tenants and communities, aiming to leave a sustainable social housing legacy. It is prioritising its role as a responsible landlord by caring for its customers and homes and scaling back work outside its core social housing mission. As a result, some projects in the Nelson Tasman Region will no longer proceed.

Despite this reset, Kāinga Ora continues to deliver new social housing – adding homes where needed and replacing those at the end of their life. Since 1 July 2025, 26 new homes have been completed in Nelson, with another 104 scheduled for Nelson by June 2026 (see [Kāinga Ora housing developments](#) for details).

#### 3.8.4 HEALTH NEW ZEALAND NELSON MARLBOROUGH, TE WHATU ORA

Health New Zealand is ensuring a strong focus on supporting districts to implement service delivery models to meet community need. They are supported by regional teams who help to coordinate the implementation of the frameworks developed by the national teams. A focus is on supporting health providers to have strong networks and enabling them to work in partnership with *iwi*, communities and cross sector partners to ensure resilient, sustainable, responsive services to meet the needs now and into the future.

There is also a strong focus on achieving the government health targets. Health New Zealand works with partners across the system, including with public health services, to ensure ongoing focus on modifiable behaviours including reducing smoking, alcohol consumption, and ensuring healthy nutrition, physical activity and social and environmental factors to improve the health and wellbeing of our local population.





Project Whakatupuranga – Nelson Hospital refurbishment and redevelopment will upgrade Nelson Hospital in a phased approach following business case approval by cabinet in 2025:

- Enabling works underway for construction of a new energy centre, refurbishment of George Manson and Percy Brunette buildings, as well as new 128 bed inpatient building (adding 41 more beds to current capacity and including an acute assessment unit, transit lounge, pharmacy, blood bank and dedicated areas).
- Installation of new modular buildings to temporarily accommodate staff as they relocate to make space for new inpatient building.
- Design work commenced on new 28 – 32 bed modular temporary inpatient unit to help maintain services during construction and address current bed pressures. Unit can be moved where needed – to be delivered mid 2026.
- Expansion of emergency department to be complete early 2026.

A site masterplan is underway for the redevelopment to ensure all works are co-ordinated and that the long term vision of the campus is understood. Dates for milestones are pending.

### 3.8.5 NELSON BAYS PRIMARY HEALTH (NBPH), HAUORA MATUA KI TE TAI AORERE

Follows the FDS growth projections and locations closely to plan for areas of increased health enrolments. Where an area changes from rural to urban, as a result of rezoning, it affects the primary health organisation's (PHO) funding for such areas.

The PHO relies on provision of fibre to enable its patients to undertake telehealth appointments. Chorus and Network Tasman are the fibre network providers in the region. They have confirmed that fibre rollout is developer led. Growth sites that are near to towns are easiest to provide fibre for and generally fibre capacity is not a constraint on development.

The PHO is planning for continued growth in health access with increased capacity for the community to enrol in General Practice due to projected population increases. Improved primary and community health provision with the supporting of health hubs into community where services can be integrated to meet community needs. The predicted growth needs to be supported by complementary access for pharmacy, and co-located services working with aging in place communities and the support for growth in accessible dental care.

As the health sector shifts its focus on services closer to communities and being integrated, NBPH will be providing accessible primary and community services in the community via satellite clinics. Local provision for health services requires accessible, timely quality care.

### 3.8.6 NEW ZEALAND TRANSPORT AGENCY WAKA KOTAHI (NZTA)

The Richmond Programme Business Case and the Nelson Future Access Project were both transportation strategic plans completed jointly with NZTA Waka Kotahi and were informed by the 2019 FDS. Both planning projects identify a range of interventions across the Nelson Tasman Urban Environment to provide for future growth. Details of these planning documents can be found [here](#) and [here](#). The following projects have had funding approved in the 2024 – 2027 NILTP:

#### • Hope Bypass

The investment case for the Hope Bypass proposes a staged implementation approach.

Stage 1 focuses on the corridor between Lower Queen Street/Gladstone Road Intersection and the SH6/Link Road roundabout (Salisbury Road Extension). This section was identified as the most congested part of the project area. This proposal includes a new grade separated interchange on SH6 at Salisbury Road Extension, which would build a local road over the state highway. This interchange is located by the Main Road Stoke roundabout and the SH6/Link Road roundabout. The proposal also includes upgrading the Richmond Deviation to four lanes and making improvements to Lower Queen Street and Gladstone Road Intersection, increasing the turning capacity. These changes deliver early congestion relief ahead of the proposed Stage 2 works.

Stage 2 includes a new four-lane Richmond bypass (on the existing designation which is currently part of the railway reserve), a new four-lane grade-separated interchange at Gladstone Road/Lower Queen Street Intersection, and a new two-lane roundabout at SH60 Intersection. The work carried out in Stage 2 at the Lower Queen Street/Gladstone Road Intersection, builds on the Stage 1 Intersection upgrades. The Stage 2 grade-separated interchange at this Intersection will provide additional capacity when it is required. The designation between SH60/Gladstone Road Intersection out to Eden Road in Hope is to be retained for future development.

The project will seek to retain cycleway routes and connections. As a Road of National Significance, there is an expectation that it will be assessed for tolling. The design and consent stage of the Hope Bypass is commencing October 2025. The construction date is to be confirmed by the Minister.

#### • Pugh Road / McShane Road / SH60 Intersection Improvements

Work on this Intersection will seek to improve safety outcomes. The investment case to be undertaken in the short term will detail the type of intervention that will be used.

### 3.8.7 TRANSPOWER NEW ZEALAND

Existing assets can both meet demand for electricity and cope with any anticipated energy generation, based on current forecasts. However Transpower has no forward visibility of generation projects, hence the process is reactive in nature in assessing capacity for connections to the grid. Transpower produces an annual transmission planning report which is the key document that sets out how Transpower expects electricity demand and generation to evolve and implications for the transmission grid. Where an annual report is not required it produces forecast fault levels annually. Transpower also continues to be actively involved in Council plan changes. No new transmission lines are planned. If increased transmission capacity is needed, Transpower will increase the capacity of existing assets, working closely with Network Tasman Limited.

### 3.8.8 NETWORK TASMAN LIMITED

Nelson Electricity Limited's network is now also managed by Network Tasman. Network Tasman uses the FDS to forecast additional capacity for electricity and importantly sequencing of growth sites. An increase in demand is communicated to Transpower and this influences their annual asset management plan. The capacity upgrade of Motueka substation is underway, due for completion May 2026. The construction of the new exit grid point substation in Brightwater will connect and supplement Stoke, as a second source of bulk supply to Nelson City and the Tasman District and will be complete in June 2028. A new substation is planned in Hope within the next five years and at Wakefield in the next 10–15 years. Network Tasman monitors demand from EVs closely to determine if further substation upgrades are needed. It accommodates renewable infrastructure where capacity exists to connect to the grid.

### 3.8.9 NELSON REGIONAL DEVELOPMENT AGENCY (NRDA)

The spatial growth pattern within the FDS informs NRDA's strategy and advice to stakeholders, including the front-footing of challenges to regional growth. This is captured within the regions' Regeneration Plan, its Regional Investment Prospectus and its 2025 annual Briefing to Ministers, which outlines opportunities for Government to partner with Nelson Tasman. One of the opportunities identified is delivering the FDS outcomes.

NRDA is currently undertaking a Critical Skills Pipeline Project, identifying and addressing projected skills shortages in construction and infrastructure alongside major projects planned for the region.

NRDA undertakes an annual business survey which has in previous years raised issues about availability of housing posing a problem for recruitment. However the 2025 survey results did not highlight this. The NRDA works with ngā iwi e.g. on the Kokiri Forum (regional economic development collaboration), the RIF Economic Pou and Te Tauhi Intergenerational Strategy prior to that.

### 3.8.10 NELSON REGIONAL SEWERAGE BUSINESS UNIT (NRSBU) AND NELSON TASMAN REGIONAL LANDFILL BUSINESS UNIT (NTRLBU)

Work with utility teams from each Council to plan and deliver wastewater infrastructure and disposal of waste that enables growth in areas identified within the FDS. NRSBU is still consulting the Councils and iwi on its 50 year Masterplan. A new wastewater treatment plant is required to replace Bell Island in the long term to take account of sea level rise, other effects of climate change, and cultural guidelines.

The NTRLBU and the NRSBU AMPs were adopted by both Councils in September 2024 and revised AMPs will be prepared by both business units for the 2027 LTPs. NRSBU will examine ways to add wastewater capacity to accommodate foreseeable storm flows and future growth e.g. duplicate pipelines, increase pump station capacity and provide emergency storage.

NTRLBU has constructed a temporary waste transfer facility at York Valley landfill, with plans for a permanent solution and will review discharge consent for future needs. NTRLBU has also re-opened Eves Valley Landfill for acceptance of some contaminated soils, which has enabled reduced disposal rates compared to general refuse at York Valley Landfill and may have a positive impact on the remaining life of York Valley.



IMPLEMENTATION PLAN 2025



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## 4 INDICATIVE STAGING OF FDS SITES

The introduction of the NPS UD in 2020 removed the requirement for FDSs to set out timing and sequencing of sites. This was previously a requirement in the NPS UDC (policy PC13). MfE guidance indicates this was so that councils could be more responsive to proposals coming forward from developers, in line with other parts of the NPS UD<sup>4</sup>. However, there is value in providing an indication of sequencing and timing to inform LTP decisions on infrastructure spending and for use by some stakeholders and landowners.

Table 2 below provides latest staging of the FDS sites. These sites can be viewed on the FDS map viewer via Tasman's [website](#).

It is worth noting that boundaries of some FDS sites have changed in PC81 following further evaluation.

Green font denotes that the site forms part of PC81.

An asterisk (\*) denotes that the site (or part of the site) is zoned deferred in PC81 for servicing, but is expected within 10 years.

There are a small number of FDS sites in Tasman that, following further evaluation will not be progressed. These are T-148 Murchison (light industrial), T-155 land opposite 702 Mangles Valley Road Murchison (rural residential), T-143 Willow St Takaka and T-157 Rata Avenue Tapawera. This is due to a range of reasons including changing land ownership preferences, productive value of land being higher than originally thought and orientation of the site. However new replacement business sites have been identified for Murchison and Takaka as part of PC81 and in Tapawera undeveloped existing zoned land exists.

Table 2. Indicative staging of FDS sites

Town	Medium term (1–10 years) (2024–2034)	Long term (11–30 years) (2035–2054)
Brightwater	<ul style="list-style-type: none"> <li>T-002 and T-103 – Brightwater town centre infill intensification</li> <li>T-104 – Katania Heights intensification area</li> <li>T-198 – 65 Higgins Road (rural residential)</li> <li>T-005 – Wanderers Avenue (already zoned through Plan Change 75, operative 2023)*</li> <li>T-106 – 34 and 1/36 Ellis Street (commercial)</li> <li>T-171 – 46A Factory Road (light industrial)</li> </ul>	<ul style="list-style-type: none"> <li>T-102 – 100 Bryant Road</li> <li>T-001 – Jefferies Road</li> <li>T-105 – 67 River Terrace Road (light industrial)</li> </ul>
Collingwood		<ul style="list-style-type: none"> <li>T-53 – Excellent Street</li> <li>T-158 – Orion Street (business)</li> </ul>
Māpua	<ul style="list-style-type: none"> <li>T-42 – Seaton Valley Northern Hills*</li> <li>T-33 – Seaton Valley Hills*</li> <li>T-11 – Seaton Valley Flats*</li> </ul>	<ul style="list-style-type: none"> <li>All Māpua FDS sites now form part of PC81, following adoption of the Māpua Masterplan in 2025</li> </ul>
Motueka	<ul style="list-style-type: none"> <li>Part of T-189 – Pā Street (papakāinga)</li> <li>T-190a – Part Motueka greenfield intensification (south)* (another part of T-190 is already zoned through Plan Change 80 operative 2025)</li> <li>T-206 – 8 Hickmott Place intensification</li> </ul>	<ul style="list-style-type: none"> <li>Remainder of T-189 – Motueka intensification (north)</li> </ul>
Moutere	<ul style="list-style-type: none"> <li>T-17 – Mytton Heights Hills (rural residential)</li> <li>T-213 – 319 Motueka Valley Highway (rural residential)</li> <li>T-205 – 14 Watwhero Road (rural residential)</li> </ul>	
Murchison	Sites in Murchison already zoned through Plan Change 77 operative 2023: <ul style="list-style-type: none"> <li>T-20 – 65 Hotham Street*</li> <li>T-37 – Fairfax Street*</li> <li>T-146 – 170 and 174 Fairfax Street (Holiday Park)*</li> <li>T-154 – 268 Mangles Valley Road</li> <li>T-156 – 40 Matiri Valley</li> <li>T-175 – 2595 Kawatiri-Murchison Highway</li> </ul>	<ul style="list-style-type: none"> <li>T-176 – 26A Grey Street</li> </ul>





Town	Medium term (1–10 years) (2024–2034)	Long term (11–30 years) (2035–2054)
Murchison (continued)	<p>Sites not proposed for rezoning following further evaluation:</p> <ul style="list-style-type: none"> <li>T-155 – Land opposite 702 Mangles Valley Road</li> <li>T-148 – 155 Waller Street/Chalgrave Street (light industrial)</li> </ul> <p>Sites forming part of PC81:</p> <ul style="list-style-type: none"> <li>T-150 – Murchison town centre (commercial)</li> <li>T-234 – Fairfax Street (light industrial, replacement site for T-148)</li> </ul>	
Nelson	<ul style="list-style-type: none"> <li>N-100 – Griffin Site</li> <li>N-106 – Maltah / Bayview</li> <li>N-111 – Marsden and Ngawhatu</li> </ul> <p>Intensification areas:</p> <ul style="list-style-type: none"> <li>N-107 – City Centre South</li> <li>N-108 – City Centre North</li> </ul>	<ul style="list-style-type: none"> <li>N-11 – Saxton</li> <li>N-32 – Orchard Flats</li> <li>N-112 – Orphanage West</li> <li>N-115 – Saxton extension</li> <li>N-116 – Orphanage West extension</li> </ul> <p>The remaining Intensification areas not included in PC29 can be found in the <a href="#">FDS</a></p>
Richmond	<ul style="list-style-type: none"> <li>T-22 and T-23 – Richmond central intensification</li> <li>T-112 – Salisbury Road intensification</li> <li>T-115 – 405 Lower Queen Street 'Berryfields Crossing' (includes some business land)</li> <li>T-114 – 216 Champion Road*</li> <li>T-178 – 24/28 Gladstone Road intensification</li> <li>T-35 – Richmond South (mixed business)*</li> <li>T-122 – Main Road Hope, Richmond South (mixed business)*</li> <li>T-117 – Poutama Road (mixed business)</li> </ul>	<ul style="list-style-type: none"> <li>T-38 – Richmond South (Hope)</li> <li>T-39 – Paton Road foothills</li> <li>T-40 – Hill Street South foothills</li> <li>T-120 – Richmond South between White Road and Ranzau Road (north of Paton Road)</li> <li>T-121 – Richmond South between White Road and Ranzau Road (south of Paton Road)</li> </ul>
St Arnaud	<ul style="list-style-type: none"> <li>T-181 – 3103 Korere-Tophouse Road</li> <li>T-219 – 3177 Korere-Tophouse Road</li> <li>T-195 – Massey Street (already zoned through Plan Change 78 operative 2023)</li> </ul>	
Takaka	<ul style="list-style-type: none"> <li>T-138 – 4 Rototal Road (medium density)</li> <li>T-144 – Park Avenue, central Takaka*</li> <li>T-182 – 315 Takaka-Collingwood Highway (light industrial)</li> <li>T-140 – 259 Takaka-Collingwood Highway</li> <li>T-228, T-229, T-230 Motupipi Street (light industrial) replacement sites for T-145 and T-143</li> </ul>	<ul style="list-style-type: none"> <li>T-143 – Willow Street (unlikely to be progressed)</li> <li>T-145 – Page Road (light industrial) (longer term possibility)</li> <li>T-139 – Land bound by Commercial Street/Melhana Street (portion only)</li> </ul>
Tapawera	<ul style="list-style-type: none"> <li>T-217 – 79 Main Road</li> </ul>	<ul style="list-style-type: none"> <li>T-157 – Rata Avenue (site not proposed for rezoning following further evaluation)</li> <li>T-192 – Part of 160 Tadmor Valley Road (business)</li> </ul>
Wakefield	<ul style="list-style-type: none"> <li>T-107 – 177 Edward Street (already zoned through Plan Change 76 operative 2025)*</li> <li>T-29 – Wakefield intensification</li> <li>T-30 – Wakefield intensification</li> <li>T-108 – 412 Main Road Spring Grove (light industrial)*</li> <li>T-194 – 144 and 200 Whitby Road*</li> </ul>	



## 5 NEXT STEPS



It is likely this Implementation Plan will not be updated again. Central Government messaging around impending RM reform law changes means preparation of the new RSP will likely commence in 2026. The intention is that RSPs will replace the FDS.

## 6 MONITORING, RISKS AND LIMITATIONS

Monitoring is a critical component of implementing the FDS. Previous implementation plans have noted that it will be important to understand the location and scale of growth over time once FDS sites are implemented through rezoning and equally important to compare the yield of the implemented sites with the yields predicted in the FDS. In this Implementation Plan, some of the FDS sites have been rezoned and a large number are proposed for rezoning in TRPS C1 and PC81 (subject to ministerial approval to proceed). Therefore an initial comparison is made in Appendix 3 of the associated yields of such sites. Sites in Table 2 above that are sequenced for years 11–30 have not been compared as the FDS yields remain the latest information.

Earlier this year, Nelson City Council received the hearing panel's recommendations on PC29. While the 2024 HBA shows short-term capacity is sufficient, the long-term outlook is uncertain without PC29's residential changes. Further work is needed to ensure the NRMP meets national policy requirements, noting however that these requirements may be modified as a result of the government's resource management system reforms that are currently in train.

### MONITORING OF IMPLEMENTED TASMAN FDS SITES TO DATE

#### PROPORTION OF GREENFIELD AND INTENSIFICATION HOUSING SITES

As Appendix 2 provides, resolution 1 from 9 August 2022 Joint Committee meeting, where the FDS was adopted, requires the FDS Implementation plan to, among other things, monitor the proportion of intensification and greenfield areas that are enabled by rezoning and rule changes in plan changes across the regions.

Table 3 shows that of Tasman's FDS residential sites proposed for rezoning as part of PC81, 13 are housing intensification sites and 15 are greenfield housing sites, noting also that some of the greenfield sites are at medium density. In addition a further 10 greenfield housing sites have already been rezoned for housing through recent plan changes – Plan Changes 75, 76, 77, 78 and 80. This brings the total greenfield FDS housing sites either zoned or proposed for zoning to 25.

While almost double the amount of intensification sites have either been rezoned or are being proposed for rezoning for greenfield housing, all 12 of the Tasman FDS intensification growth areas are being proposed for rezoning as part of PC81. Only part of the Motueka North intensification site T-189 remains for future rezoning, once the Motueka masterplan is complete. (A small part of T-189 (Pā Street) is currently proposed for rezoning in PC81 for papakāinga). An additional site is also proposed for intensification in PC81 in addition to the FDS – T-178 24/28 Gladstone Road, Richmond – changing from its original proposed business use, making 13 intensification sites in total.

Table 3

Tasman FDS residential sites	Recently zoned and operative through Plan Changes 75, 76, 77, 78 and 80	Proposed for rezoning through PC81	Total
Intensification	–	13	13
Greenfield	10	15	25





All of the intensification sites in Tasman, proposed for rezoning in PC81 are already serviced (although there may be limits on the capacity) with the following exceptions:

- Part of T-190 Motueka South.
- T-178 Gladstone Road Richmond – wastewater servicing dependent on Waimea trunk main project.
- T-104 Katania Heights Intensification – small site requiring local upgrades by developer.

## POTENTIAL YIELDS OF TASMAN FDS SITES

Appendix 3 provides information on the potential yields for the Tasman FDS sites now that the first tranche is either rezoned or proposed for rezoning, compared with the original yield estimates in the FDS.

This analysis shows that for residential sites in Tasman zoned or proposed for zoning to date (see table above), the expected yield of the sites is approximately 4,827 dwellings, 40 more dwellings in total than envisaged in the FDS. In addition there are a small number of sites proposed for rezoning in PC81 that were not in the FDS e.g. in Richmond and Māpua, following masterplans in those towns being adopted. These sites would add a further 491 dwellings to the total yield.

The expected yield from the business sites either zoned or proposed for rezoning to date exceeds the capacity of the FDS business sites by 2ha. This includes a small number of extra sites in Māpua included in PC81 following the masterplan.

In terms of sites added to PC81 that were not in the FDS, PC81 provides full details of the assessment of these sites to ensure consistency with the FDS methodology. Most of the new sites are situated in Māpua, following adoption of the masterplan in 2025.

## INTENSIFICATION UPTAKE RICHMOND, TASMAN

Uptake of intensification in the Richmond intensive development area (RIDA) (around the town centre) has been monitored since December 2018 when Plan Change 66, Richmond Housing Choice became operative. In that time there has been a net gain of 89 dwellings between December 2018 and December 2024 which shows the demand that exists for smaller medium density dwellings. This equates to an average of 14.8 dwellings per annum, which has slightly reduced since the period 2018 – 2023. The yield for 2024 was very similar to 2023, lower than previous years, likely due to the downturn in the residential market.

Infill rather than redevelopment accounts for a significant proportion of the intensification taking place in RIDA. "Mum and dad" developers are the vast majority of applicants with over 70% of the resource consents between 2018 – 2024 made by such applicants, where landowners are often seeking an additional dwelling on their land. Other applicants in RIDA comprise real estate agents, surveyors and private developers (both first time and more established), Kāinga Ora and Habitat for Humanity.

## RESOURCE MANAGEMENT REFORM

The current Government has repealed both the recent Natural and Built Environment Act and Spatial Planning Act. Councils are currently awaiting replacement legislation expected at the end of 2025, in the form of a Planning Bill and a Natural Environment Bill. The Planning Bill will require preparation of a RSP which will ultimately replace the FDS. Current indications are that the RSP will be expected to be completed and in effect by mid-2028.



## APPENDIX 1

### OUTSTANDING ACTIONS FROM TASMAN'S INTENSIFICATION ACTION PLAN 2020

The table below provides an update on outstanding actions from Tasman's Intensification Action Plan. All other actions in the plan have been implemented.

Issue	Action	Progress update
Housing preferences	Require high quality design standards for medium density housing	As part of PC81 Tasman proposes to include medium density residential design matrix which contains a set of quality urban design solutions which applicants are incentivised to use through the rule framework. It applies to brownfield locations to which the new zone applies.
Housing preferences	Consider building on existing assets in the review of Council's Community Housing to improve quality and potentially quantity of small houses provided	Tasman may commence a review of its community housing with the new Council in 2026.
Housing preferences	Maintain and build our relationship with Kāinga Ora	Frequent discussions were held during 2023/2024 with Kāinga Ora and the Ministry of Housing and Urban Development over development in Tasman, however following the Independent review into Kāinga Ora, it is refocusing its efforts to better support tenants and communities. Kāinga Ora is prioritising its role as a responsible landlord and scaling back work outside its core housing mission.
Housing preferences	Ensure Plan rules continue to permit two storey and enable three storey in the future	PC81 proposes the new medium density residential zone in Richmond, Wakefield, Brightwater, Māpua, Takaka and Motueka, enabling town houses, duplexes and smaller homes (three to four storeys).
Housing preferences	Planning objectives to help encourage the evening activities in centres proposed for intensification e.g. pubs, cinema, restaurants	TRPS C1 and PC 81 will encourage more people to live in the centres, both by rezoning and a centres' hierarchy. The latest town centre audit 2024 confirms Tasman's centres are performing strongly. Activation of evening activities in Richmond remains an objective and Richmond Mall's proposals currently under construction, may assist with this.

Issue	Action	Progress update
Regulatory	Rules for Intensive housing will be reviewed	Following adoption of the Richmond Spatial Plan in 2024, PC81 proposes a new medium density residential zone not only in Richmond but also Brightwater, Wakefield, Motueka and Māpua. PC 81 is ready for notification subject to authorisation from the minister.
Infrastructure	The large scale of Intensification areas and associated Infrastructure but slow uptake	Tasman District Council continues to investigate the infrastructure requirements for intensification in Richmond, as well as programming the projects that will service the Wakefield and Brightwater intensification areas. This information will help inform the LTP 2027 on the timing and scope of the projects required.
Infrastructure	Improve amenity in Intensification areas with trial of greenways (slow speed tree lined residential streets) in some streets – Richmond likely to be first. To be funded through transport budget in LTP and by Reserve Financial Contributions	Some of the initial cycleway works in Tasman are now complete but the strategies and the 2024 AMPs propose a long-term commitment to completing further improvements and changes to the transport network to support intensification.
Infrastructure	New Level of Service to be incorporated within LTP for transport function of greenways and standards for greenways to be provided in the Land Development Manual	Not to be progressed at this stage.
Council costs	Rates remission policy potentially discouraging land use change to higher density housing	Standard life of rates remission is four years. Tasman's rates remission policy adopted 2024 includes up to 50% remission of the general rate for community housing providers and papakāinga developments, for at least the next three years.
Council costs	Existing Development Contributions discount for small dwellings needs refining	Tasman's development contribution policy 2024 was simplified so that the remission for small dwellings is based on the number of bedrooms only. A 2025 update broadened the remission for papakāinga on Māori land but reduced scope for stormwater development contribution remissions to brownfield sites in Richmond, Māpua and Motueka.
Council costs	Refunding DC discount to the house builder not the subdivider	Workable solution not yet found.



## OUTSTANDING ACTIONS FROM NELSON'S INTENSIFICATION ACTION PLAN 2020

The table below provides an update on outstanding actions from Nelson's Intensification action plan.

All other actions in the plan have been Implemented or Incorporated into the Council's business as usual.

Issue	Action	Progress update
Housing preference	Maintain and build relationships with Te Taulhu Iwi, Kāinga Ora – Homes and Communities and local CHPs to maximise opportunities for more targeted housing in Nelson including social housing or papakāinga	Officers regularly attend Top of the South Impact Forum – Housing Working Group and Te Taulhu Māori Housing Forum. The Council has entered into a relationship agreement with Kāinga Ora and has ongoing relationships with CHPs. During discussions with Iwi about PC29, there was a significant focus on papakāinga provisions, and the operative plan change reflects Iwi input with changes to planning provisions.
Housing preference	Continue to provide free Independent advice for development proposals that have significant urban design implications through the Urban Design Panel	This action has been discontinued. The Urban Design Panel has moved to a user-pays model after a decision by Council as part of the Annual Plan 2023 deliberations.
Housing preference	Review Council's Urban Design Protocol Action Plan	This action is a low priority and has not been started due to low staff capacity.
Housing preference	Continue to require high-quality design standards for intensive housing through Plan objectives, policies and rules	PC29 includes new controls to ensure that high-quality design outcomes are achieved, within the Inner City Zone (Centre and Fringe areas). The Plan Change also includes a clear direction to enable housing in the Inner City (Centre and Fringe) which is supported by provisions aimed at ensuring that residential units are well designed with a good level of amenity.
Housing preference	Explore the possibility of facilitating a partnership to establish a collaborative exemplar housing development in the city centre/fringe area using Council-owned assets	Council went through an expressions of interest process late 2024 for three city centre Council-owned sites for their purchase/lease and redevelopment for housing and city centre activation purposes. Negotiations are underway with two respondents for two of the sites whose proposals include affordable and market housing. The Council is currently running a Requests for Proposal process to seek a development partner for a long-term ground lease (for the purpose of housing or city centre activation) for the third site. Officers continue to work with city centre property owners to encourage them to uptake the additional infrastructure capacity provided by the Bridge to Better project to leverage additional housing.
Regulation	Ensure the Regional Policy Statement is drafted to provide clear support for housing intensification as recommended in the FDS and required by the NPS UD	The government has indicated that Regional Policy Statements (RPSs) will be eliminated and partially replaced by spatial plans made under a new Intended Planning Act, anticipated to be enacted in mid 2026. Given the impending changes to the resource management system indicated by the government, there are currently no plans to make changes to the RPS.



Issue	Action	Progress update
Regulation	<p>For the NRMP<sup>6</sup> to;</p> <ul style="list-style-type: none"> <li>Provide for intensive housing in greenfield areas, and brownfield areas identified for intensification to encourage and enable these housing types to be provided and enable a mix of housing typologies</li> <li>Provide high-quality on-site amenity appropriate to the mix of uses and residents' needs as informed by HBA and continued testing of capacity provided by draft rules</li> <li>Reduce notification requirements for infill housing</li> </ul>	<p>PC29 includes new controls to ensure that high-quality design outcomes are achieved, within the Inner City Zone (Centre and Fringe areas).</p> <p>The Plan Change also includes a clear direction to enable housing in the Inner City which is supported by provisions aimed at ensuring that residential units are well designed with a good level of amenity.</p>
Infrastructure	Undertake Neighbourhood Asset Upgrade Plans for each FDS intensification area to guide current and future infrastructure investment in a coordinated way including use of road and reserve for low impact stormwater and amenity offsets	Neighbourhood planning will be reviewed as part of the future regional spatial planning process.
Infrastructure	Alignment of lead and lag infrastructure budgeting to ensure capacity is enabled in each intensification area in a coordinated way	Prioritisation and sequencing for greenfield and intensification areas are considered during the AMP and LTP processes.
Infrastructure	Develop new Level of Service and associated development programme for the upgrade of existing urban neighbourhood reserves in intensification areas and align with Neighbourhood Asset Upgrade Plans	Work commenced in 2020 but is on hold.
Cost	Continue to deliver planned city centre programmes to reinforce the city centre as an attractive place for events and recreation as well as to live and work	Completed concept and developed design stages for the Bridge to Better in September 2024. Detailed design and construction are on track for completion in 2027. The water ring main has been brought forward, construction started in 2025. The project will deliver an improved streetscape and improved underground services to enable additional capacity for 1,000 new dwellings in and around the city centre.
Cost	Budget infrastructure is programmed to enable the provision of increased capacity through the LTP process at the right time in response to FDS and HBA results	The Council works alongside developers of greenfield and large intensification projects through the consenting pathway to align necessary enabling infrastructure and budget accordingly.
Cost	Establish a Housing Reserve to allow Council to work with and support partners who have the ability to deliver social and affordable housing solutions for the community into the future	The Housing Reserve has committed \$11.75 million of an original \$12 million towards 11 projects (116 dwellings) to date.

## APPENDIX 2

The Joint Committee of the Councils adopted the FDS on 29th August 2022. Resolutions in both the main body of the report ("Adoption of the 2022 – 2052 Future Development Strategy") and attachment 1 of that report, relevant to the Implementation Plan are provided below, with an update against each.

Action	Purpose	Agencies Involved	Update
Officers to prepare principles to guide the staging and rollout of development areas for inclusion in the final FDS and that these principles will be used in the preparation of the Implementation plans	Fulfil Resolution (5) from the 29 August 2022 Joint Committee meeting report, where the FDS was adopted.	Lead agencies: Tasman and Nelson	Section 15 of the final FDS Included Implementation principles.  Indicative staging of greenfield sites is updated within this Implementation Plan.
Notes that Infrastructure providers will be consulted with during the preparation of Implementation plans and that Implementation plans will include preparation of neighbourhood and structure plans	Fulfil Resolution (6) from the 29 August 2022 Joint Committee meeting report, where the FDS was adopted.	Lead agencies: Tasman and Nelson  Support agencies: Stakeholders including NZTA, Health New Zealand, MOE, Network Tasman, Transpower, NSRBU, NRDA, MHUD, Kāinga Ora	Infrastructure providers have again been consulted during the preparation of this Implementation Plan. Tasman has recently adopted a masterplan for Māpua and a spatial plan for Richmond. Neighbourhood planning will be reviewed as part of the future regional spatial planning process.
Councils to consider how to support the FDS Intensification goals through land aggregation including working with Kāinga Ora	Fulfil Resolution (10)(E) from the 29 August 2022 Joint Committee meeting report, where the FDS was adopted.	Lead agencies: Tasman and Nelson  Support agency: Kāinga Ora	Despite the Councils working closely with Kāinga Ora during 2023/2024 on opportunities, the recent Independent review into Kāinga Ora has refocused its efforts to better support tenants and communities. Kāinga Ora is scaling back work outside its core social housing mission.

Action	Purpose	Agencies Involved	Update
Councils to align their growth strategies in terms of modelling and timing	Fulfil Resolution (10)(F) from the 29 August 2022 Joint Committee meeting report, where the FDS was adopted.	Lead agencies: Tasman and Nelson  Support agency: Demographer (DOT Consulting) and peer reviewer Dr Natalie Jackson	Both Councils jointly procured population projections to inform their growth models and LTPs 2024–2034.
Notes the importance of neighbourhood plans for the successful implementation of the FDS	Fulfil Resolution (11) from the 29 August 2022 Joint Committee meeting report, where the FDS was adopted.	Lead agency: Nelson	Neighbourhood planning will be reviewed as part of the future regional spatial planning process.
Recommends that officers report back as a priority to Nelson on options for preparing neighbourhood plans, to feed into the Nelson housing plan change process	Fulfil Resolution (12) from the 29 August 2022 Joint Committee meeting report, where the FDS was adopted.	Lead agency: Nelson	Neighbourhood planning will be reviewed as part of the future regional spatial planning process.
Recommends Nelson provides additional resources to enable the neighbourhood plans to be completed	Fulfil Resolution (13) from the 29 August 2022 Joint Committee meeting report, where the FDS was adopted.	Lead agency: Nelson	Any additional resourcing requirements will be considered in the project planning.
Notes that Tasman is undertaking structure planning for its key neighbourhood areas as part of its plan change and plan review processes	Fulfil Resolution (14) from the 29 August 2022 Joint Committee meeting report, where the FDS was adopted.	Lead agency: Tasman	Tasman adopted "Richmond on the Rise" (Richmond Spatial Plan) April 2024.  Council also adopted the Māpua Masterplan in August 2025. Both masterplans have informed PC81.
FDS Implementation Plan (updated annually) to closely monitor population growth trends and the proportion of intensification and greenfield areas that are enabled by rezoning and rule changes in Plan Changes across the regions	Fulfil Resolution 13 from 27 July 2022 Joint Committee meeting (resolution 1 from 9 August 2022 Joint Committee report) where the FDS was adopted.	Lead agencies: Tasman and Nelson	New population projections were obtained for the LTPs 2024 and the high growth scenario used in the FDS has not been exceeded.

## APPENDIX 3

### COMPARISON OF YIELDS OF TASMAN FDS SITES WITH OPERATIVE OR PROPOSED ZONING OF SITES

#### Residential sites

Town	Site reference	New proposed zone	PC81 yield Number of dwellings	FDS yield Number of dwellings
Richmond	T-112a and T-112b – Salisbury Road	Medium Density Residential Zone	1,720 total	60
	T-22a-c – Richmond Intensification	Medium Density Residential Zone		1,500 (A further 1,000 was estimated for Infill in Richmond but calculations in the future will need to determine how much of this has been replaced by the medium density residential zone)
	T-178 – 24 – 28 Gladstone Road	Medium Density Residential Zone		Was proposed for business in FDS
	T-114a-c – 216 Champion Road "Broadgreen"	Rural Residential (part serviced)	65	264
	T-115a – 405 Lower Queen Street "Berryfields"	Medium Density Residential Zone	84	100
Brightwater	T-005 – Wanderers Avenue (already zoned through Plan Change 75, operative 2023)	Rural 1 deferred residential (Brightwater Development Area)	270	150
	T-002 – Lord Rutherford Road North	Medium Density Residential Zone	29 total	45
	T-103 – Lord Rutherford Road North/Ellis Street	Medium Density Residential Zone		20
	T-104a and T-104b – Katania Heights Intensification area	Residential (Brightwater Development Area)	52	50
	T-198a – Higgins Road	Rural Residential	13	85



Town	Site reference	New proposed zone	PC81 yield Number of dwellings	FDS yield Number of dwellings
Wakefield	T-107 – 177 Edward Street (already zoned through Plan Change 76, operative 2025)	Part Residential and Rural 2 deferred Residential (Wakefield Development Area)	495 (based on 15 dwellings per ha)	107
	T-29a-c – Wakefield Intensification	Medium Density Residential Zone	48 total	95
	T-30 – Church land	Medium Density Residential Zone		12
	T-194a and T-194c – Whitby Road/ Higgins Road	Medium Density Residential Zone	144	220 total
	T-194b – Whitby Road/ Higgins Road	Residential	59	
Motueka Valley	T-17a, T-17c and T-17d – College Street/Motueka Valley Highway	Rural Residential	75	540 for T-17, T-213 and T-205
	T-17b – College Street/Motueka Valley Highway	Papakāinga	520	Was proposed for rural residential and part of above yield
	T-213 – Motueka Valley Highway	Rural Residential	6	Yield included in T-17
	T-205 – Motueka Valley Highway	Rural Residential	7	Yield included in T-17

Town	Site reference	New proposed zone	PC81 yield Number of dwellings	FDS yield Number of dwellings
Motueka	T-190 – Part Motueka greenfield intensification (south) (already zoned through Plan Change 80 operative 2025)	Residential (compact density)	200	See row below
	T-190a-d – High Street (part of T-190)	Medium Density Residential Zone	104	T-190 zoned under PC80 and together with T-190a they represent approx 50% of the total FDS area of T-190. Total yield for T-190 was 515, hence yield for these areas would be 257
	T-189a – Pa Street (part of T-189)	Papakāinga	10	275 for all of T-189 but this is a tiny proportion of T-189. Yield for this part 0
Murchison <i>Sites in Murchison already zoned through Plan Change 77 operative 2023</i>	T-20 – 65 Hotham Street	Rural 1 deferred Residential	51	50
	T-37 – Fairfax Street	Rural 1 deferred Residential	53	20
	T-146 – 170 and 174 Fairfax Street (Holiday Park	Rural 1 deferred Residential	24	25
	T-154 – 268 Mangles Valley Road	Rural residential	8	15
	T-155 – opposite 702 Mangles Valley Road	Rural residential	40	40
	T-156 – 40 Matiri Valley	Rural residential	4	5
	T-175 – 2595 Kawatiri-Murchison Highway	Rural residential	28	5

Town	Site reference	New proposed zone	PC81 yield Number of dwellings	FDS yield Number of dwellings
Takaka	T-138a – Rototal Road (part of T-138)	Medium Density Residential Zone	58	225 for all of T-138 but T-138a represents 30% of T-138, hence yield is 68
	T-140a – 259 Takaka-Collingwood Highway	Rural Residential	42	200
	T-144 – Park Avenue Central Takaka	Residential	65	60
Tapawera	T-217 – Main Road	Residential	4	5
St Arnaud	T-181a and T-219a – Korere-Tophouse Road	Rural Residential	20	110
	T-195 – Massey Street (already zoned through Plan Change 78 operative 2023)	Papakāinga	7	5
Māpua	T-11a – Seaton Valley Flats	Residential	31	120 total
	T-11b	Medium Density Residential Zone	75	
	T-42a – Seaton Valley Northern Hills	Residential	140	180
	T-33 – Seaton Valley Hills	Medium Density Residential Zone	276	375
<b>Total</b>			<b>4,827</b>	<b>4,787</b>

In addition, the table on page 41 shows some additional sites included in PC81 in Richmond, Māpua and a papakāinga site in Moutere that were not in the FDS. This adds a further 491 dwellings.



## Business sites

Town	Site reference	New proposed zone	PC81 yield Business land (ha)	FDS yield Business land (ha)
Richmond	T-115b – 405 Lower Queen Street “Berryfields”	Commercial	5.4ha	Site was proposed as all residential in FDS
	T-117 – Gladstone Road	Mixed Business	1.8ha	0.2ha
	T-122a – Main Road Hope	Mixed Business	11.5ha	12ha
	T-35a – Main Road Hope	Light Industrial	19ha	19ha
Brightwater	T-106 – 24 and 1/36 Ellis Street	Commercial	0.3ha	0.3ha
	T-171a – 46A Factory Road	Light Industrial	6.5ha	1ha
Wakefield	T-108 – Bird Lane	Light Industrial	13ha	13ha
Takaka	T-182a – Takaka-Collingwood Highway	Light Industrial	6ha	Replacement sites for T-143 and T-145 (13ha)
	T-228 – Motupipi Street	Light Industrial	7.5ha	
	T-229 – Motupipi Street	Light Industrial		
	T-230 – Motupipi Street	Light Industrial		
Murchison	T-234 – Fairfax Street	Light Industrial	1.6ha	Replacement site for T-148 (6ha)
	T-150 – Fairfax/Waller Street	Commercial	0.6ha	1ha
<b>Total</b>			<b>73.2ha</b>	<b>73.5ha</b>

While there is a small shortfall of business land capacity in PC81 compared with the FDS identified capacity, the table on page 42 shows Māpua sites included in PC81 that were from the adopted masterplan and not in the FDS. This additional capacity of 2.4ha means business land capacity in PC81 exceeds the FDS by 2ha.



NELSON TASMAN FUTURE DEVELOPMENT STRATEGY

#### YIELD OF ADDITIONAL RESIDENTIAL SITES IN PC81 BUT NOT IN FDS

The sites below form part of PC81 but were not in the FDS. There are a few additional sites in PC81 not included here but these are when the deferred status of the land is proposed to be uplifted, or where the zone change doesn't result in additional yield (eg changing from residential to papakāinga). Such capacity would have already been included when the FDS was prepared. The residential sites below are where the residential land use proposed is new or has intensified, or where the site was zoned rural previously or where it changed from a previous business zone.

Town	Site reference	New proposed zone	Yield Number of dwellings
Richmond	T-223b – Champlon Road	Residential (Intensified from rural residential)	11
	T-232a and T-232b – Appleby Highway	Medium Density Residential Zone (previously light industrial and residential)	37
Moutere	T-226 – Stringer Road, Redwood Valley	Papakāinga (previously Rural 3)	130
Māpua	T-237a – Part 120 Higgs Road	Medium Density Residential Zone (previously residential)	178 total
	T-237b – 29 Jessie Street	Medium Density Residential Zone (previously residential)	
	T-237c – 148 Higgs Road	Residential (previously rural 2)	
	T-237g – 86 Higgs Road	Medium Density Residential Zone (previously residential)	
	T-238a – 35 Higgs Road	Medium Density Residential Zone (previously residential)	28
	T-238b – 33 Higgs Road	Medium Density Residential Zone (previously residential)	
	T-240 – 109 and 119 Aranui Road	Medium Density Residential Zone (previously residential)	7
	T-246a – Higgs Road brownfield land	Medium Density Residential Zone (previously residential)	50
	T-246b – Higgs Road brownfield land	Medium Density Residential Zone (previously residential)	
	T-250 – 59 Seaton Valley Road	Medium Density Residential Zone (previously residential)	50
<b>Total</b>			<b>491</b>

#### YIELD OF ADDITIONAL BUSINESS SITES IN PC81 BUT NOT IN FDS

The sites below form part of PC81 but were not in the FDS. There are additional sites in PC81 not included here but these are when the deferred status of the land is proposed to be uplifted, so that capacity would have already been included when the FDS was prepared. The business sites below are where the business land use proposed is new, where the site was zoned rural previously or where it changed from a previous residential zone.

Town	Site reference	New proposed zone	Yield Business land (ha)
Māpua	T-236 – 23 and 25 Aranui Road	Commercial (previously residential)	0.1ha
	T-239 – Part 120 Higgs Road	Commercial (previously residential)	1.8ha
	T-242 – 150 Māpua Drive	Commercial (previously residential)	0.2ha
	T-248 – 5 Seaton Valley Road	Commercial (previously residential)	0.2ha
Total			2.4ha



**Joint Committee of Tasman District and  
Nelson City Councils**

**9 December 2025**

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<b>Report Title:</b>	<b>R25-513 2025 Monitoring Report - National Policy Statement Policy Statement on Urban Development</b>
<b>Report Author:</b>	<b>Bridgette OConnor (Senior Analyst Environmental Management)</b> <b>Jacqui Deans (Urban Growth Coordinator) Report</b>
<b>Authoriser:</b>	<b>Mandy Bishop (Head of Regulatory Services)</b>

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**1 Purpose of Report**

- 1.1 To present the Nelson Tasman Joint Annual Monitoring Report 2025 as required by the National Policy Statement on Urban Development (NPS UD)

**2 Recommendation**

**That the Joint Committee of Tasman District and Nelson City Councils**

- 1. Notes the Annual Monitoring Report National Policy Statement on Urban Development 2025 and its attachments.**

**3 Background**

- 3.1 The NPS UD came into effect in August 2020. Section 3.9 of the NPS UD requires local authorities to monitor a range of indicators including:
- 3.1.1 The demand for dwellings
  - 3.1.2 The supply of dwellings
  - 3.1.3 Prices of, and rents for, dwellings
  - 3.1.4 Housing affordability
  - 3.1.5 The proportion of housing development capacity that has been realised:
    - (i) in previously urbanised areas (such as through infill housing or redevelopment); and

(ii) in previously undeveloped areas (i.e. greenfield)

### 3.1.6 Available data on business land

3.2 The monitoring report covers the period 1 July 2024 to 30 June 2025 and the main observations are:

- 3.2.1 The population in the Nelson Tasman urban environment overall saw no change compared to the previous year. The Nelson part of the urban environment declined by 0.4% and Tasman's increased by 0.5%.
- 3.2.2 The median house price in Nelson was \$685,000 (5% increase) and Tasman was \$729,500 (2% increase).
- 3.2.3 The number of eligible applicants on the social housing waitlist in Nelson is 261 and 144 in Tasman (14% decrease and 2% decrease respectively). Demand for affordable housing extends beyond those on the social housing waitlist, as evidenced by Nelson Tasman Housing Trust's survey<sup>1</sup>.
- 3.2.4 Building consents for new dwellings increased by 17% for the urban environment.
- 3.2.5 Both Nelson and Tasman saw improvements in affordability. However, affordability remains an issue as Tasman is the least affordable region out of 16 regions, and Nelson the 8<sup>th</sup> least affordable (Massey University).
- 3.2.6 In Nelson 158 new residential sections were created and resource consent was granted for 66 new lots. This is slightly more than the previous 12 months, with the majority of new lots in the Bayview subdivision. In Tasman 166 new sections were created which is roughly half the number created in the previous year. Subdivision consent was granted for 226 new lots (of the 94 within the urban environment, the vast majority, were in Richmond) which is 50% higher than in 2023/24 and is more consistent with 2022/23 levels.
- 3.2.7 The Nelson Tasman Urban Environment saw a 58% increase in new commercial and industrial floor area consents compared to the previous year. In Nelson no new business lots were created and there were no business resource consents. In Tasman one new business lot was created and 14 new commercial or industrial lots were consented.



## **4 Conclusion**

- 4.1 While house prices have increased modestly over the past year, they remain significantly elevated compared to previous years, continuing to challenge affordability. While both regions saw improvements in affordability, Tasman remains the least affordable region in the country, according to Massey University's quarterly Home Affordability Index. The social housing waitlist reflects this ongoing demand.
- 4.2 Economists note that the housing market remains muted, both locally and nationally, with buyers sitting on the sidelines even after interest rates have fallen. Nelson-Tasman's average house value rose 0.6% in the June 2025 quarter, as New Zealand's fell 0.6%. The number of house sales in Nelson-Tasman rose 15%, overtaking new listings growth of 5.1%, which could add pressure to the prices in coming quarters, according to Infometrics.
- 4.3 Residential building consents in the Nelson Tasman urban environment increased from the previous year, with a slight recovery from the significant drop seen in 2024 within the Tasman region. However, the number of consents still remains much lower than the levels seen in 2021-2023. Nelson has seen relatively consistent numbers over the last 5 years (210–270). Non-residential building consents remain elevated in Nelson, and there's the prospect of flood recovery and hospital work to keep builders busy. Non-residential building consents in Tasman were similar to 2023/24 and just below the five-year average.
- 4.4 Standalone houses remain the dominant dwelling type in Tasman, although Nelson continues to see diversification of its housing stock with an increase in townhouses, flats and units compared with previous years.
- 4.5 Economic activity remains constrained around the country. Although GDP for the year to June 2025 decreased, the June quarter was more positive, with a 0.6% lift in Nelson-Tasman's GDP, suggesting that the economy is slowly turning a corner. GDP growth has been evenly spread across Nelson and Tasman, with the two regions growing at around the same rate.

## **Attachments**

- 1. NPS UD Monitoring Report YE June 2025



# Nelson Tasman Annual Monitoring Report

**National Policy Statement on Urban Development**

June 2025

## Nelson Tasman NPSUD Monitoring Report

**KEY RESULTS**

This report summarises quarterly data for the 12 months ending June 2025 and compares it with the previous year's results (year ending June 2024), unless otherwise stated. Using annual data means any consistent changes to trends in the data are likely to be more reliable. Some of the datasets can exhibit a large degree of variance between quarters due to seasonal fluctuations.

**Population Trends**

- The population in the Nelson Tasman urban environment has remained stable with no change since 2024.

**Residential Development Trends****Housing Demand Indicators****Social Housing:**

- Nelson Register: 261 applicants as at June 2025, down from 303 in June 2024.
- Tasman Register: 144 applicants, similar to last year (147).
- Considered High Priority Applicants (Cat A): 85% for both regions.
- 759 additional households need affordable housing but don't qualify for the register.

**Housing Supply Indicators****Dwelling Breakdown**

- New residential dwellings consented in Nelson Tasman increased by 10% to a total of 541 new dwellings.
- Tasman: 8% increase in new dwellings.
  - 93% of new dwellings are stand-alone houses.
  - 5% are retirement villages.
  - 2% are townhouses, flats, units, or other dwellings.
- Nelson: 11% increase in new dwellings.
  - 55% is comprised of attached dwellings (townhouses, flats, units and other dwellings).
  - 35% of new dwellings are standalone houses.
  - 20% retirement village units.
- New Zealand: 1% increase in consented dwellings.

**Sections Created by Subdivision**

Sections created uses LINZ data, residential sections created are the total number of new titles issued.

- Nelson:
  - 158 new residential sections created.
  - 66 greenfield, 26 infill, 71 redevelopments.
  - 66 new residential lots granted resource consent.
- Tasman:
  - 166 new residential sections created.
  - 94 (56%) in the Urban Environment.

30 June

## Nelson Tasman NPSUD Monitoring Report

- 226 new residential lots granted resource consent of which 135 were in the Urban Environment.

## Housing Prices, Rents and Affordability

**Ministry of Housing and Urban Development House Prices show:**

- Nelson peak: \$767,500 (Dec 2021); now \$685,000 (Jun 2025).
- Tasman peak: \$847,000 (Dec 2021); now \$729,500 (Jun 2025).
- Compared to June 2024: Nelson 5% increase, Tasman up 2%.

**Massey University's quarterly Home Affordability Report (May 2025) shows:**

- Over 12 months Nelson's and Tasman's affordability significantly improved by 24%.
- Between Feb-May 2025: both improved Nelson (11.2%) Tasman (8%).
- Tasman: The least affordable in the country of 16 regions.
- Nelson: 8th least affordable (between Northland and Hawke's Bay) of 16.

**Infometrics measures housing and rental affordability shows:**

- Rent as percentage of income in Nelson City (25.3%) and Tasman District (26.5%) was less affordable than the New Zealand average (22.1%).
- 2024 rental rankings: Nelson 4th, Tasman 3rd least affordable.
- Current rental ranking: Nelson 3rd, Tasman the least affordable.

## Greenfield and Forecasted Development

- Percentage development classified as greenfield:
  - Nelson: 66%.
  - Tasman: 83%.
- Projected and actual growth:
  - Nelson: 52 households projected; 240 new dwellings granted building consent.
  - Tasman: 399 dwellings projected; 301 actual new dwellings granted building consent.

**BUSINESS DEVELOPMENT TRENDS****Demand for Business Land****June 2025 Infometrics Quarterly Economic Monitor for Nelson-Tasman**

- GDP: Down 0.9%
- Employment: Decreased by 2.2%

**Supply of Business Land**

- 33% lower new commercial and industrial floor area consented compared to the previous year.
- Nelson: 0 New Business lots and 0 Business Resource Consents.
- Tasman: 1 New Business lot created and 14 Business Resource Consents.

## MONITORING REQUIREMENTS OF NATIONAL POLICY STATEMENT ON URBAN DEVELOPMENT 2020

The National Policy Statement on Urban Development 2020 (**NPS UD**) came into force in August 2020 (updated 2022) and sets out the objectives and policies for planning well-functioning urban environments under the Resource Management Act 1991. The NPS UD replaced the earlier National Policy Statement on Urban Development Capacity. Nelson and Tasman share a Tier 2 urban environment under the NPS UD.

The NPS UD requires all local authorities with an urban environment to monitor quarterly, a set of indicators relating to housing and business land development, and to publish the results of its monitoring at least annually. Regular monitoring helps councils better understand factors affecting the demand and delivery of residential and business development and helps inform planning processes, including infrastructure investment.

As Nelson City Council and Tasman District Council (**the Councils**) each have jurisdiction over parts of the Nelson Tasman tier 2 Urban Environment, the Councils are jointly responsible for monitoring development trends. The Councils also monitor development trends more widely, including at the region-wide level and for rural areas outside of the Urban Environment. Where relevant data is available, this has been included in this annual report.

Since 2017, the Councils have monitored urban development trends, as required by the previous National Policy Statement on Urban Development Capacity 2016. These earlier reports are available on the Councils' websites. See [Tasman District Council Urban Development Monitoring Reports](#) and [Nelson City Council Urban Development Monitoring Reports](#).

In March 2025 the Expert Advisory Group (EAG) released its blueprint recommendations for resource management reform [EAG Report -- Blueprint for RM Reform.pdf](#) and the Cabinet released its recommendations on the same [Factsheet -- Resource management reform.pdf](#). A new Planning Act and a new Natural Environment Act are proposed and Bills are expected to be released by the end of 2025.

Consultation on a suite of new national directions closed in July 2025 and on housing specifically under the 'Going for Housing Growth' consultation paper in August 2025. In March 2025 the Government announced its intention that Going for Housing Growth will be given effect to as part of Phase Three of the resource management reforms – i.e. the RMA-replacement Bills.

30 June 2025

## Nelson Tasman NPSUD Monitoring Report

**NELSON TASMAN URBAN ENVIRONMENT**

This report covers development trends for the Nelson Tasman Urban Environment, as well as the wider Nelson City and Tasman District local authority areas. The Councils are jointly responsible for the NPSUD monitoring requirements.

The Councils have defined the Nelson Tasman Urban Environment as comprising of the following city and towns: Nelson, Richmond, Motueka, Māpua, Wakefield, Brightwater, Cable Bay and Hira. This is based on the NPSUD definition of 'urban environment', recognising these communities are part of the same labour and housing market, and are or are intended to be predominantly urban in character and can include non-contiguous areas of urban land.

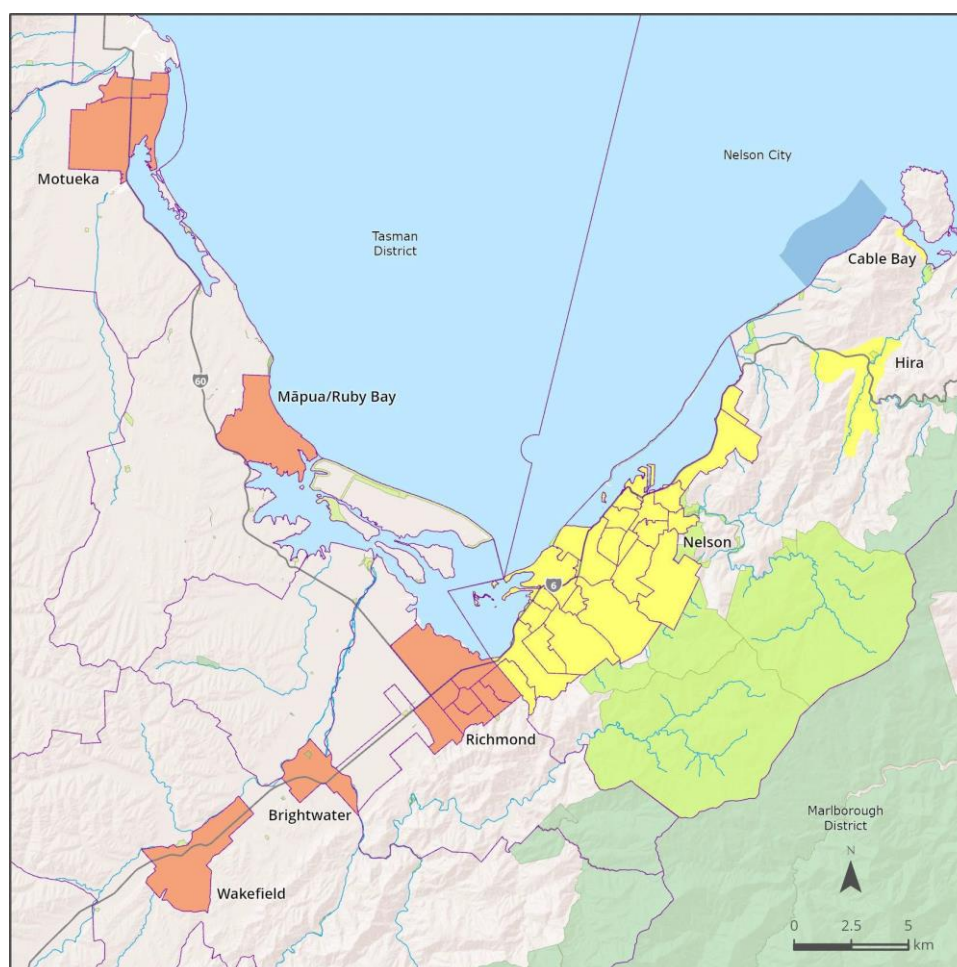


Fig 1 Nelson Tasman Urban Environment

30 June 2025

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POPULATION TRENDS

In the year ending June 2025, Nelson saw a decrease in population of 0.4% (54,300) and Tasman saw an increase of 0.3% (59,900). The Nelson Tasman Urban Environment's population remained stable, with no change from 2024, totalling 87,250, with 60% (52,330) residing in Nelson and 40% (34,920) in Tasman. The Nelson part of the urban environment declined by 0.4% and Tasman's part increased by 0.5%.

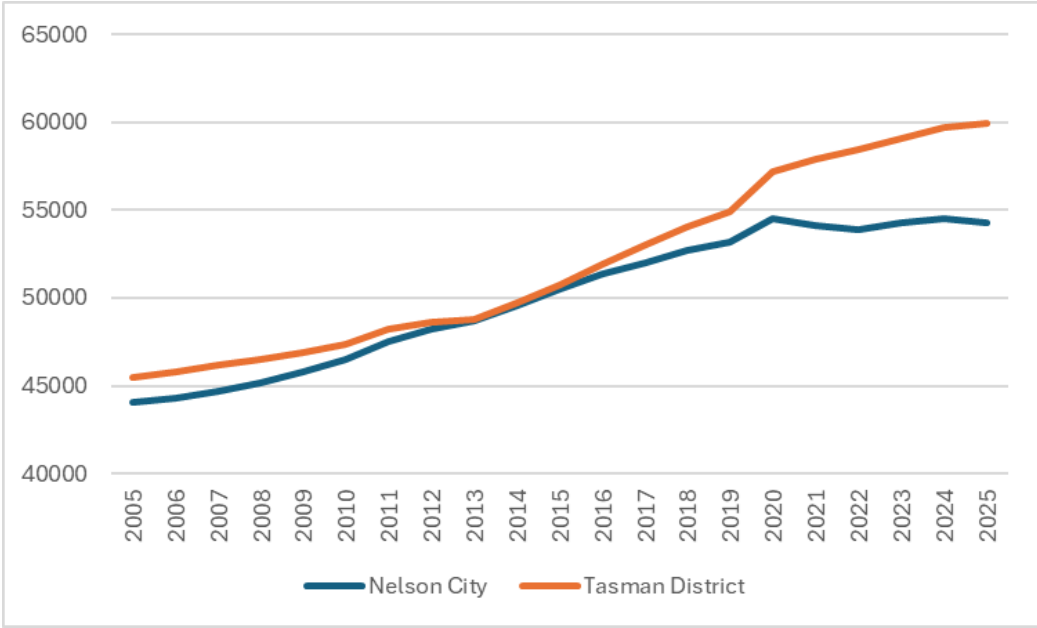


Figure 2 Statistics New Zealand Population Estimates, Nelson and Tasman

RESIDENTIAL DEVELOPMENT TRENDS

Housing Demand and Supply

There are many market dynamics that affect the supply and price of housing. These include the cost of infrastructure and building materials, the availability of skilled labour, and bank lending policies to both developers and buyers. The release of new land and housing to the market, the types of new housing, and investor purchases of housing significantly impact the housing market.

The Councils have responded to growth pressures in various planning processes and infrastructure investments. This included the adoption of the Nelson Tasman Future Development Strategy 2022-2052 and its Implementation Plan which tracks progress on growth projects and is reviewed annually. The most recent Implementation Plan was adopted in November 2024 and the 2025 update is expected to be adopted in November 2025.

Other ongoing processes include the Long Term Plan (LTP) 2027-2037 and plan changes to the Nelson and Tasman Resource Management Plans. Plan Change 81 in Tasman (concurrent with Change 1 to the Regional Policy Statement) is currently awaiting notification, subject to authorisation to proceed from the Minister for the Environment, following the “Plan Stop” directive introduced by the Resource Management (Consenting and Other System Changes) Amendment Act.

Earlier this year, Nelson City Council received the hearing panel’s recommendations on Plan Change 29 (PC29). The panel recommended rejecting many of the originally proposed residential intensification provisions but supported key elements, including extending the Inner City Zone (Fringe area). Nelson Council accepted these recommendations and the decision was notified in June. One appeal was lodged focusing on the rejected residential zones. Environment Court mediation is set down for December 2025. While the 2024 Housing and Business Assessment shows short-term capacity is sufficient in Nelson, the medium to long-term outlook is uncertain without PC29’s residential changes.

The Nelson Tasman Housing and Business Capacity Assessments 2024 considered demand and capacity for housing and business land over a 30-year period. The assessment for the combined Nelson Tasman Urban Environment demonstrated sufficient housing capacity in the short term (1-3 years) and long term (11-30 years) but not in the medium term (4-10 years). The insufficiency over the medium term is largely a result of constrained funding to provide infrastructure on time, but this is planned to be resolved over the longer term.

Dwellings Capacity by Urban Environment			
	Tasman	Nelson	Combined
Short Term (1 - 3 years)	✓	✓	✓
Medium Term (4 - 10 years)	✗	✗	✗
Long Term (11 - 30 years)	✓	✓	✓

✓ = Sufficient Capacity ✗ = Insufficient Capacity

Table 2 Sufficiency of Capacity for Dwellings in the Nelson Tasman Urban Environment

## Nelson Tasman NPSUD Monitoring Report

On business land demand and capacity, there is sufficient capacity for the next 30 years in the Nelson Tasman Urban Environment. Individually, surplus business land capacity in Tasman over the 30 years will address the shortfall of retail, commercial and industrial land in Nelson in both the medium and long term.

The following charts from the Ministry of Housing and Urban Development (MHUD) illustrate the trends in housing supply (solid line) and housing demand (dotted line). Housing supply data is derived from consented new dwellings, while housing demand is inferred from household growth, incorporating population growth and household size estimates.

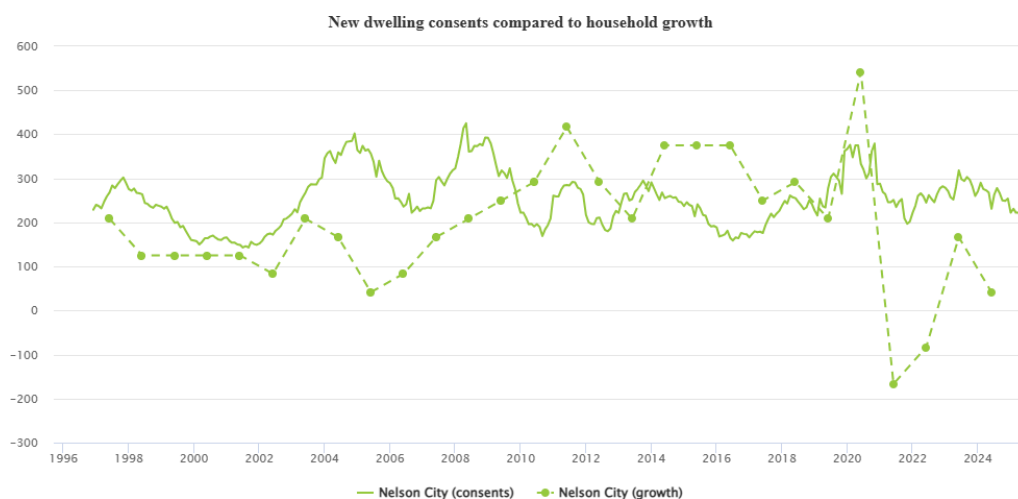


Figure 3: Nelson City Housing Supply and Demand 2025



Figure 4: Tasman District Housing Supply and Demand 2025

30 June 2025

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## Nelson Tasman NPSUD Monitoring Report

Between 2014 and 2021, the housing supply in Nelson and Tasman did not generally keep up with the increasing demand for housing. However, in recent years the number of new dwellings has theoretically exceeded household growth at a regional level, noting that this does not account for issues of affordability or the market for holiday homes. That said in 2025, consent levels in Tasman appear to have declined to a rate that matches household growth.

### Housing Demand Indicators

According to the Ministry of Social Development's Social Housing Register, the number of eligible applicants on the waiting list for social housing in Nelson has seen a decrease of 14% since June 2024. Tasman has also seen a decline of 2%.

As of June 2025, there were 261 eligible applicants for social housing in Nelson and 144 in Tasman. Most applicants are considered high priority (85%) for both Nelson and Tasman aligning with the slightly higher national average of 92%. This compares with 303 for Nelson in June 2025 and 147 for Tasman.

Nelson Tasman Housing Trust complete a bi-annual survey on local housing need and the latest survey revealed that the demand for affordable housing still extends beyond those on the Social Housing Register. Specifically, an additional 759 households were identified as needing affordable housing but did not qualify for the public housing register. This number has increased 11% from the June 2024 survey reporting 686 people identified as needing affordable housing (but not qualifying for Social Housing).

Motor camps in the region have accommodated a significant number of people wintering over and report a steady demand from people with no other place to live. However, many of these people will need to move out either for the busy summer season or because there are new limits on the length of stays (50 days). Some campsites have opted to move away from long-term and permanent residents or opted to have these residents managed privately.

Kāinga Ora acquired and delivered an additional 35 new homes in Nelson City by June 2025, including 29 new one-bedroom apartments on Waimea Road, which were opened in January 2025. A further 12 homes were delivered in Tasman District by June 2025. A number of new homes will be delivered in the June 2026 financial year in Nelson

### Housing Supply Indicators

The Councils have additional data on recent residential development trends, detailing the type and location of development.

#### New Dwellings Granted Building Consent

The number of new dwellings consented in Nelson Tasman increased by 10% compared with the previous year, with 541 new dwellings consented. Building consents rose in both Nelson and Tasman, with increases of 8% and 11% respectively, well above the national growth rate of just 1%.

[Stand-alone houses lead annual rise in home consents | Stats NZ](#)

## Nelson Tasman NPSUD Monitoring Report

Year Ending	Jun 2021	Jun 2022	Jun 2023	Jun 2024	Jun 2025	Annual Change 2024/2025
<b>NEW DWELLINGS</b>						
<b>Total Nelson City and Tasman District</b>	878	819	853	493	541	+48
Tasman	618	562	577	271	301	+30
Nelson	260	257	276	222	240	+18
<b>Urban Environment</b>	718	645	677	381	449	+68
Urban Environment (Tasman part)	467	396	407	171	211	+40
Urban Environment (Nelson part)	251	249	270	210	238	+28

Table 1 Building Consents 2021-2025

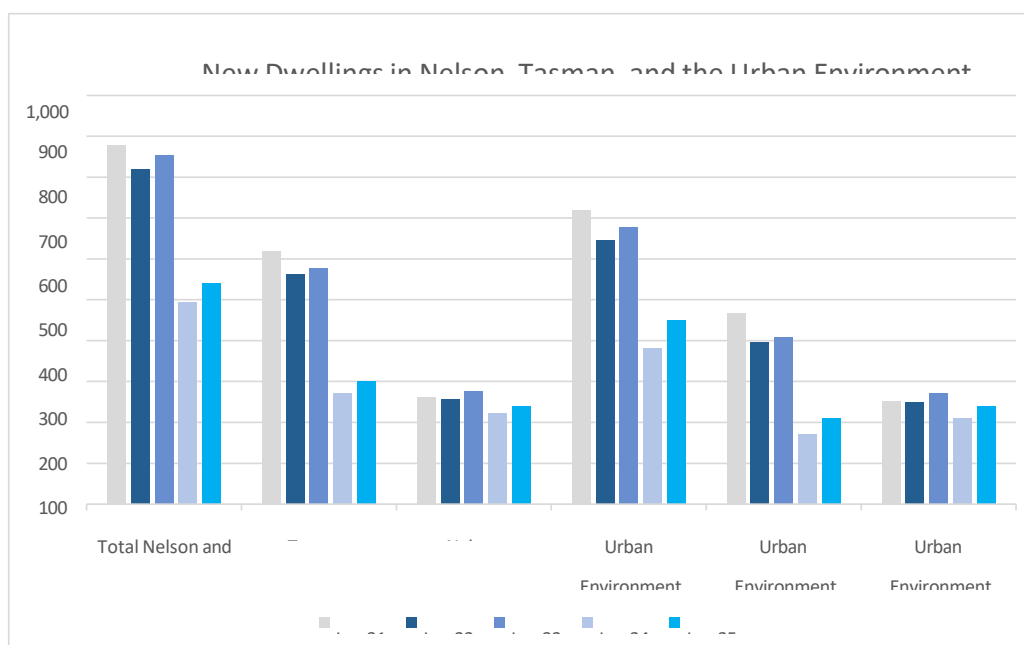


Figure 5 Building Consents 2021-2025

Nelson Tasman NPSUD Monitoring Report

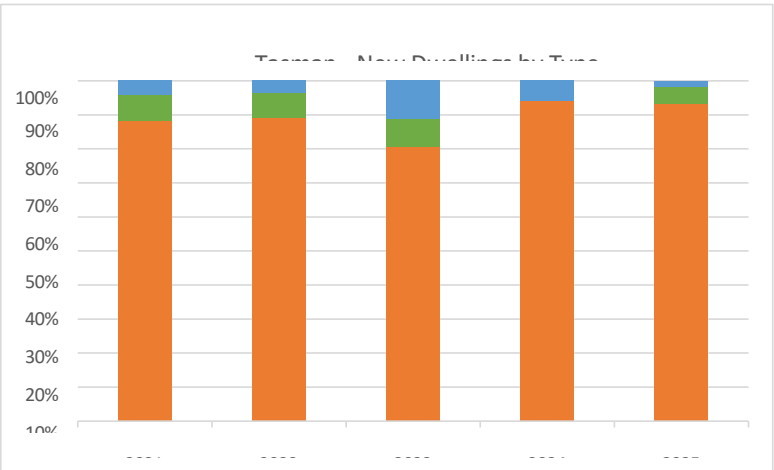
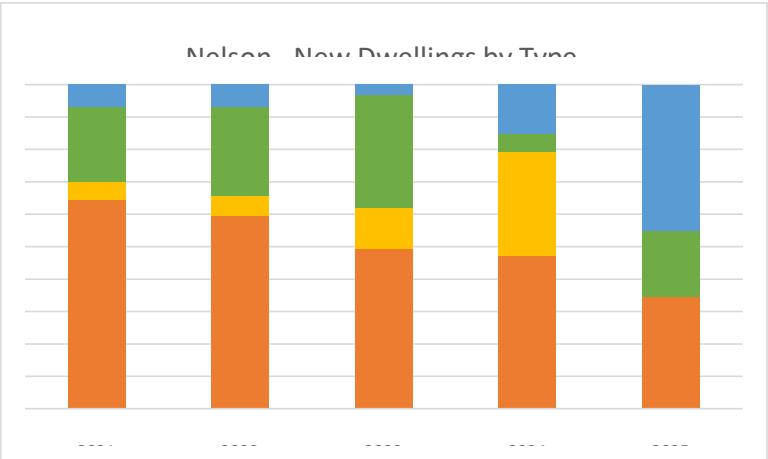
Dwellings by Type

Nelson

The majority of new dwellings in Nelson in 2024/2025 were townhouses/flats/units (45%) and retirement village units (20%). Standalone houses made up the remaining 35% of new dwellings, and their share has been decreasing in the last five years.

Tasman

Stand-alone houses continue to be the dominant housing typology in Tasman, making up 93% of total dwellings in 2024/2025, with retirement villages accounting for 5% and townhouse/flats/units making up the remaining 2% of new dwellings.



Houses      Townhouses, flats, units, and other dwellings      Retirement village units      Apartments



## Nelson Tasman NPSUD Monitoring Report

Figure 6 Residential Building Consents by Type

## Dwelling Size

Reflecting the changing typology of new dwellings in Nelson, the average floor area of new dwellings has decreased from 189m<sup>2</sup> in 2016 to 125m<sup>2</sup> in 2025. The average size of new dwellings in Tasman had declined from 186m<sup>2</sup> in 2016 to 168m<sup>2</sup> in 2024, but then increased to 191m<sup>2</sup> in 2024/2025.

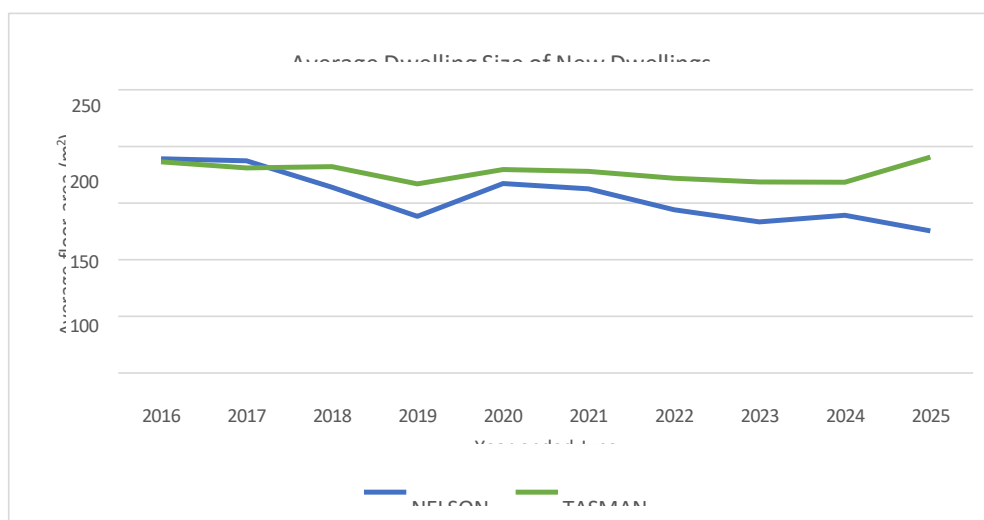


Figure 7 Average Floor Area of New Dwellings

## Sections Created and Granted Resource Consent

The number of residential sections being created and granted resource consent (subdivision) are lead indicators on the capacity for future housing supply. The number of sections created uses LINZ data on subdivision consents, where the developer has sent the survey plan to LINZ for approval.

The number of new residential resource consents is based on the resource consents for subdivisions.

	2023/2024		2024/2025	
New Residential Sections Created (LINZ)				
	Urban Environment Only	All of District	Urban Environment Only	All of District
Nelson	136	138	158	158
Tasman	331	372	94	166
Residential Resource Consents (Subdivision)				
	2023/2024		2024/2025	

## Nelson Tasman NPSUD Monitoring Report

	Urban Environment Only	All of District	Urban Environment Only	All of District
Nelson	91	93	66	66
Tasman	38	146	135	226

Table 2 New Residential Sections Created Through Subdivision and Resource Consents (Subdivision)

**Nelson**

There were 158 new residential sections created, in Nelson. Of these 66 were greenfield sites, 26 were infill and 15 were redevelopment sites. This is slightly more than the number of sections created in the previous 12 months.

There were 66 new lots granted resource consent (subdivision) in Nelson City. The bulk of these subdivisions were for the Bayview greenfield development.

**Tasman**

There were roughly half the new residential sections created for Tasman during 2024/2025 compared with the previous year, 166 with 56% (94) created in the urban environment. Normally the percentage of sections created is much higher in the urban environment but during 2024/25 the percentage has been roughly equal of sections created in the urban environment and rural Tasman.

Of the 94 sections created in the urban environment, the vast majority, 82 were created in Richmond. These were in a range of locations, Richmond West, Richmond South and brownfield intensification in Richmond central (Oxford St, Herbert St and Queen St 14 sections). In Motueka 6 sections were created in High St as a result of intensification also.

The rest of the sections were spread around the Tasman District, predominantly located in the Moutere ward (with a subdivision between Coastal Highway and Motuere Highway) and Golden Bay. Just over half of the rural Tasman sections were created in Golden Bay with small subdivisions and larger subdivisions in Pōhara (Richmond Road) and Ligar Bay (Matenga Road).

There were 226 new residential lots granted resource consent (subdivision) in all of Tasman District, of which 135 (60%) were in the Urban Environment. This total is 50% higher than in 2023/24 and is more consistent with 2022/23 levels. They comprise subdivisions in Tākaka, Ruby Bay, Richmond central, Richmond South, Brightwater and Māpua (Seaton Valley).

**Housing Prices, Rents and Affordability**

Housing affordability is the cost of housing relative to a household's income.

**House Prices**

Data from the MHUD shows a steep rise in house prices in Nelson and Tasman between 2016 and 2022. Since then, house prices have reduced. The peak median sales price for a house in Nelson reached \$767,500 and \$847,000 in Tasman in December 2021. As of June 2025, it is now sitting at \$685,000 and

## Nelson Tasman NPSUD Monitoring Report

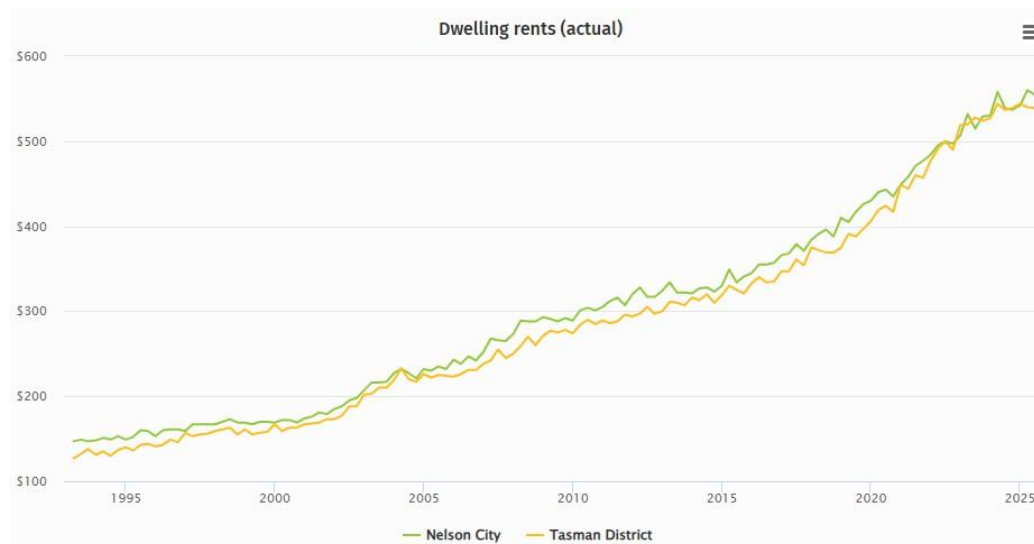
\$729,500 respectively. When compared with the same period for 2024 there was an increase of 2% for Tasman, while Nelson house prices saw a 5% increase. However, compared with five years ago, Nelson house prices are 21% higher, and Tasman house prices are 16% higher.



Figure 7 Median Sales Price (MHUD)

### House Rent

Data from MHUD shows a continuing increase in average rents in Nelson and Tasman. As of June 2025, the average rent in Nelson was \$555, up 3% compared with a year ago, and 24% higher than five years ago. The average rent in Tasman was \$539, remaining steady year on year and 20% higher respectively.



## Nelson Tasman NPSUD Monitoring Report

Figure 8 Average Rents (MHUD)

**Massey University Home Affordability and Residential Rental Reports**

Massey University publishes a quarterly Home Affordability Report with a home affordability index by region. The index takes into account house prices, the cost of borrowing (interest rates), and wage levels.

According to the Home Affordability Index, Tasman is the least affordable region to buy a house followed closely by Bay of Plenty. Nelson is currently ranked in the middle as the 8<sup>th</sup> least affordable (or 9<sup>th</sup> most affordable) sitting between Hawke's Bay, 7<sup>th</sup> least affordable and Northland at 9<sup>th</sup>. Although Tasman is the least affordable region the report shows a significant improvement in home affordability in both Nelson (24.7%) and Tasman (23.7%) over the last 12 months.

HOME AFFORDABILITY INDEX				PERCENTAGE CHANGE IN HOME AFFORDABILITY IN THE LAST 12 MONTHS		PERCENTAGE CHANGE IN HOME AFFORDABILITY IN THE LAST 3 MONTHS	
Region	May 2024	February 2025	May 2025	Improvement	Decline	Improvement	Decline
Northland	37.6	32.8	26.1	30.4%		20.3%	
Auckland	46.6	37.0	32.7	29.8%		11.5%	
Waikato	38.2	30.5	28.6	25.3%		6.2%	
Bay of Plenty	44.3	34.6	33.0	25.5%		4.7%	
Gisborne	34.8	27.3	25.8	25.7%		5.3%	
Hawke's Bay	37.7	31.3	27.4	27.4%		12.5%	
Manawatu/Whanganui	29.9	23.3	20.9	30.2%		10.4%	
Taranaki	32.1	27.2	24.1	25.1%		11.7%	
Wellington	34.3	27.9	25.8	24.8%		7.4%	
Tasman	43.7	36.2	33.3	23.7%		8.0%	
Nelson	34.7	29.5	26.2	24.7%		11.2%	
Marlborough	37.2	28.2	26.0	30.1%		7.8%	
West Coast	22.8	16.9	17.6	22.6%			3.9%
Canterbury	39.6	32.1	29.5	25.6%		8.2%	
Otago	36.7	29.6	27.5	25.2%		7.0%	
Southland	25.7	21.2	21.5	16.6%			1.0%
All Regions	38.1	30.6	27.9	26.8%		8.7%	

Table 3 Massey University Home Affordability Report (June 2025)

Overall, home affordability has improved again during this quarter, largely driven by a decline in mortgage interest rates, a drop in median house prices, and a modest increase in household incomes.

Massey University also publishes a quarterly Rental Report with rental affordability by region. Rental affordability is calculated by comparing average weekly wages and average rents. The March 2025 quarterly report shows an improvement for Nelson rental affordability from December 2024 to March 2025 of 1% and a slight decline in Tasman of 0.1%. The National Improvement during the same period was 3.5%.

## Nelson Tasman NPSUD Monitoring Report

**Infometrics Housing and Rental Affordability**

Infometrics publishes measures of housing and rental affordability. Housing affordability is measured by the ratio between average house values and average annual household income.

The average house value in Nelson is 7 times the average household income, while in Tasman, it is 7.3 times. During the last ten years, the ratio for Nelson and Tasman peaked and was least affordable between December 2021 and March 2022 with ratios of 9.8 and 9.0 respectively.

Based on this measure, both Nelson and Tasman have worse housing affordability than the national average (6.5 times the average household income).

Infometrics use a rent affordability measure which is the ratio of the average weekly rent to average household income. A higher ratio, therefore, suggests that the average rent takes up a greater proportion of the average income, which indicates lower rent affordability.

Rental affordability in Nelson and Tasman has seen a decline over the past year. In 2024, Nelson and Tasman were ranked in the top four least affordable regions, at 4th and 3rd place, respectively. Nelson now still ranks as the 3rd least affordable region for renting, while Tasman has moved to 1st place (of 16 regions).

The proportion of income spent on rent in Nelson City stands at 25.3%, while in Tasman District it is slightly higher at 26.5%. These figures indicate that residents in these areas are dedicating a larger share of their income to housing costs compared to the national average of 22.1%.

**Proportion of Capacity in Greenfield Areas or in Previously Developed Areas**

A monitoring requirement of the NPSUD is the proportion of housing development capacity which has been realised, in either existing urbanised areas or in previously undeveloped areas (greenfield).

There were 158 new residential sections created in Nelson. Of these 66 (42%) were greenfield sites, 26 were infill and 71 were redevelopment sites. The bulk of these subdivisions were for the Bayview greenfield developments.

Of the 211 new dwellings granted building consent in Tasman's part of the Urban Environment (see table 1), the majority (175 dwellings, 83%) have been in previously undeveloped areas, mostly in Richmond West. There have been 36 new dwellings in the existing urbanised areas, mostly in Richmond.

**Comparing Actual and Forecast Development**

This Monitoring Report focuses on the year ending June 2025, which is year one of the 2024-2034 LTPs.

**Nelson**

Year three of the 2021-2031 LTP contains projections for household growth over 10 years from 2021. For the year ending 30 June 2024, there was a projected growth of an additional 52 households. In total, there were 222 new dwelling building consents granted in the year.

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## Nelson Tasman NPSUD Monitoring Report

Council has updated its growth assumption for the LTP 2024-2034, with 1,108 new household expected from 2023 to 2028.

**Tasman**

Tasman estimates demand and capacity for its main towns and communities. The following table compares the actual number of new dwellings with the number projected in Council's growth model 2023. The actual number is based on building consents for new dwellings. The numbers of projected new dwellings were based on the population growth assumption and the infrastructure work programme in the 2024-2034 LTP.

Growth in Tasman District has been lower than expected overall in 2024/25, but higher than expected in Richmond. Growth in Motueka and Brightwater has been significantly lower than expected.

	Number of new dwellings projected in Growth Model 2023 (based on LTP projections)	Actual number of new dwellings (granted building consent) 2024/25	Difference between actual and projected new dwellings
Richmond	126	171	+45
Brightwater	20	5	-15
Wakefield	27	16	-11
Māpua	15	12	-3
Motueka	43	7	-36
Moutere	57	32	-25
Lakes-Murchison	18	12	-6
Golden Bay	42	23	-19
Tasman District	399	301	-98

*Table 4 Tasman's Growth Model Dwelling Forecasts Compared with Building Consents 2024/2025*

The growth assumption for the LTP 2024-2034 was made in 2023 based on the best information available at the time. In the five years to 2023, Tasman had experienced an average of 529 new dwellings a year.



BUSINESS DEVELOPMENT TRENDS

Demand for Business Land

Economic activity remains constrained around the country, with a provisional 0.9% fall in Gross Domestic Product in Nelson-Tasman and 0.8% across New Zealand in the year to June 2025. Driven by lower construction, manufacturing, and professional services activity weighing on the economy, and spending is taking longer to turn around despite lower interest rates. Employment numbers have decreased, by 2.2% annually, this is greater than the national average which fell 1.5%.

Gross domestic product

Annual level, Nelson-Tasman

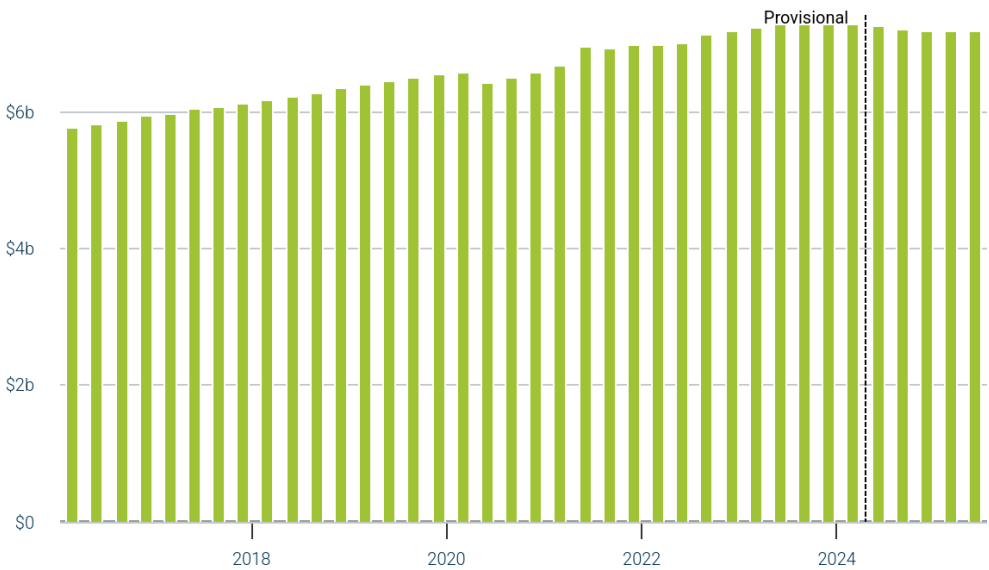


Figure 9 GDP June 2025 Quarter Infometrics

## Nelson Tasman NPSUD Monitoring Report

**Employment (place of residence)**

Annual level, Nelson-Tasman

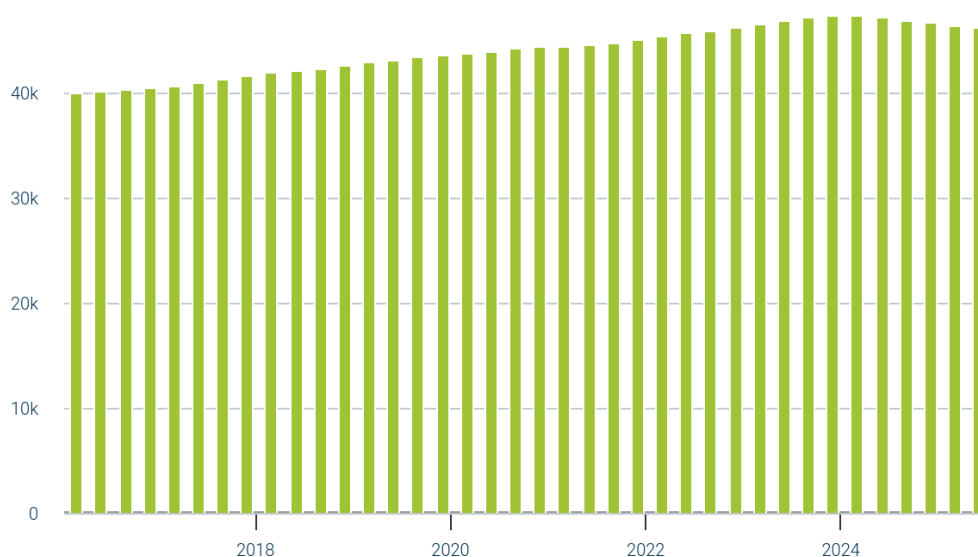


Figure 10 Employment Numbers June 2024 Infometrics

**Supply of Business Land****New Buildings Granted Building Consent**

One measure of retail, commercial and industrial business land development is the total floor area for new building consents, for new buildings which are either commercial buildings (including shops, restaurants, bars, offices), factories, industrial and storage buildings, or hotels, motels and other short-term accommodation.

The amount of new commercial and industrial floor area consented in the Nelson Tasman Urban Environment was 58% higher than the previous year, but on par with the average for the last five years. The amount of floor space consented in Nelson was higher this year than in 2024 and significantly higher than the average for the last five years. Tasman consented slightly less business space in the District as a whole compared with last year, with both 2024 and 2025 new business floor area being lower than the five year average. However business space in Tasman's Urban Environment increased in 2024/25 by 29%. Most of the new business buildings for Tasman have been in the Urban Environment, particularly Richmond West and Lower Queen St.

## Nelson Tasman NPSUD Monitoring Report

	Year ending June					Annual Change 2024/2025	
	2021	2022	2023	2024	2025		
<b>Total Nelson City and Tasman District</b>	25,603	34,619	45,888	26,998	34,486	7,488	28%
Tasman	18,043	31,450	29,367	17,399	16,151	-1,248	-7%
Nelson	7,560	3,169	16,521	9,599	18,335	8,736	91%
<b>Urban Environment</b>	19,540	18,213	28,230	18,967	32,918	12,021	58%
Urban Environment (Tasman part)	12,455	15,116	11,953	9,368	14,583	3,285	29%
Urban Environment (Nelson part)	7,085	3,097	16,277	9,599	18,335	8,736	91%

Table 5 New Commercial and Industrial Buildings Granted Building Consent by Floorspace (sqm)

## Business Sections Created and Granted Resource Consent

The numbers of commercial and industrial sections being created according to LINZ and sections granted resource consent are useful lead indicators on the capacity for future business land supply. The number of sections created uses LINZ data on subdivision consents, where the developer has sent the survey plan to LINZ for approval. The number of new business lots granted resource consent is based on subdivision consent.

	2023/2024	2024/2025
<b>New Business Sections Created (LINZ)</b>		
Nelson City	0	0
Tasman District	26	1
<b>New Business Sections Granted Resource Consent</b>		
Nelson City	7	0
Tasman District	0	14

Table 6 New Business Sections Created and Business Resource Consents

**Nelson**

In 2024/2025, there were no new business lots created in Nelson and no business resource consents granted.

**Tasman**

In 2024/2025, there was 1 new business lot created in Tasman. and 14 new commercial, mixed business or light industrial lots granted resource consent in Richmond and Tākaka.

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**5.3 R25-537 Infrastructure Holdings Limited, Port Nelson Limited and Nelson Airport Limited - Strategic Presentations**

Chairperson, Sue Sheldon from Infrastructure Holdings Limited, will provide a strategic presentation.

Chairperson, Jon Safety and Chief Executive Officer, Matt McDonald from Port Nelson Limited, will provide a strategic presentation.

Chairperson, Quinton Hall, Chief Executive Officer, Brendan Cook and Chief Financial Officer, Adrian Ferris from Nelson Airport Limited, will provide a strategic presentation.

**5.4 R25-552 Tasman Bays Heritage Trust - Strategic Presentation**

Chairperson, Venus Guy from the Tasman Bays Heritage Trust and Chief Executive Officer, Lucinda Jimson from the Nelson Provincial Museum, will provide a strategic presentation.



## 6 Exclusion Of The Public

Recommendation

**That the Joint Committee of Tasman District and Nelson City Councils**

- 1. Excludes the public from the following parts of the proceedings of this meeting.**
- 2. The general subject of each matter to be considered while the public is excluded, the reason for passing this resolution in relation to each matter and the specific grounds under section 48(1) of the Local Government Official Information and Meetings Act 1987 for the passing of this resolution are as follows:**

6.1 R25-506 Joint Council Controlled Organisations - Matters for Statements of Expectations (Tasman Bays Heritage Trust and Infrastructure Holdings Limited) 2026/2027

**Section 7(2)(h)** To enable the local authority to carry out, without prejudice or disadvantage, commercial activities

**Section 7(2)(i)** To enable the local authority to carry on, without prejudice or disadvantage, negotiations (including commercial and industrial negotiations) and industrial negotiations)