Notice is given that an ordinary meeting of the Strategy and Policy Committee will be held on:

Date:	**Thursday 18 April 2024**
Time:	**9.30am**
Meeting Room:	**Tasman Council Chamber**
Venue:	**189 Queen Street, Richmond**
Zoom conference link:	https://us02web.zoom.us/j/86158676827?pwd=LzBQR085UnE1YVFPMnI0bnp4K1hiZz09
Meeting ID:	861 5867 6827
Meeting Passcode:	988837

Strategy and Policy Committee

Komiti Rautaki me te Kaupapahere

AGENDA

MEMBERSHIP

Chairperson	Cr K Maling	
Deputy Chairperson	Cr C Butler	
Members	Mayor T King	Cr C Hill
	Deputy Mayor S Bryant	Cr M Kininmonth
	Cr G Daikee	Cr C Mackenzie
	Cr B Dowler	Cr B Maru
	Cr J Ellis	Cr D Shallcrass
	Cr M Greening	Cr T Walker

(Quorum 7 members)

Contact Telephone: 03 543 8400
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Note: The reports contained within this agenda are for consideration and should not be construed as Council policy unless and until adopted.

AGENDA

1 OPENING, WELCOME, KARAKIA

2 APOLOGIES AND LEAVE OF ABSENCE

Recommendation
That apologies be accepted.

3 PUBLIC FORUM

Nil

4 DECLARATIONS OF INTEREST

5 LATE ITEMS

6 CONFIRMATION OF MINUTES

That the minutes of the Strategy and Policy Committee meeting held on Thursday, 7 March 2024, be confirmed as a true and correct record of the meeting.

7 REPORTS

8 CONFIDENTIAL SESSION

Nil

9 CLOSING KARAKIA

7 REPORTS

7.1 CHAIR'S REPORT

Information Only - No Decision Required

Report To:	Strategy and Policy Committee
Meeting Date:	18 April 2024
Report Author:	Kit Maling, Chairperson Strategy and Policy Committee
Report Authorisers:	John Ridd, Group Manager - Service and Strategy
Report Number:	RSPC24-04-1

1. Summary / Te Tuhinga Whakarāpoto

1.1 This is the Chair's monthly report to the Strategy and Policy Committee.

2. Recommendation/s / Ngā Tūtohunga

That the Strategy and Policy Committee

1. receives the Chair's Report RSPC24-04-1.

3. Welcome

3.1 Welcome everyone to today's Strategy and Policy Committee meeting.

3.2 Over the last couple of weeks, I've been attending public consultations on the Long Term Plan with different groups in Richmond and also Murchison. Although our rates increase is higher than what we have had in the past, when you look around the country, other councils are in a worse position. I think this is a reflection of the continuous spending that we've been doing on infrastructure.

4. Plan Changes

4.1 If you look forward over the next six months, you will see a significant number of plan changes/statutory provisions that we will be involved in:

- Wakefield Plan Change;
- Mapua Masterplan;
- Richmond on the Rise;
- Rezoning for the Future Development Strategy;
- Freshwater Plans; and
- Coastal Hazard Plans.

4.2 As you can see, this will keep Councillors busy once we have finished the Long Term Plan.

5. Public access to our beautiful environment

5.1 I have recently been involved in a public access dispute to our coastline in another jurisdiction. Public access to our rivers and beaches is vitally important but it comes with responsibility.

5.2 We have beautiful beaches and rivers and remarkable native flora, fauna and birds but, at times, human behaviour damages all of the above. We have had a number of examples in Golden Bay with people racing quadbikes on our beaches and damaging the environment for our native birds. I am a keen fisherman and value this public access, but we all need to behave responsibly to ensure that we're not doing damage when we use this environment.

5.3 The bulk of our population does behave very responsibly but a small percentage does irreparable damage at times without even realising what they're doing, but others know very well that they're doing damage.

5.4 I would like to encourage all our residents to think before they act and to value our wonderful environment. Below is a photo of some thoughtless behaviour where people dumped concreted tarseal at a river near Richmond which, in a heavy rain event, would end up in the river or our estuary – not acceptable.

6. Attachments / Tuhinga tāpiri

Nil

7.2 ADOPTION OF THE RICHMOND SPATIAL PLAN (RICHMOND ON THE RISE)

Decision Required

Report To:	Strategy and Policy Committee
Meeting Date:	18 April 2024
Report Author:	Jeremy Butler, Team Leader - Urban and Rural Policy
Report Authorisers:	Barry Johnson, Environmental Policy Manager; John Ridd, Group Manager - Service and Strategy
Report Number:	RSPC24-04-2

1. Purpose of the Report / Te Take mō te Pūrongo

1.1 To present the final Richmond Spatial Plan documents to Councillors; and

1.2 To recommend that the Council adopt the Richmond Spatial Plan.

2. Summary / Te Tuhinga Whakarāpoto

2.1 The Richmond Spatial Plan (RSP) is a strategy that does two things:

2.1.1 it creates a link between the Future Development Strategy (FDS) and the Tasman Resource Management Plan (TRMP) Plan Change process. It provides a strong basis for the upcoming Plan Change 81 (PC81); and

2.1.2 it provides an "agenda" for the ongoing growth and development of Richmond in both the short and long term to take Richmond forwards.

2.2 Housing intensification is the centrepiece of the RSP. It provides a structure and a framework that will be implemented through PC81.

2.3 Overall, the RSP has had a very high level of buy-in from stakeholders and the public. Engagement has been constructive and has strongly shaped the final RSP.

2.4 Adopting the RSP will give it status and allow staff to progress and implement its actions with confidence. Any actions that require significant funding will need to go through the normal Long Term Plan (LTP) process in order to secure that funding.

2.5 Adopting the RSP has a medium level of significance. It is an important strategic document for the short and medium term future of Richmond. However, the RSP in itself will not implement the change. This will be done through subsequent processes.

3. Recommendation/s / Ngā Tūtohunga

That the Strategy and Policy Committee

1. receives the Adoption of the Richmond Spatial Plan (Richmond on the Rise) report RSPC24-04-2; and

2. adopts the Richmond Spatial Plan as a Tasman District Council strategy.

4. Background / Horopaki

4.1 The Nelson Tasman Future Development Strategies (FDS) that were adopted in 2019 and 2022 identified Richmond as a key growth location. Public opinion, the National Policy Statement for Urban Development (NPS-UD), and the recently promulgated National Policy Statement for Highly Productive Land (NPS-HPL) support and encourage growing "up not out".

4.2 The 2022 FDS identifies intensification as critical to meeting our growth targets and ensuring there is an adequate supply of land to meet housing demand. The FDS also recognises the need for neighbourhood planning as a logical next step. The Richmond Spatial Plan is a form of neighbourhood planning. The FDS identifies where growth can occur, including intensification areas. Neighbourhood plans describe what growth might look like. That vision for growth can then be implemented through the Resource Management Plan.

4.3 The non-statutory spatial planning process was also a valuable opportunity to introduce the community to the idea of taking a significant step up in terms of intensification.

4.4 A cross-council project was started to pull together the key moves for both the town centre, and for the wider urban area. This project was originally named the Richmond Spatial and Intensification Plan, but latterly was shortened to the Richmond Spatial Plan (RSP). Publicly the project was known as Richmond on the Rise.

5. Analysis and Advice / Tātaritanga me ngā tohutohu

What is the RSP?

5.1 The RSP is a strategy that does two things:

5.1.1 it creates a link between the FDS and the TRMP Plan Change process; and

5.1.2 it provides an "agenda" for the ongoing growth and development of Richmond in both the short (1-5 years) and long term (5+ years). This means identifying key projects and actions that will take Richmond forwards.

5.2 Intensification is the centrepiece of the RSP. The RSP was developed to identify how the intensification areas in the FDS will meet housing demands for the predicted growth of 2,700 people in the next 10 years, and 6,300 people in 30 years. However, the RSP is also about the integrated planning strategies and projects that will be needed to accommodate growth, such as for parks and transport.

5.3 There were also some other key conversations that were needed. How can Richmond continue to grow, increase its vibrancy and its accessibility? Where does the town centre need to focus on activation? What should be the role of the Council's landholdings in the town centre? How should the identity of Richmond be developed?

Process

5.4 The process of developing the RSP is set out in the attached documents.

5.5 The development of the plan is set out in Section 4.2 of the document and includes:

5.5.1 Preparation and research

5.5.2 First round of engagement

5.5.3 Working out options

5.5.4 Initial testing of options

5.5.5 Developing and testing the draft plan

5.5.6 Confirming the final plan.

5.6 A significant contribution was made by the core working group. This group was compiled from people and industries who would be actively involved in making change happen. A big thank you to the busy people who made their time available for the future of Richmond.

5.7 Overall, the RSP has had a very high level of buy-in from stakeholders and the public. There was a high level of comfort from contributors with the level of change proposed and feedback was that staff have focussed on the right things. Community engagement has been constructive and has strongly shaped the final RSP.

5.8 There are always changes and improvements that can be made. The purpose of a plan such as the RSP is to set a high level plan for the future and then refine the detail on a project-by-project basis. In other words, this enables the RSP to be nimble.

Actions

5.9 In the short term the RSP provides some very key concrete recommendations, such as:

5.9.1 a plan change to enable intensification (currently being progressed as PC81);

5.9.2 improving some key active transport connections;

5.9.3 incorporation of the Māori design framework;

5.9.4 infrastructure planning;

5.9.5 investigation of options to upgrade Sundial Square in conjunction with landowners (esp. Tinline);

5.9.6 town centre investigation looking for strategic opportunities to use Council land; and

5.9.7 different utilisation of public parking areas.

5.10 In the longer term there are both specific and more aspirational outcomes that can be considered.

5.11 It is important to note that the RSP is a cross-Council document that provides guidance for multiple functions across the Council when considering the future of Richmond.

5.12 The projects set out in the RSP are subject to further consideration and funding choices through the Long Term Plan process. Projects will need to be progressed by the appropriate staff at the appropriate time. Formally adopting the RSP provides clear guidance and direction to Council staff that the RSP and its Action Plan should guide decision making and prioritisation of projects.

6. Options / Kōwhiringa

6.1 The options are outlined in the following table:

Option		Advantage	Disadvantage
1.	Adopt the RSP	Gives the RSP formal status and enables staff to commence work on outcomes. No further resources to be spent on developing the RSP. Adopted RSP will provide evidence to government agencies of direction-of-travel and may support attention and funding to achieve outcomes.	Some areas of the documents remain "unpolished"
2.	Decline to adopt the RSP in order to make further changes	Further changes or additions may be possible before adoption.	Additional resources required Delay in adopting the RSP may delay implementation (particularly PC81).
3.	Decline to adopt the RSP		No confirmed direction is available to staff. No confirmed direction-of-travel for other agencies.

6.2 Option 1 is recommended.

7. Legal / Ngā ture

7.1 The RSP is the next step toward implementing the Future Development Strategy (FDS) for Richmond. While the FDS is a legally required document, the RSP is a non-statutory document. It is a strategy that the Council has the choice to write and adopt. It is essentially a Neighbourhood Scale Plan which is one of the outcomes identified in the FDS. The FDS provides for *where* growth and intensification will occur, the RSP helps describe *what* the growth and intensification might look like.

7.2 From a legal perspective the key recommendations will be taken forward through a change to the Tasman Resource Management Plan. That process is currently underway and will involve the requirements to follow the processes prescribed in the Resource Management Act.

8. Iwi Engagement / Whakawhitiwhiti ā-Hapori Māori

8.1 Iwi have all been invited to take part in the RSP process. Two hui were held and iwi that did engage all stated that they were happy with the objectives of the RSP. Other workstreams are also progressing, particularly the Māori Design Framework which will further implement Māori interests in the urban space.

9. Significance and Engagement / Hiranga me te Whakawhitiwhiti ā-Hapori Whānui

9.1 Overall, the adoption of the RSP would have a medium level of significance. It is an important strategic document for the short and medium term future of Richmond. It is a very important document that will contribute to shaping the Richmond urban environment.

9.2 However, the RSP in itself will not implement the change. This will be done through following processes such as the upcoming PC81 (implementing the FDS).

9.3 Therefore, it is considered that the significance is medium.

	Issue	Level of Significance	Explanation of Assessment
1.	Is there a high level of public interest, or is decision likely to be controversial?	Medium	Relates to the people of Richmond. RSP programme had strong interest, and primarily support.
2.	Are there impacts on the social, economic, environmental or cultural aspects of well-being of the community in the present or future?	Medium	The RSP itself doesn't change the rules, but does provide a programme of change for the Council to work towards.
3.	Is there a significant impact arising from duration of the effects from the decision?	Medium	As above, the RSP is the first step, but other processes to follow will have long term consequences.
4.	Does the decision relate to a strategic asset? (refer Significance and Engagement Policy for list of strategic assets)	Low	Although the RSP does mention and relate to strategic assets (particularly land), it does not commit the Council to any particular action.
5.	Does the decision create a substantial change in the level of service provided by Council?	Low	The RSP does not, in itself, change the level of service provided, but adopting the RSP will have some implications over time for the level of service.
6.	Does the proposal, activity or decision substantially affect debt, rates or Council finances in any one year or more of the LTP?	Low / Medium	The RSP does include some changes and improvements to the Richmond environment. While adopting the RSP does not compel the Council to implement these changes, it does provide a general commitment to do so.
7.	Does the decision involve the sale of a substantial proportion or controlling interest in a CCO or CCTO?	Low	The RSP does have implications for the NRSBU

	Issue	Level of Significance	Explanation of Assessment
8.	Does the proposal or decision involve entry into a private sector partnership or contract to carry out the deliver on any Council group of activities?	Low	N/A
9.	Does the proposal or decision involve Council exiting from or entering into a group of activities?	Medium	While not binding, adopting the RSP does commit Council in principle to a range of actions.
10.	Does the proposal require particular consideration of the obligations of Te Mana O Te Wai (TMOTW) relating to freshwater and Affordable Waters services?	Low / Medium	Adopting the RSP will not, in itself, have implications for water quality and TMOTW considerations. But with intensification and other interventions identified, TMOTW will need to be considered.

10. Communication / Whakawhitiwhiti Kōrero

10.1 Extensive community consultation has taken place, including placing a flyer in all Richmond letterboxes, drop-in sessions, a two day town centre information display, online engagement and webinars. More details are included in the documents.

10.2 If the RSP is adopted, it is proposed that that the documents be made available and that this be advertised through the normal channels. Communication materials will also focus on the next steps (e.g. PC81).

11. Financial or Budgetary Implications / Ngā Ritenga ā-Pūtea

11.1 Some of the recommendations from the RSP can be implemented through the Council's BAU mahi. This primarily involves the Environmental Policy Team undertaking plan changes to amend the TRMP.

11.2 However there are also recommendations for certain capital works which, if implemented, would require funding. These would come to the Council through the normal LTP process.

12. Risks / Ngā Tūraru

12.1 Given the high level of community buy-in, I do not consider that there are any risks in adopting the RSP. A good process has been followed and the outcomes of the plan are consistent with the process and feedback from the community.

12.2 There is a risk in not adopting the RSP in that the work is wasted and not implemented, and the public loses trust that work and input they provided is not carried forward by the Council.

13. Climate Change Considerations / Whakaaro Whakaaweawe Āhuarangi

13.1 The proposal aligns with Council's and Government's plans, policies and legal obligations relating to climate change, specifically the Tasman Climate Response Strategy and Action

Plan (TCRSAP). It relates to TCRSAP goal/s to mitigate and adapt to climate change. Particularly in supporting intensification of housing so that more people can live close to urban centres. This supports active transport and reductions in vehicle use, as well as the use and viability of public transport.

13.2 There is also the opportunity for Council led projects to utilise sustainable building materials that have low embodied carbon such as locally sourced engineered timber products.

14. Alignment with Policy and Strategic Plans / Te Hangai ki ngā aupapa Here me ngā Mahere Rautaki Tūraru

14.1 The RSP serves as a Neighbourhood Plan for implementing the FDS.

14.2 As a Neighbourhood Plan the RSP is a key input to a plan change to the TRMP.

14.3 Other aspects of the RSP will require funding as described above.

15. Conclusion / Kupu Whakatepe

15.1 The development of the RSP has been successful and has drawn a high level of support from the residents of Richmond. The process has been strongly supported by a core group of people representing companies and stakeholders who are actively involved in land development or with expert supporting knowledge.

15.2 The RSP provides a blue print for the short and medium term development of Richmond. Several projects are identified in an action plan, some of which are quite specific and others which are more aspirational.

15.3 The RSP is a step forward for Richmond in moving towards an urban environment that is diversified, vibrant, attractive and thriving.

16. Next Steps and Timeline / Ngā Mahi Whai Ake

16.1 If the RSP is adopted then the next step will be making this public through a communications programme.

16.2 PC81 to the TRMP is being developed and will implement a central component of the RSP – more enabling intensification rules via the introduction of a new medium density residential zone.

16.3 One of the key projects for the Council to consider will be the improvements to Sundial Square. Exciting opportunities have been identified with cooperation between the Council and surrounding landowners. This, and other short term projects, should be picked up by the relevant delivery arms of Council.

16.4 Long term projects should also be considered.

17. Attachments / Tuhinga tāpiri

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RICHMOND SPATIAL PLAN

JANUARY 2024

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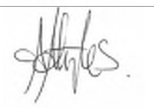
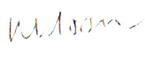
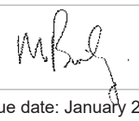
PREPARED BY:	Stephanie Styles Senior Planner Boffa Miskell Ltd	
	Miriam Moore Urban Designer Boffa Miskell Ltd	
REVIEWED BY:	Marc Baily Urban Planner Boffa Miskell Ltd	
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INTRODUCTION

The Richmond Spatial Plan sets the strategic planning direction and vision for how growth and development can occur in the town.

Why are we doing this?

The population in the Nelson-Richmond urban area has been growing steadily and is expected to keep growing for many years. A lot of work has been done in the Tasman and Nelson districts to understand and plan for future growth. The Plan is to guide and support the growth of Richmond, and will be implemented starting next year (2024) and over the next 30 years.

The Plan sets a framework to enable growth within the existing urban area, while reducing sprawl into the surrounding rural area. The Council has received strong and repeated feedback that productive land on the plains shouldn't get swallowed up by urban sprawl and lifestyle blocks.

The Plan responds to multiple legislative documents. It also helps to implement the Nelson Tasman Future Development Strategy which has outlined Richmond's role in providing future housing and growth. The current planning rules do not support the growth demands and risk fragmenting land to prevent future development.

The Plan is needed to meet housing demands for the predicted growth of 2,700 people in the next 10 years, and 6,300 people in 30 years. However, the Spatial Plan is not just about housing, but also the integrated planning strategies and projects that will be needed to accommodate growth, such as for parks, transport and enhancing our town centres.

What have we done?

A collaborative approach was taken create the plan, including regular testing and engagement opportunities. A strong body of evidence and regulatory directions and best practice also underpins this Plan.

A group of development stakeholders and Council staff was consulted to establish the objectives (see page 4 of this summary) and direction for the Plan. These groups were also consulted to test the options as the Plan developed. The options' analysis included scenario testing to understand preferred options and sets of options that work well together. Further assessment of how the options meet the project objectives was undertaken.

Iwi representatives were consulted at each of these steps and contributed to the development of mana whenua objectives. Councillor workshops provided an elected member perspective on issues and opportunities.

The public were engaged firstly through a survey to discuss the issues and ideas for Richmond and the town centre, and secondly to get feedback and to shape the final Plan. Engagement was achieved through both physical events and online platforms.

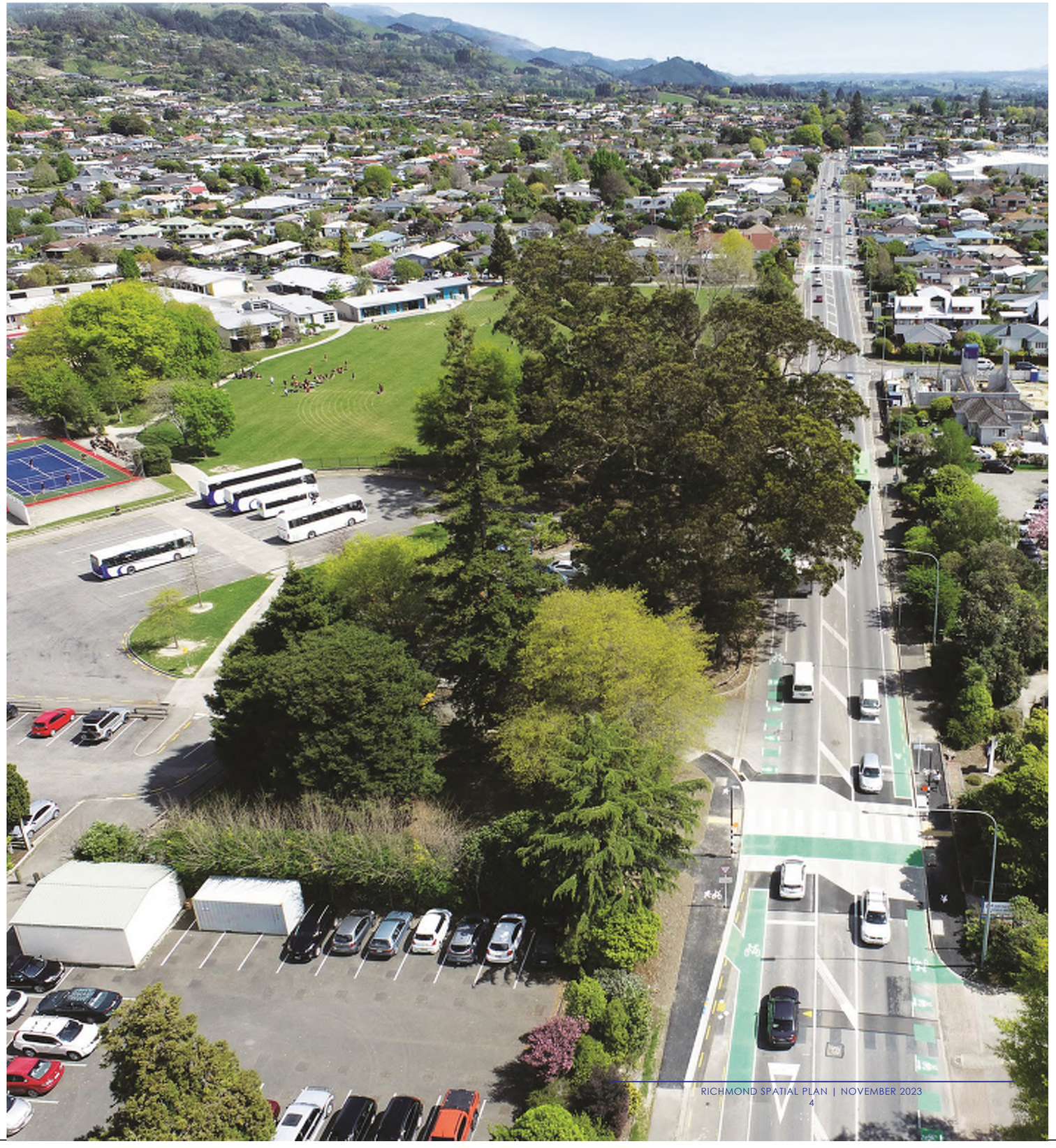
Where have we got to now?

This Plan development process has resulted in two key spatial plans: one for the Town Centre area, and one for the broader Richmond area. A series of key moves are provided which set the direction for an Action Plan that will enable Council to realise the goals of the Plan.

The final Plan considers all the feedback received through the engagement process, drawing on enabling more housing around centres and highlighting and improving Richmond's network of streams and green spaces. It focuses on providing more intensive housing in and directly around the Town Centre, with a supporting area for some medium density close to smaller centres, public transport networks and primary open spaces.

The Plan then identifies key infrastructure upgrades that will be needed to support this intensification such as stormwater and transport. Also of particular importance is the development of strategic responses, and subsequent project specific responses, to the provision of services and amenities that will support successful growth of Richmond e.g. a parks and reserves strategy.

A summary of the engagement process, spatial maps and key actions is provided in this summary document. A full description of the project approach, engagement process, scenario testing, spatial outcomes and action plan can be viewed at [insert weblink].



PLAN PROCESS

Preparation and research

In late 2022 / early 2023, Council collected all existing plans for Richmond and researched the constraints and opportunities to form a set of objectives for the proposal.

Engagement

In early 2023, the project kicked-off with three workshops to provide input into the formulation of the plan. A "Planning for Future Richmond" online survey was undertaken to allow the public to share their ideas to help Richmond's future

Working out options

After receiving feedback, we designed multiple plans using a range of scenarios to address the issues. These options were tested with key stakeholders.

Developing and testing plan

A preferred plan was developed from stakeholder feedback. This formed the draft spatial plan and *Richmond on the Rise* engagement with the public was undertaken.

Confirming final plan

Having reviewed all the feedback received and input to date, the final Spatial Plan and accompanying action plan was prepared.

OBJECTIVES

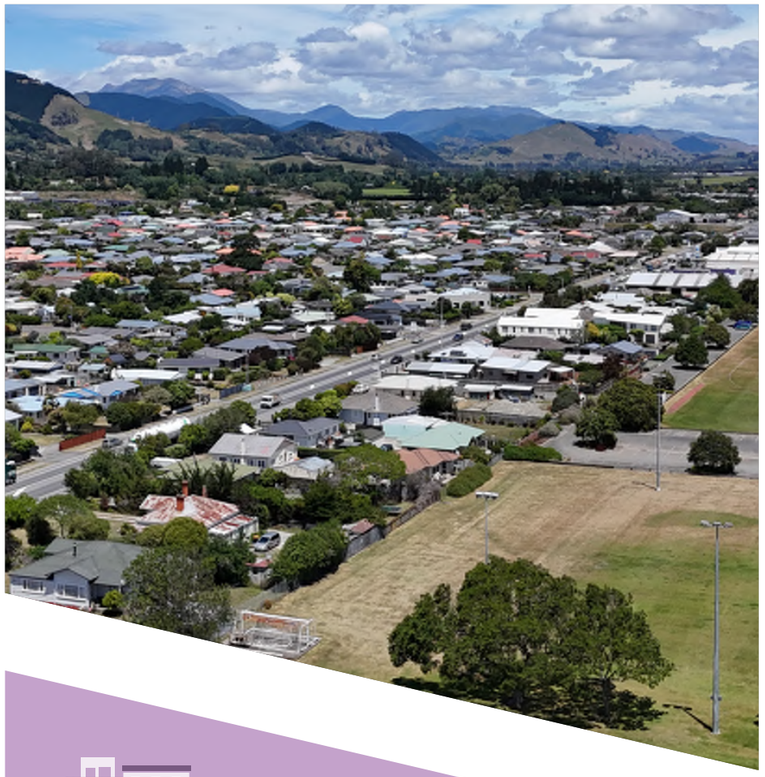
One of the first steps in developing this Spatial Plan was to create a set of objectives. These objectives have been used to guide the plan development process and allow us to test options to see how they well they achieve the objectives.

While the Plan is about providing for growth and housing, it is important that all other needs for growth are planned for. This integrated planning process ensures all aspects of growth are considered. A series of objectives were created and tested to make sure the planning process for Richmond meets the needs of current and future residents.

The objectives fit under the following headings and are outlined on the following pages:

- **Mana whenua**
- **Housing**
- **Centres and Community Heart**
- **Identity**
- **Movement**
- **Green and Blue Infrastructure**
- **Responses to Hazards and Climate Change**

The Action Plan resulting from this plan has been tested against each objective, to ensure they will collectively be met by each proposed action.



CENTRES AND COMMUNITY HEART

Establish a clear hierarchy of centres from a sub-regional centre to local neighbourhood centres, distributed as 15-minute catchments

Enliven the vibrant “heart” of Richmond to encourage amenity values attractive to residential activities and people-centred environments, including supporting night time activity

Create positive community and cultural destination anchors for residents and visitors

Recognise need for growing employment, service and industrial uses and plan these positively into the developing environment

HOUSING

Provide for wide-ranging choice of housing types, including standalone dwellings in limited areas, through to apartments up to six storeys close to the main urban centre

Enable high-quality and high-amenity housing options that suit households of all make-ups, ages and abilities

Utilise prime areas of existing urban footprint, intensifying in places that provide open space, centres proximity and connection to existing and potential public transport corridors

Ensure any new greenfield and brownfield developments provide diversity of housing types and are planned to enable future intensification through lot design and building positioning

MOVEMENT

Provide for a choice of transport modes in street types and space allocation as well as in the future urban form to enable public transport options

Influence mode shift through connected and attractive streets that support pedestrian and cycle movements through Richmond

Reduce vehicular carbon emissions and congestion by providing viable movement choices

Continue to support freight and service movement while providing for increased safety of all users.

MANA WHENUA

Integrate and provide opportunities for growth that meet manawhenua needs

Implement the principles of Te Mana o Te Wai in the management of stormwater

Protect and recognise the cultural heritage of the area

Integrate Māori design and tikanga into the built environment

RESPONSES TO HAZARDS AND CLIMATE CHANGE

Ensure development areas and patterns account for risk from flooding, coastal inundation and sea level rise, slips, liquefaction, and earthquake faults

Ensure that growth and intensification prioritises mitigation of and provides for adaptation to climate change

IDENTITY

Characterise neighbourhoods by streetscape, landscape, building design and orientation in order to give direction to a distinctive urban form that responds positively to these characteristics

Explore the formalisation of identifiable, distinct neighbourhoods through naming and visual differentiation

Develop Richmond as a sub-regional urban centre that reflects its natural context of hills to inlet and supports recreational activity which is key to Richmond identity

GREEN AND BLUE INFRASTRUCTURE

Provide a range and hierarchy of adaptable, diverse and high-quality green open spaces that are purposeful to the needs of the community and reflects natural landscape patterns

Mitigate stormwater and flood risks through design and integration with open spaces

Design with ecological responsiveness in mind, to allow native plants and species to thrive.

THE DETAILS

Wider Richmond

The Plan identifies areas where rules need to change to enable a range of houses from typical 3-4 bedroom houses right through to 1 bedroom units. These will also be required to be well designed and great to live in. They will provide a range of housing choices that meets the needs of different families, and which are currently missing in Richmond.

Some areas of Richmond have characteristics which make them suitable for more residential growth, such as being close to centres, having good access to public transport and open space. These areas are best suited to increased densities including walk-up apartments (no lifts), terrace houses, and townhouses of two-to-three storeys.

Local centres and neighbourhood centres are located throughout Richmond to enhance accessibility, connectivity and walkability without detracting from the town centre. A successful community also needs a variety of open spaces that provide for different (formal and informal) recreational needs for people of all ages. The stream and wetland networks can help deal with growing stormwater and stormwater hazards.

Richmond's surroundings of the hills and inlet are a big part of how people see the town, and the Plan is designed to build on this, by connecting the Richmond of today with its history, and improving access to nature, especially Tasman Bay and Richmond hills.

More people in the town will help to support the public transport network, and additional housing and commercial development can be allowed close to public transport routes and stops. Growing the options for public transport, walking and cycling will help with the ongoing need to reduce carbon emissions created by private vehicle use.

Climate change and natural hazards are a risk to all developed areas. This Plan identifies key hazards, and implementation of the Plan will require a process to decide what potential hazards pose the most risk to the future of Richmond and how to manage them through subsequent steps such as a plan change to the Tasman Resource Management Plan.

Town Centre

There is a high level of public support for enhancing the Town Centre as the commercial heart of Richmond and supporting this further through more intensive development and integration of residential housing opportunities.

The Town Centre strategy aims to set up a strong green network, by joining parks and reserves with attractive streets that are easily accessible and designed to be nice place for people to spend time. There is an opportunity to celebrate the stream network running under the Town Centre, physically or representatively.

The Council currently owns a number of areas of land in the Town Centre that aren't well utilised and could be developed. Development doesn't necessarily just mean putting buildings on these sites but would also include the other key 'moves' described here such as new community activities. For example, a larger playground or community focussed open space.

Private land owners and developers are key to getting change to happen. Town Centre improvements encourage developer investment. This could include night life, hospitality, apartments or more shops. The Council will need to work closely with landowners and developers to maximise opportunities and enable positive change.

Providing for higher density residential apartments and townhouses, up to three-to-four storeys, in areas framing the centre and supporting its growth by providing more people living close to the shops and businesses, will improve the outcomes sought from this Plan.

THE DETAILS

This page outlines the key moves detailed on the *Wider Richmond* plan provided on the following page.

Housing

Medium Density Residential (1) will relate to those areas closest to the town centre. It provides for moderate levels of increased residential density (apartments and townhouses) to support with the national medium density standards in the NPS-UD.

Medium Density Residential (2) will provide for additional residential development of a higher density than existing suburban housing. It will focus on those areas deemed suitable for more housing due to their proximity to local centres, key transport corridors, green space, and education.

Some limited additional infill and new suburban development will continue to occur in the areas currently zoned for it, but not yet developed. All new development will be subject to standards that maintain urban amenity.

Identity

Celebrate the strong blue and green networks located in Richmond and expand these into surrounding areas through enhancing connectivity including new green spaces and improved access through stream and park corridors.

Work with Iwi to enhance cultural connections to the land and tell stories through ecological and urban design interventions.

Local and neighbourhood centres foster a sense of neighbourhood identity.

Urban development will be subject to a Māori design framework that embeds Mana Whenua values into the natural and built environment of Richmond.

Green and Blue Infrastructure

Bring more green space into the town centre focussing on Sundial Square and spreading connections into the wider areas.

Improve the green network across Richmond by enhancing existing open spaces and streetscapes with increased landscaping and tree planting.

Improve stormwater channels with planting for ecological corridors and celebrate the stream network that flows through Richmond by improving access and ecology.

Create an open space strategy to ensure the green network provides the adequate open space that is fit for purpose for the growing and diversifying population, including active and passive recreation and spaces of varying size and configuration.

Centres and Community Heart

Mixed-used, higher density housing will be provided for in town centre e.g. apartments over shops. Enhanced green spaces will be developed to support centres.

Local centres and neighbourhood centres are located throughout Richmond to enhance accessibility, connectivity and walkability without detracting from the Town Centre.

Explore opportunities to provide new small commercial activities around prime green spaces to improve neighbourhood connectivity and open space activation (such as a cafe or childcare centre).

Industrial and commercial support activities will continue to be focused along Gladstone Road and Lower Queen Street but new activities will need to respond to climate change and community demands. Industrial land unchanged.

Movement

Urban form is supported by public transport along key roads. Streets are upgraded with trees and pedestrian and cycling improvements to improve accessibility for all.

Movement of people to and around Richmond is prioritised, while recognising the function of the State Highway network and enabling continued large vehicle movements critical to the operation of Richmond's services and industrial areas.

The retention of the designation for a future bypass means possible removal of extra traffic on Gladstone Road (a decision for Waka Kotahi not Tasman District Council).

Responses to Hazards and Climate Change

The contours mark the *X*m above sea level that identify risks due to sea level rise, and land subsidence over time. The plan proposes to introduce limits that would not allow any new buildings in the area below the 5m sea level rise contour, and investigate options for relocating existing activities that are in the area below the 5m sea level rise contour.

Explore limiting new building and development in the area below the 7m sea level rise contour or requiring management of development that responds to natural hazards and climate change.

Create more resilient stormwater system through green space and upgrade stormwater infrastructure with improved capacity and connections.

WIDER RICHMOND

TO MOTUEKA

TO NELSON

TO HOPE

SH6

QUEEN ST

QUEEN ST

APPLEBY HWY

GLADSTONE RD

SALISBURY RD

CHAMPION RD

HILL ST

WENSLEY RD

BATEUP RD

Jubilee Park

Ben Cooper Park

Bill Wilkes Reserve

Saxton Field

KEY

Study area

TRANSPORT

- Key public transport routes
- Active travel improvements
- Key heavy traffic route
- Recreational cycle trail
- New active travel link
- Designation (SH6 and Gladstone Road)

BLUE & GREEN

- Streams
- Upgraded stormwater system
- Open space
- 5m contour above sea level
- 6m contour above sea level
- 7m contour above sea level

RESIDENTIAL

- Medium Density 1
- Medium Density 2
- Zoned development for mixed density

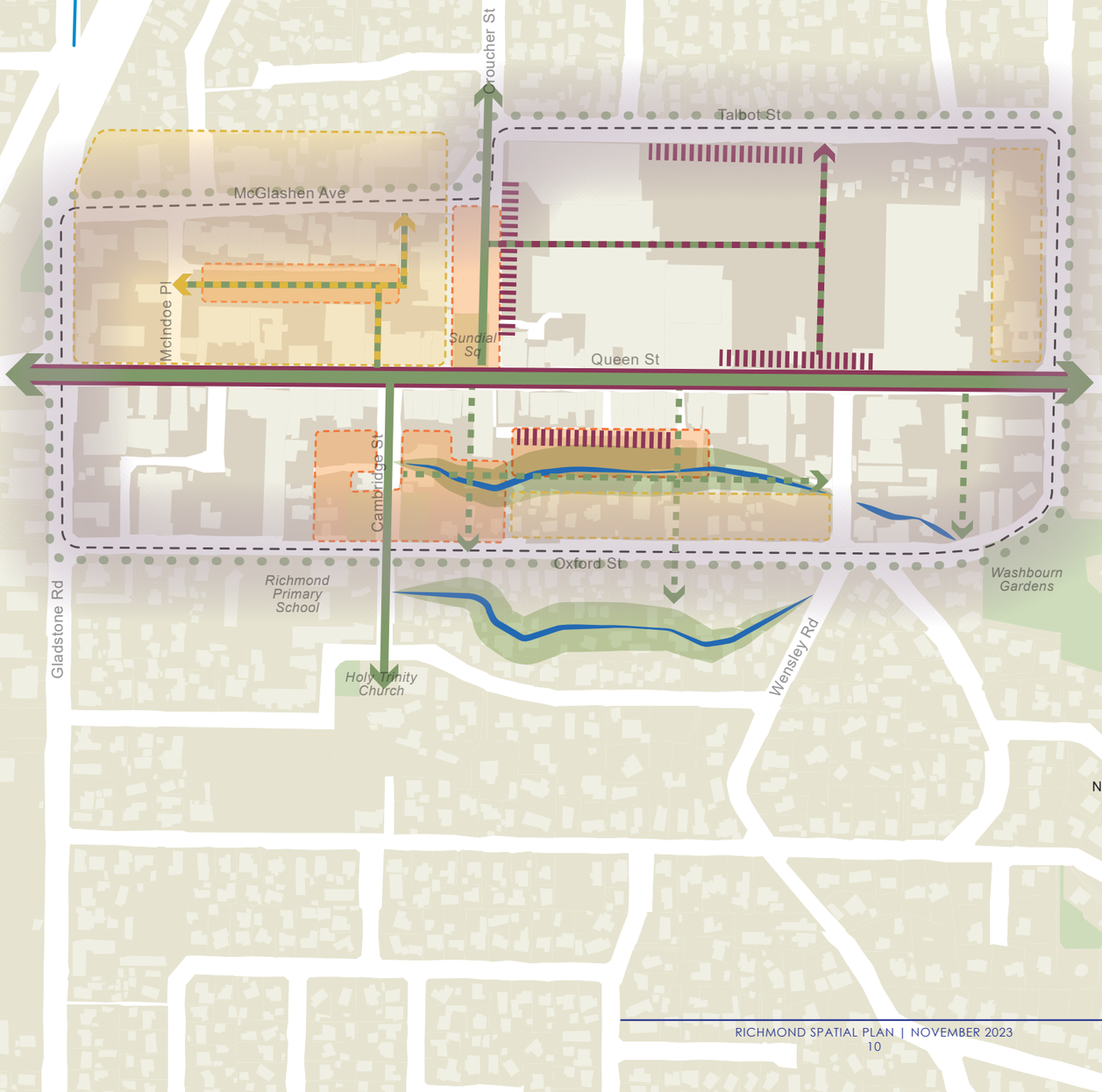
CENTRES

- Town centre (with improved green spaces)
- Local centres
- Neighbourhood centres
- Potential open space centre
- Existing Industrial Zone

0 1.3 Km

Scale: 1:20,00 at A3

TOWN CENTRE



KEY

Subject area

1. GROW GREEN CONNECTIONS

Target streets for street planting and greening

Future green connections

Green ring: Improved planting and active travel

2. IDENTIFY STRATEGIC SITES

Strategic Council-owned sites with development potential

3. CELEBRATE AND SUSTAIN BLUE NETWORK

Historic or culverted streams and informal overland flow path areas with potential opportunity to expose / celebrate through daylighting or art

4. ENCOURAGE AND ENABLE DEVELOPER RESPONSE

Activated street edge

Developer-led green connections

New street activation opportunities

5. IMPROVE LAND-USE AND STREET NETWORK IN LOW-QUALITY AREAS

Potential target areas for land-use change

Future green connections enhanced through development

6. INTEGRATE TOWN CENTRE INTO URBAN FABRIC

Town edge integrated with neighbouring residential (density increases on residential streets facing the town centre)

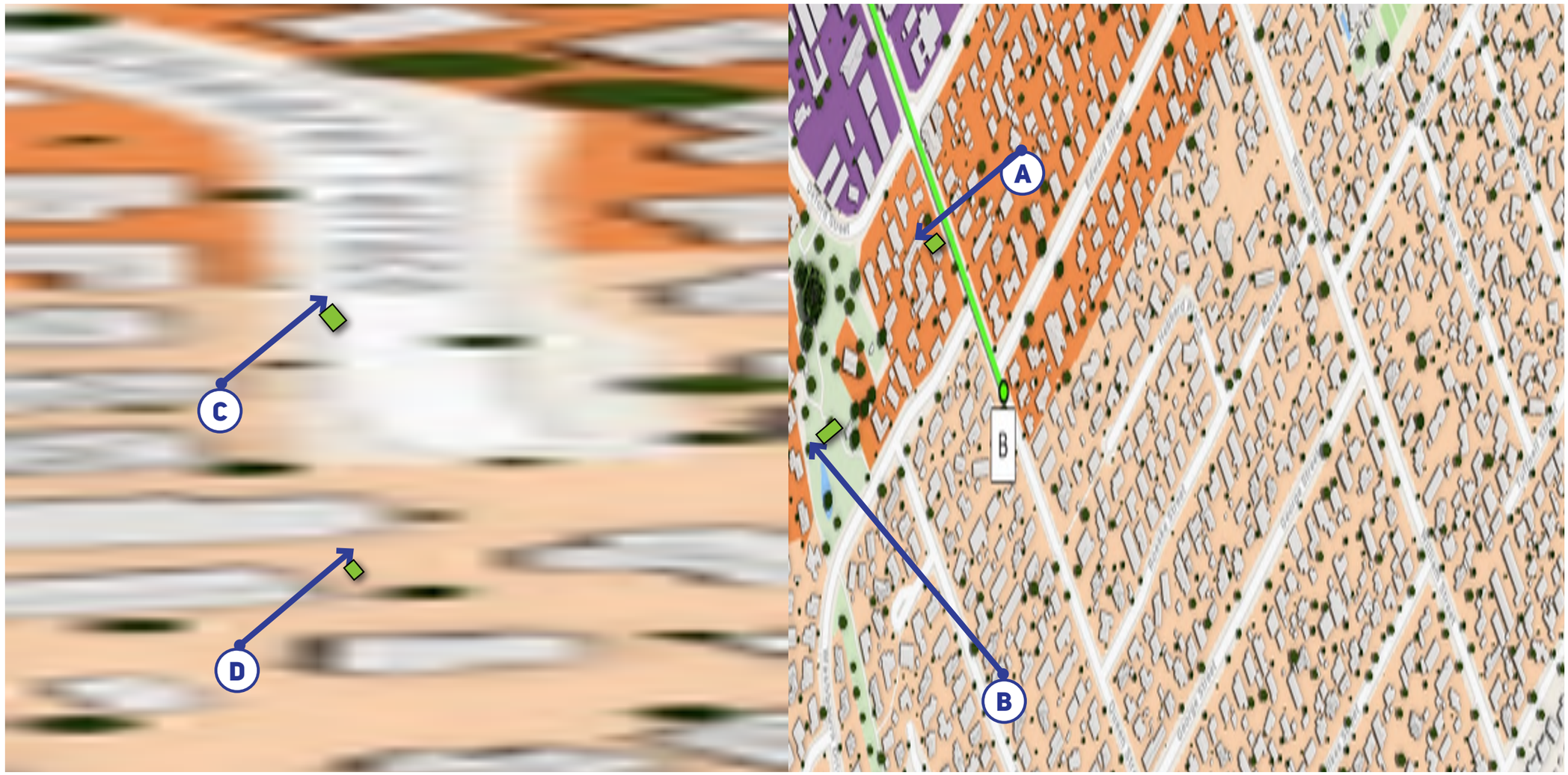
Not to Scale

MODELLING

The models over the following pages explore possible height limits within the proposed Spatial Plan zones. These models give insight as to what the massing of buildings could look like within these zones.

KEY

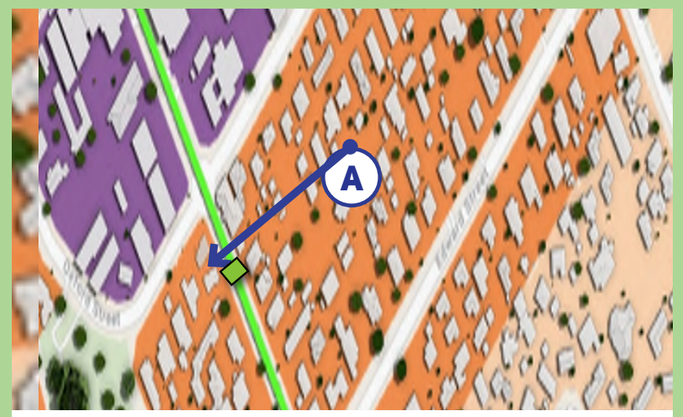
- Modelled building
- Viewpoint direction
- C — Viewpoint number



Please note: These models are for illustrative purposes only. None of these buildings or sites for development represent real proposals.

Elizabeth Street - MDR1

Please note: These models are for illustrative purposes only. None of these buildings or sites for development represent real proposals.



Context

Existing view

Five storeys (enlarged)

Six storeys

Five storeys

Four storeys

Queen Street - Town Centre

Please note: These models are for illustrative purposes only. None of these buildings or sites for development represent real proposals.

Context

Existing view

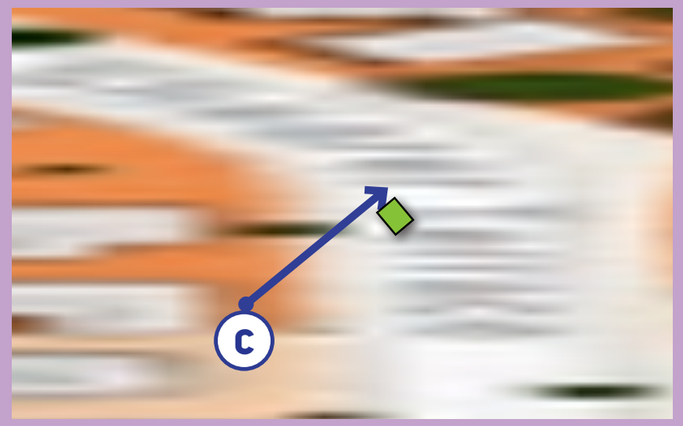
Five storeys (enlarged)

Six storeys

Five storeys

Four storeys

Gladstone Road - MDR1



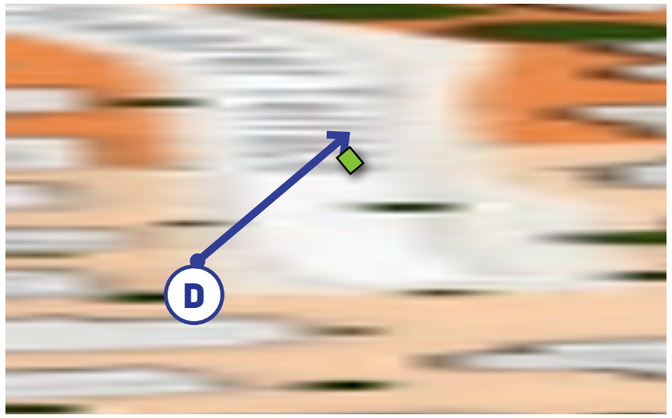
Six storeys

Existing

Five storeys

Four storeys

Alfred Street - MDR2



Context

Existing view

Three storeys

Please note: These models are for illustrative purposes only. None of these buildings or sites for development represent real proposals.

ACTION PLAN

An action plan provides a path to realising the identified key moves for transforming Richmond Town Centre to the thriving "heart" envisioned by the objectives of the Spatial Plan and growing a strong residential community around this.

To enable implementation of this Spatial Plan, a range of actions will be required, and this will include buy in and funding from the community and a range of Council departments, as well as from the private sector developers and agencies.

This Action Plan provides a summary of high-level actions that Council can implement to realise the plan. Short term actions are "kick start" actions which will either be realised or started within five years. Long term actions take longer to start or advance. A more detailed Action Plan, outlining how these actions meet the Plan objectives and who is responsible is included in the technical report.

The Action Plan is also divided to show where some actions relate more closely to the Town Centre and others that apply across Richmond more widely. Some actions apply to both at different scales..

- Town Centre
- Wider Richmond

SHORT TERM
1-5 years

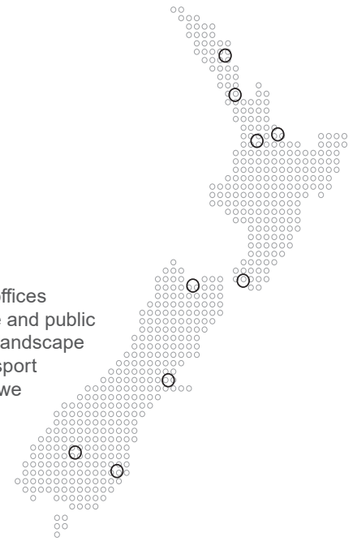
- Work with ngā iwi and private landowners to deliver projects and support growth and revitalisation.
- Ensure the incorporation of the Māori Design Framework into the planning and design of developments.
- Develop a plan change to the Tasman Resource Management Plan to rezone land and provide rules to enable more intensive development, including a centres hierarchy and design guidance.
- Undertake infrastructure planning to support growth and development.
- Initiate a co-design process to facilitate upgrades to Sundial Square, including extension of public open space across Queen Street and tactical interventions to improve greening of Queen Street
- Undertake a town centre site investigation looking for strategic opportunities to use Council land for enhancement and development.
- Undertake tactical improvements to enable better walking, cycling and public transport opportunities throughout Richmond.
- Review the parking policy to maximise use of town centre parking and land use.
- Work with Waka Kotahi to improve safety and congestion on and across SH6 / Gladstone Rd
- Develop a strategic parks and open space plan that looks at quality and quantity of spaces across Richmond.
- Undertake enhanced tree planting in key road and reserve corridors.
- Investigate options to manage stormwater and respond to sea level rise.
- Establish a development agency, public private partnerships and/or a development office within Council to support private development and explore options for exemplar developments.

LONG TERM
5+ years

- Investigate options for initiating a Richmond Community Board or similar group and working with the community to improve identity.
- Undertake an accessibility audit.
- Investigate options to improve cycling connections to the Great Taste Trail.
- Investigate options to enhance park spaces throughout Richmond as growth occurs, including incorporating retail or community facilities.
- Investigate options for a large scale destination playground facility.
- Apply tactical interventions to weave story-telling elements about the streams that cross Richmond.
- Investigate options to use / daylight historic stream channels to improve amenity as well as man-age stormwater.

Together. Shaping Better Places.

Boffa Miskell is a leading New Zealand environmental consultancy with nine offices throughout Aotearoa. We work with a wide range of local, international private and public sector clients in the areas of planning, urban design, landscape architecture, landscape planning, ecology, biosecurity, Te Hīhiri (cultural advisory), engagement, transport advisory, climate change, graphics and mapping. Over the past five decades we have built a reputation for creativity, professionalism, innovation and excellence by understanding each project's interconnections with the wider environmental, social, cultural and economic context.



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RICHMOND SPATIAL PLAN

TOWN CENTRE SUMMARY REPORT

JANUARY 2024

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BIBLIOGRAPHIC REFERENCE FOR CITATION:

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Cover photograph: Sundial Square, © Miriam Moore, 2023

CONTENTS

INTRODUCTION

Richmond Spatial Intensification Plan

SCOPE AND OBJECTIVES

This Town Centre Summary report sits within the wider Richmond Spatial Intensification Plan (R-SIP) project. The R-SIP is a holistic spatial plan, which will require an integrated planning response and likely high-level policy change. Following research and analysis, this document looks at the role of the Richmond town centre and provides a summarised set of key moves and actions to progress growth within and around the town centre. The town centre summary report provides a framework for strategic intervention and investment from Tasman District Council (TDC) and supports approaches to partnering with stakeholders to incentivise change that will enable the finalised R-SIP to be successful.

As the heart of Richmond, the town centre plays a pivotal role in the success of wider intensification measures for Richmond. This document has been separated from the rest of the R-SIP, as while the scenarios that shape the R-SIP are still being decided, the key interventions needed in the town centre are evident and required no matter the final direction of changes for the wider area.

Phase one of the R-SIP engagement resulted in a list of key objectives (right). One of the objective headings is “Centres and Community Heart”, which identifies the importance of the town centre in achieving good growth outcomes. Other objectives that are relevant to or enhanced by the town centre have been highlighted in blue. This shows a strong reliance on key spatial interventions within the town centre to achieve the desired outcomes and objectives of the R-SIP.

The town centre will play a key role in providing more and different types of housing, which is a driver behind the need for the R-SIP. However, a higher urban population in Richmond needs a thriving town centre for it to function successfully. This means the town centre needs not only to provide new homes, but to bring amenity, green spaces, commercial interests, and a variety of activities that are not currently offered.

This summary document provides:

- An analysis of the town centre development over time
- A study of the key considerations for future change
- Feedback on the future of the town centre from public and stakeholders
- Strategic spatial interventions to be progressed as a series of recommended key moves
- A recommended set of actions to enable the key moves

The wider R-SIP is undergoing a scenario planning process, which investigates various approaches to plan for growth through intensification and other integrated planning matters, and will be reported on separately.

MANA WHENUA

- To integrate and provide opportunities for growth that meet mana whenua needs
- Implement the principles of Te Mana o Te Wai in the management of stormwater
- Protect and recognise the cultural heritage of the area
- Integrate Māori design and tikanga into the built environment

HOUSING

- Provide for wide-ranging choice of housing types, including standalone dwellings in limited areas, through to apartments up to six storeys close to the main urban centre
- Enable high-quality and high-amenity housing options that suit households of all make-ups, ages and abilities
- Utilise prime areas of existing urban footprint, intensifying in places that provide open space, centres proximity and connection to existing and potential public transport corridors
- Ensure any new greenfield and brownfield developments provide diversity of housing types and are planned to enable future intensification through lot design and building positioning

CENTRES AND COMMUNITY HEART

- Establish a clear hierarchy of centres from a sub-regional centre to local neighbourhood centres, distributed as 15-minute catchments
- Enliven the vibrant “heart” of Richmond to encourage amenity values attractive to residential activities and people-centred environments, including supporting night time activity
- Create positive community and cultural destination anchors for residents and visitors
- Recognise need for growing employment, service and industrial uses and plan these positively into the developing environment

IDENTITY

- Characterise neighbourhoods by streetscape, landscape, building design and orientation in order to give direction to a distinctive urban form that responds positively to these characteristics
- Explore the formalisation of identifiable, distinct neighbourhoods through naming and visual differentiation
- Develop Richmond as a sub-regional urban centre that reflects its natural context of hills to inlet and supports recreational activity which is key to Richmond identity

MOVEMENT

- Provide for a choice of transport modes in street types and space allocation as well as in the future urban form to enable public transport options
- Influence mode shift through connected and attractive streets that support pedestrian and cycle movements through Richmond
- Reduce vehicular carbon emissions and congestion by providing viable movement choices
- Continue to support freight and service movement while providing for increased safety of all users.

GREEN AND BLUE INFRASTRUCTURE

- Provide a range and hierarchy of adaptable, diverse and high-quality green open spaces that are purposeful to the needs of the community and reflects natural landscape patterns
- Mitigate stormwater and flood risks through design and integration with open spaces
- Design with ecological responsiveness in mind, to allow native plants and species to thrive.

RESPONSES TO HAZARDS AND CLIMATE CHANGE

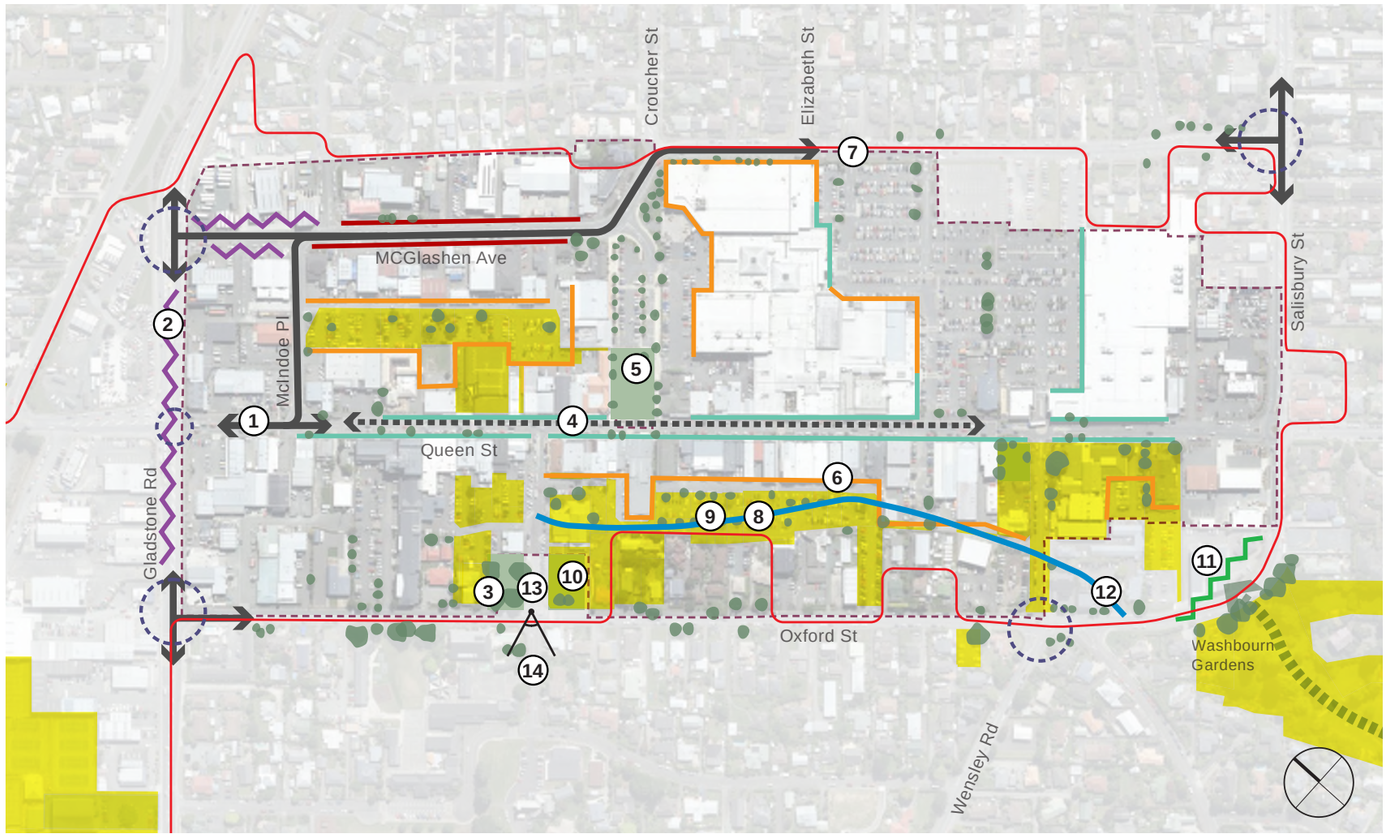
- Ensure development areas and patterns account for risk from flooding, coastal inundation and sea level rise, slips, liquefaction, and earthquake faults
- Ensure that growth and intensification prioritises mitigation of and provides for adaptation to climate change

SUMMARY CONSIDERATIONS

Richmond Spatial Intensification Plan

OPPORTUNITIES AND CONSTRAINTS

This plan identifies the opportunities and constraints that influence Richmond town centre. These opportunities and constraints were compiled through a mix of site visits, use of GIS mapping and anecdotal evidence. These existing opportunities and constraints were used to direct engagement and informed the analysis of options for change in the town centre.



Town centre zone boundary
Residential/commerical visual edge
Main traffic flow
Slow speed traffic
Active frontages
Inactive frontages/rear building
Inactive frontage with undefined street edge

Tree (within town centre and egdes)
Park/reserve
TDC owned parcel
Historic stream
Green space and walkway severance
Lack of welcome/gateway to town centre from main arrival point
Key arrival point

1. Traffic entering from Lower Queen St is diverted around McGlashen Avenue and Talbot Street. Traffic can only enter from Lower Queen Street - no turn access from Gladstone Road.
2. Poor frontage along Gladstone Road provides no sense of gateway or arrival into Richmond Town Centre from the key arrival point.
3. Street and private trees more prevalent to the south-west, with more hardscape and building coverage to the north-east.
4. Queen Street has a positive interface along the town centre component. It is a car-dominated environment, however has some greening and cars travel at a slow and considerate pace.
5. Sundial square is a great space and green relief, however it is under-utilised and not part of a bigger network of urban spaces.
6. Rear of buildings are visible from car parks and with a frontage more suited to a service laneway than a populated area and the arrival for those travelling by car, and those walking into the Town Centre.
7. Talbot Street has a poor street interface to the edge of the town centre. There is an abrupt change in land-use between the mall, car park and single-storey residential to the north-east.
8. Council-owned land is predominantly car parking. This suggests an under-utilisation of Council land and an opportunity to provide exemplar developments as the city centre seeks to intensify.
9. Car parking reduces perceived pedestrian permeability of the centre, as it has created larger blocks, is a less attractive environment to walk through with no shop frontages or amenity for pedestrians.
10. Pockets of open green space lie within the Town Centre, with a larger more diverse green space adjacent to the centre at the Washbourn Gardens.
11. Potential to bring green spine through the town centre from Washbourn Gardens to meet Sundial Square. Currently connection ends abruptly with no link to centre.
12. No indication of historic stream which was once present meandering between Queen and Oxford Streets.
13. Cambridge Street has a generous width, with surrounding sites that are a potential opportunity for development.
14. Direct sightline from town centre to the Holy Trinity Anglican Church - which is an important historical building. There is poor walking and cycling connection between town centre and the southwest of the Church.

SUMMARY CONSIDERATIONS

Richmond Spatial Intensification Plan

EDGE TREATMENT

This plan explores the existing edge treatment between the town centre and the neighbouring streets. Some parts of the town centre are better integrated at the edge, although this is largely due to the detached dwelling typologies located within the town centre. Other streets such as Talbot St alongside the mall have a harsh edge with no consideration of the transition between residential and commercial, or an undefined edge due to land-use dedicated to car-parking. An understanding of edges assists to identify opportunities for change and improvement in amenity.

URBAN INFLUENCES

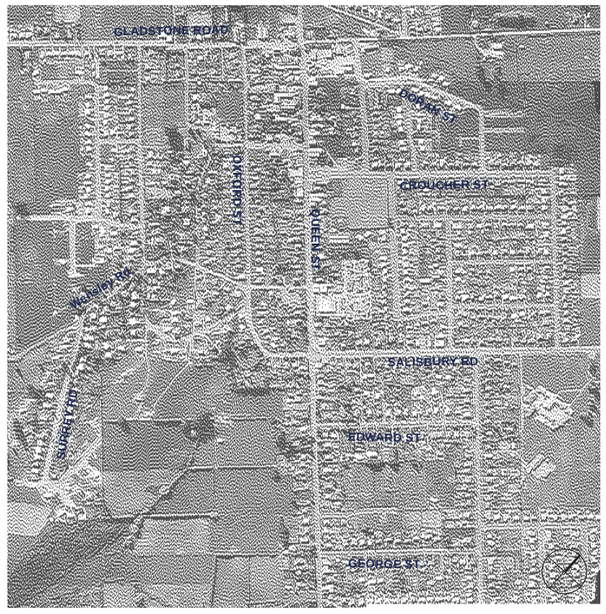
Richmond Spatial Intensification Plan

BUILT FORM DEVELOPMENT

The below images share the history of Richmond and how it evolved as a town centre. It is evident the (once) small service town attracted residents over time, establishing an organic, grid urban form a round its centre. We know this has now expanded upwards onto the hill slopes and downward onto the valley floor, with limited space now available to further grow in a pattern of similar urban form. Infill subdivision and greenfield development are now the prominent forms of urban growth. These patterns of development inform how the town has grown and where opportunities lie for future change.

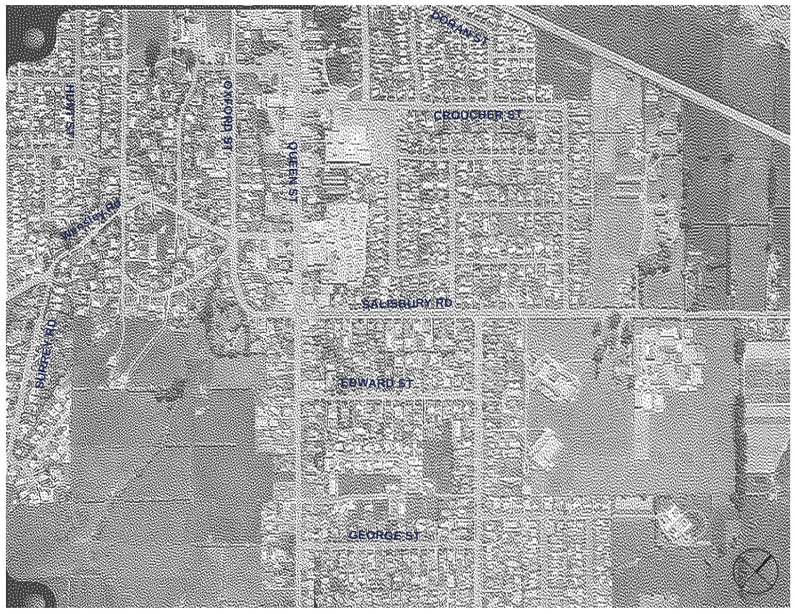
1946

Beginning settlement of Richmond occurred in two blocks, connected by Queen Street. Building size and orientation suggests no distinct commercial precinct established by this time, although some shops might be on Queen Street.



1964

Significant residential growth happened between 1949 and 1964, to grow from a small settlement to a town. Sprawl has filled the gaps to the north-east and south-west of Queen Street, and up around Edward and George St. Infill has begun in some of the narrow sites, introducing rear-lots. Building orientation and size indicates and establishment of a small commercial centre along Queen Street at the north-western end. Some industrial activity has created a slightly larger block to the north of Queen Street.



1974

Housing sprawl continues in the same pattern as between 1946-1964. Flat areas have attracted the natural growth first and spread north and south. From 1974 onwards, this same pattern continued and grew into the hills to create the Richmond that exists today This natural early sprawl reflects the areas that would be best suited for intensification, due to access and terrain. While the town centre was once a similar layout and permeability to the surrounding streets, large land holdings and change of use have resulted in the mall that now dominates the land-use in the town centre. Already by the 70s, rear-lot subdivision sees second homes built on what was a typical lot size, forming a basic pattern of low-level intensification that can be seen today, and has limited future intensification opportunities.

URBAN INFLUENCES

Richmond Spatial Intensification Plan

URBAN FORM ANALYSIS

The maps below provide a high-level overview of Richmond's urban form. By stripping back Richmond to just it's built form and land, it tells a clear story about the patterns that make up Richmond's blocks, and where unconsolidated built-form is resulting in poor street design, movement and accessibility.

FIGURE GROUND

The town centre has a distinctively different grain of urban form to the surrounding residential areas, this is further explored in the next map.

The flat (and more walkable) areas are visible through this map where it shows the grid network streets. The connectivity of the neighbourhood grid patterns are not carried through into to Town Centre. The detached dwelling layout of Richmond is prominent through building size and placement.

The feeling of severance across Queen Street at State Highway 6 is visible through the land use, with the road width clearly dissecting the pattern of built form.

TOWN CENTRE

The town centre, commercial and mixed-use zones are marked in red. The layout and connectivity of the town centre to the surrounding neighbourhoods will have a strong influence over how people access, move through and experience the town centre.

The mall is the most prominent block of built form in Richmond. Re-imagining the large blocks with a finer grain can help create a neighbourhood that is more human scale and create opportunities for increased amenity and walkability.

Despite being the busiest street, Queen St has the narrowest allocation of street space relative to building footprint, showing it is designed at human scale, with active frontages and prioritises movement of people. The rest of the town centre shows larger building footprints, with larger spaces between them, showing poor land-use and walkability.

OPEN SPACE DISTRIBUTION

Identifying green spaces in Richmond enhances the understanding of land-use of open spaces from the *figure ground* map. The large empty spaces in the neighbourhoods are parks (both public and private green spaces), whereas the large empty spaces in the town centre are car parks. This shows an uneven distribution of space in people centric areas as given to car storage.

The grey on the map above shows off-street car parking areas in the town centre - it is important to note these are not distinguished between public and privately owned at this scale.

This map exposes a lack of green open space in the town centre, but shows the large green open spaces in the neighbourhood (this includes schools and the show grounds). It signals a need for more open space in the town centre, and likely an open space study to ensure existing green space is providing a range of outdoor uses.

WORK TO DATE

Richmond Spatial Intensification Plan

Town Centre Timeline

To date, there have been many documents, plans, plan changes and upgrades that have contributed to the evolution of Richmond's Town Centre.

2014 - Richmond Town Centre Framework

In 2014, a Richmond Town Centre Framework was published to outline Tasman District Council's vision for the development of Richmond. It was intended as a 20-30 year plan.This plan led to such actions as the Richmond Main Street upgrade in 2018.

While some aspects of the vision for the Town Centre from the 2014 remain the same today (such as improved development, greening and wayfinding), the role of Richmond Town Centre has changed from this report. The housing crisis means town centres like Richmond's, which operated solely as local commercial centres are now required to play a role in providing housing. While housing was explored as a "potential" opportunity in 2014, it is a critical component of this Town Centre Summary, which is part of the wider Spatial Intensification Plan, which has been triggered by the need for housing intensification in Richmond.

2018 - Richmond Main Street Upgrade

This upgrade improved pedestrian safety, vibrancy and accessibility. Wider footpaths and planting created an improved Main Street which now prioritises movement of people. Importantly, the street upgrade also redesigned the stormwater system to reduce flooding risk in the town centre.

2020 - Richmond Intensive Development Area

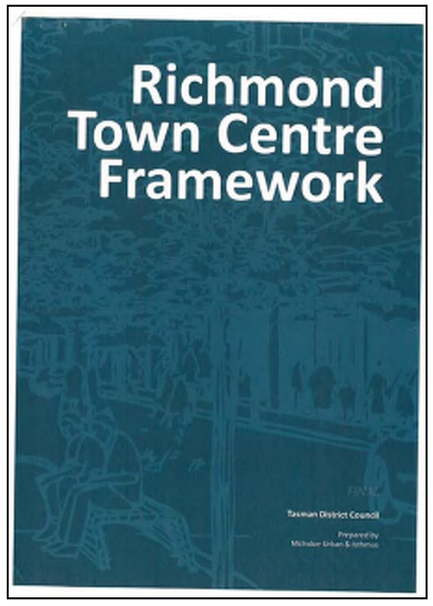
In 2020 the Richmond Intensive Development Area (RIDA) set out an area of central Richmond where intensification was encouraged. The RIDA provided new rules that allow for smaller property sizes and a diverse range of housing typologies, such as townhouses. Compared to more recent medium density rules around Aotearoa, the RIDA is no longer fit for purpose in enabling best practice medium density.

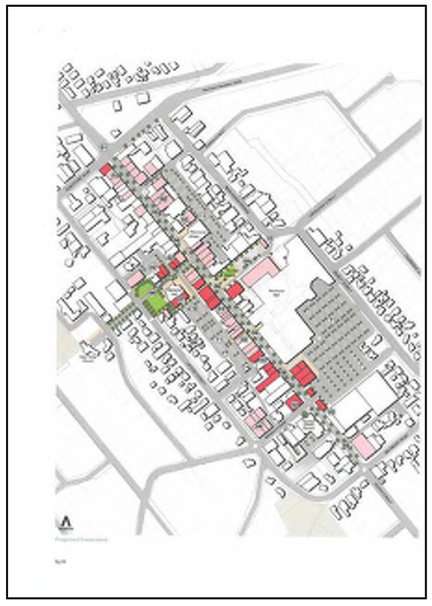
2021 - onwards

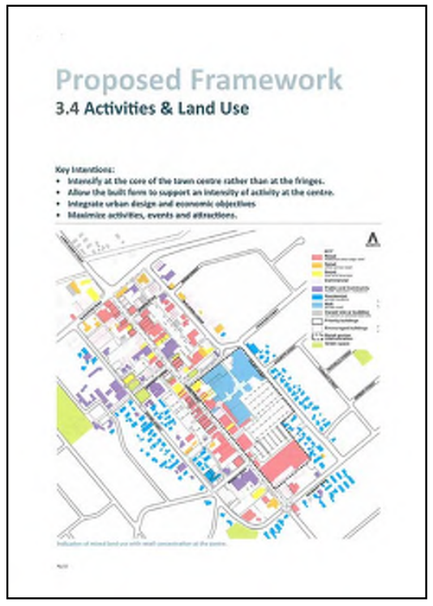
More recently, the new eBus services have improved public transport access throughout Richmond, to surrounding towns and to Nelson. Richmond has a new bus terminus on Queen Street, with complementary street upgrades to cater to the improved services.

Richmond is taking part in Waka Kotahi's "Streets for People" programme, a three-year, nationwide initiative to make it safer, easier, and more attractive to walk, ride bikes or scooters and take public transport. Other ongoing street upgrades continue to provide more transport choice for access in and around Richmond's centre.

The research contributing to this document has considered and builds upon all the past and ongoing work in Richmond's Town Centre.







IMAGES TAKEN FROM THE 2014 RICHMOND TOWN CENTRE FRAMEWORK

WHAT WE'VE HEARD

Richmond Spatial Intensification Plan

FEEDBACK ON CURRENT AND FUTURE TOWN CENTRE

The town centre of Richmond has been included as a focal point of part of the discussion with community stakeholders, Council staff, Councillors, iwi and the wider community. Some clear trends have emerged about the challenges Richmond's town centre faces, but also about the opportunities and possibilities for positive change. These suggestions feed into the key moves for spatial intervention in the town centre.

WORKSHOPS

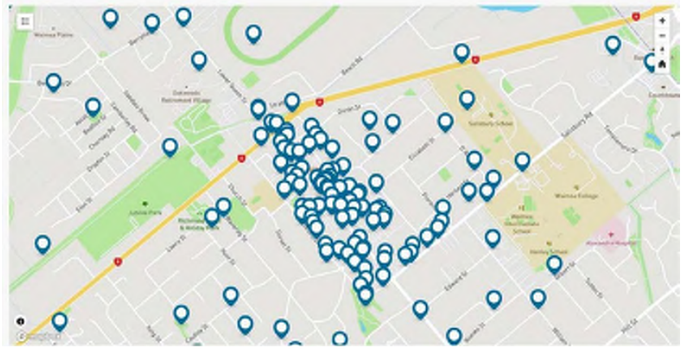
In February and March 2023, the R-SIP project kicked-off with three workshops to provide input into the formulation of the plan and its process. The groups engaged included:

- **Local stakeholders and partners**: including developers and landholders who are willing to invest in the outcomes of the plan, key public agencies and a range of persons representing specific interests
- **TDC staff**: including officers across multiple teams providing relevant expertise
- **TDC Councillors**: through a workshop with the Strategy and Policy Committee
- **Iwi**: a hui with iwi representatives

All of these groups will remain collaboration partners throughout the wider project, with varying levels of engagement based on initial interest and input. The workshop attendees explored the wider R-SIP but also had the opportunity to look closely at the town centre. All agreed on the role of the town centre as key to providing intensification, growth and vibrancy.

Some town centre-specific ideas shared included:

- Increase arts and culture with opportunity for gatherings, make it more of a destination for people to come and spend time.
- Attract visitors, support accommodation and hospitality.
- Change the linear format of the centre and grow width particularly in the direction of Oxford St
- Retain/enhance identity of the role of the wider area as a "food basket", celebrate the hills and inlet
- Make Sundial Square a central focus for activity.
- Improve connectivity to the centre it from the west (lower carpark) and south (other side of centre).
- Improve quality of connections to and through the centre e.g. avoid dark alleyways.
- Consider establishment of a key venue such as a convention centre, and rethink use of existing under-utilised spaces (like the Town Hall)
- Ensure an future new Council building development is located in the right place as an anchor site for activity in the centre and includes the right facilities and spaces.
- Re-think car park usage. Currently lots of car parks areas are owned by Council so there is an ability to change land use.
- Encourage more restaurants and night life variety
- Provide public facilitation of spaces and events (e.g. outdoor movies or innovative recreation spaces like playgrounds) that will stimulate a range of people to spend time in the centre



THE "PLANNING A FUTURE RICHMOND" SURVEY SHOWS MOST INTEREST WAS IN THE TOWN CENTRE

SHAPE TASMAN SURVEY

The "Planning a Future Richmond" online survey hosted on the ShapeTasman pages of the Council website took place in March/April 2023. This survey acknowledged the previous surveys and work undertaken for the Future Development Strategy and South Richmond and asked residents (and those with interests in Richmond) to share their ideas to help plan for Richmond's future.

Respondents largely felt like the town centre area was appropriate for apartments and town houses.

The focus wasn't just on housing and respondents also said they would like to see more offerings and activities at different times for day. They also acknowledged the opportunity to do things differently in various areas of the town centre, such as prioritise some streets for people or enhance access to green space in the city. In summary, the public feedback from the survey was in line with the workshop groups, showing the formation of a collective vision for Richmond.

One component of the survey provided a map of Richmond for participants to drop pins and provide open feedback and suggestions. Richmond town centre was the part of the map most actively engaged with. To the right is a basic summary of the pin point survey, where certain points were raised by multiple people. These are divided into elements of the town centre to "keep", "re-imagine" and "want", all of which feed into the key spatial interventions and require varying levels of intervention or change.

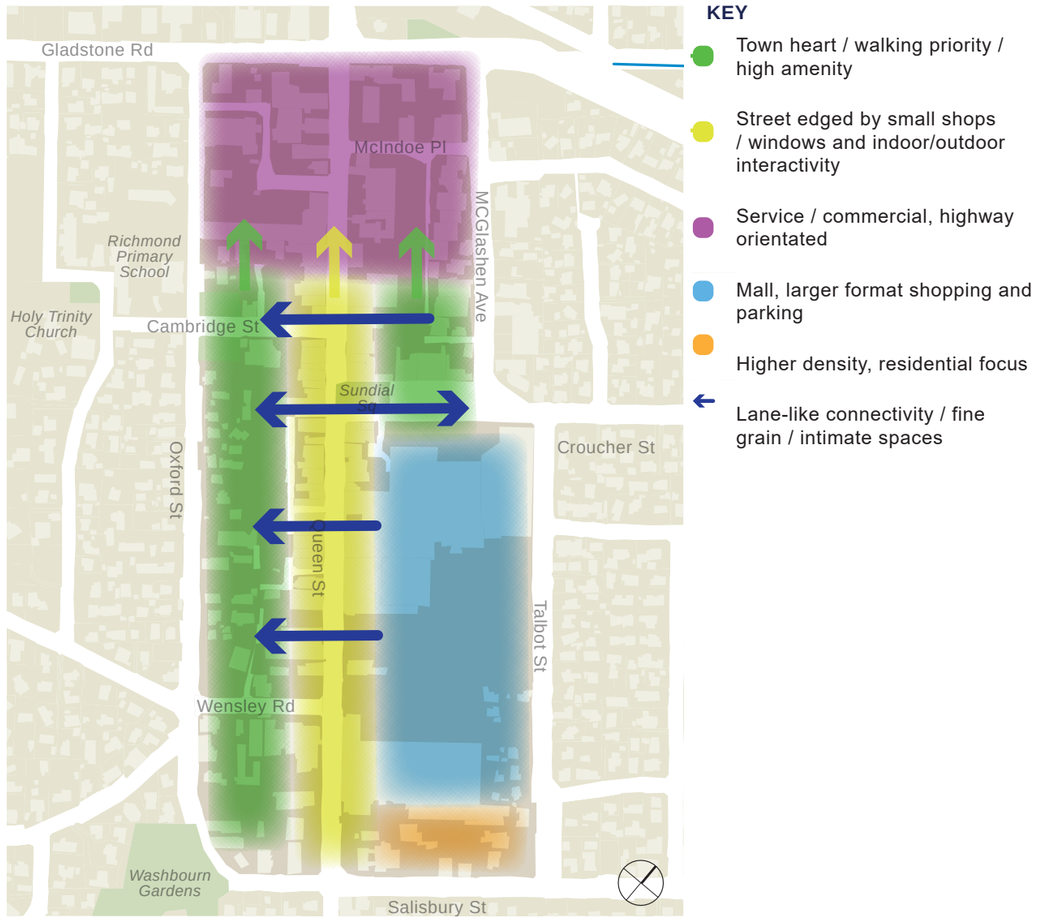
PUBLIC FEEDBACK SUMMARY FROM THE PINPOINT SURVEY FOR RICHMOND TOWN CENTRE

KEY SPATIAL INTERVENTIONS

Richmond Spatial Intensification Plan

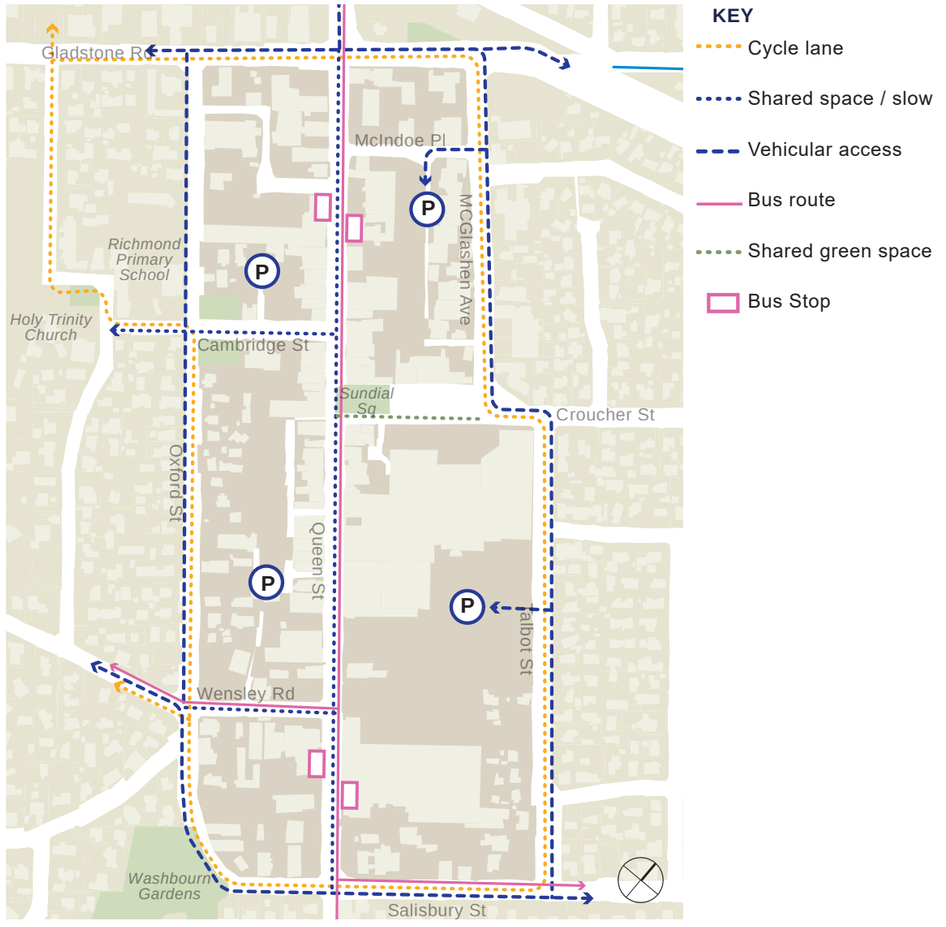
SPATIAL STRATEGY

The overarching strategy for Richmond centre is that it evolves as a people centric place at its core. It is active at the street level and supports a mix of uses with retail, hospitality, services and community spaces with residential above. The 'compression' of this core to a defined extent will allow amenity, supporting concentrated investment and generating vibrancy. Residential living will become attractive in this core if the amenity is there. By a diversification of the main street to the west there is an opportunity to encourage small lane connections and reallocate some existing parking spaces to ground level commercial with residential above. The mall and larger format stores also are important to the economic health of the centre. Although residential living maybe initially less likely here, people can park in the large existing parking areas, partake in retail shopping, and then move through into higher amenity spaces to participate in public life here. There is a recognised relationship to the highway which will support light commercial activities that benefit from passing traffic or can be serviced by larger vehicles. The diagram below expresses this strategy as a centre with three precincts that have a deliberate purpose.



MOVEMENT STRATEGY

The movements people make into, around and through the centre, and the mode by which they undertake these is highly influential to the experiences and characteristics of the centre spaces. Clearly, having people able to access the centre is imperative, but it is also important these movements do not detract from the qualities and comfort needed to support public life. We want people to enjoy their time in the centre for as long as possible. This means it is an attractive place to live, which will support the centre economy as well as the health of the community through social connectivity. A simple diagram below expresses the movement strategy. It focuses vehicle movements around the centre and reduces vehicular priority through the core. Encouraging safe cycling by allocating street space to protected routes generates equitable transport access. Bus passenger experience is also made more attractive through improved bus stop amenity and service frequency. Over time, with changed land-use and improved transport choice, it is anticipated the number of parking lots will be reduced.



KEY SPATIAL INTERVENTIONS

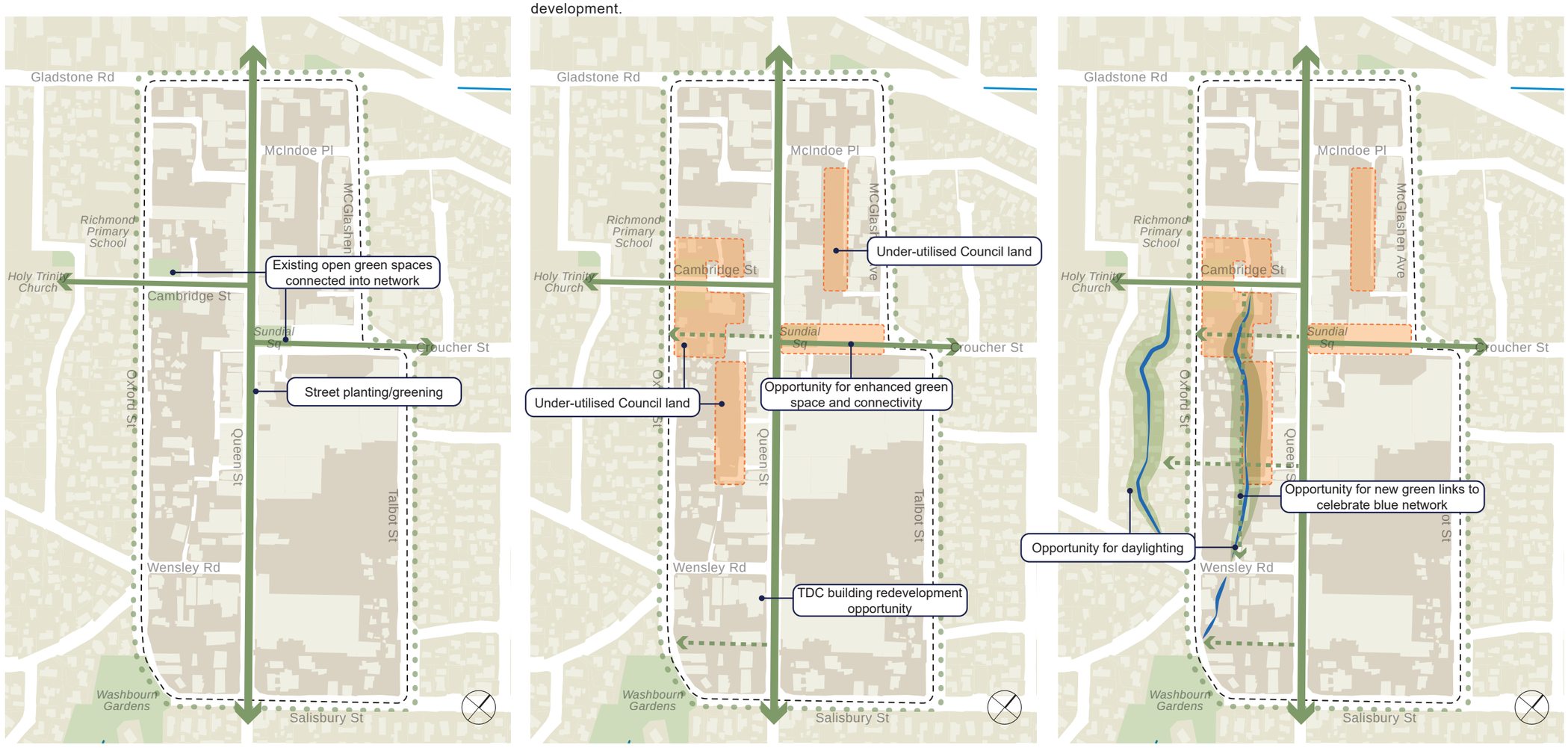
Richmond Spatial Intensification Plan

KEY MOVES

1. Grow Green Connections
Establish strong green network in the centre by linking green spaces with high amenity streets that prioritise people. This increases walkability by creating a cohesive network of connected public green spaces. Upgrading and greening existing streets and spaces provides an opportunity to then integrate a wider, finer grain, green street network as town centre develops.

2. Identify Strategic Sites
Identify key Council land-holdings with poor or under-utilised land-use to provide catalyst development opportunities. Strategic sites can be used to enhance on existing public spaces (such as Sundial Square) or provide mixed-use developments that serve as an exemplar to the private sector and contribute to a growing green, walkable network. TDC building is a key strategic site which could be rebuilt or relocated as a catalyst development.

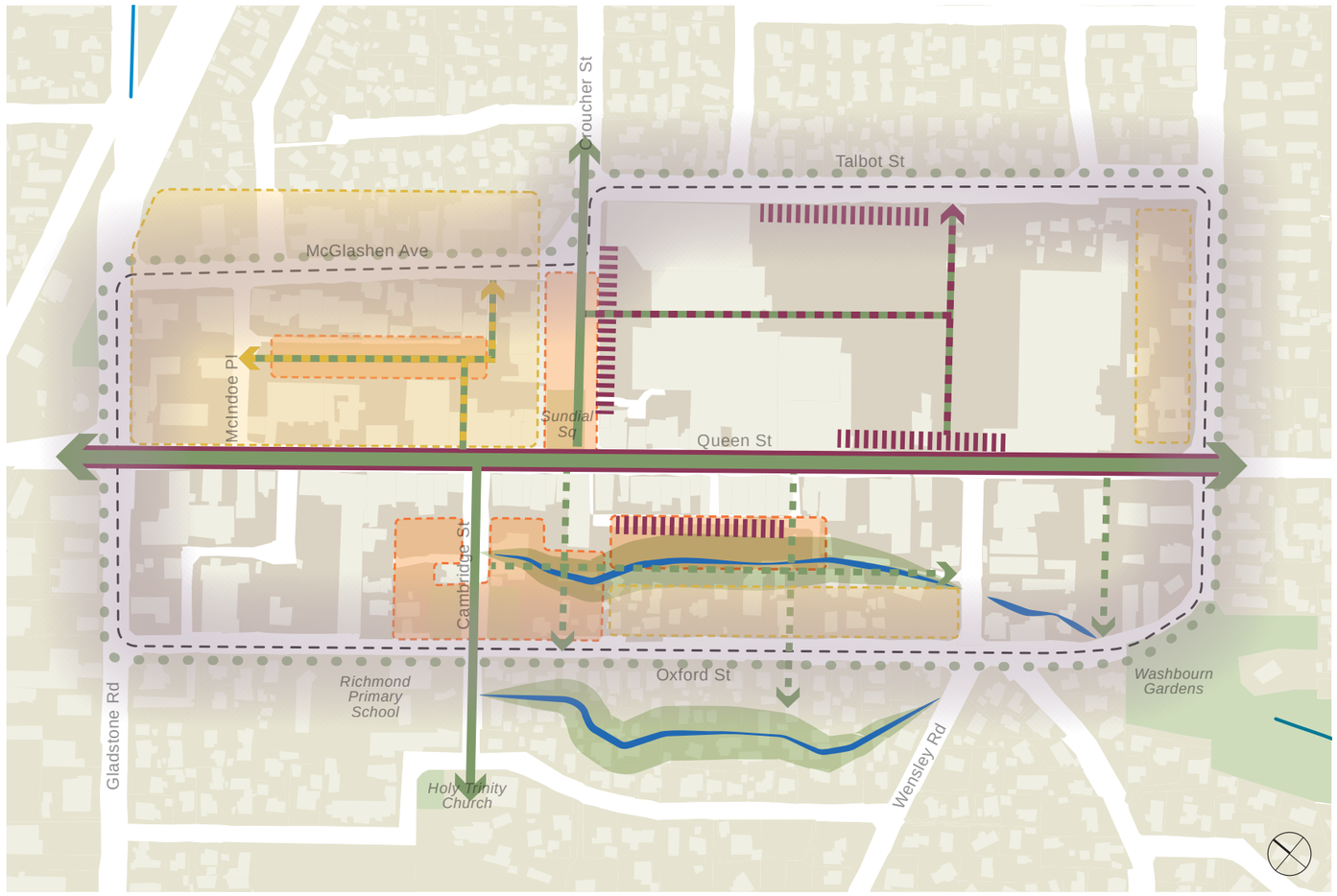
3. Celebrate and Sustain Blue Network
Bring blue network to the surface to integrate blue and green network into town centre. Exposing the blue network could be through major daylighting or minor story-telling projects Use historic or underground streams to increase resilience and strengthen the relationship of the town centre as the blue / green heart between hills and sea.



KEY SPATIAL INTERVENTIONS

Richmond Spatial Intensification Plan

KEY MOVES SUMMARY



Not to Scale

KEY

1. Grow Green Connections

- Target streets for street planting and greening
- Future green connections
- Green ring: Improved planting and active travel

2. Identify Strategic Sites

- Strategic Council-owned sites with development potential

3. Celebrate and Sustain Blue Network

- Historic or culverted streams and informal overland flow path areas with potential to expose / celebrate

4. Encourage and Enable Developer Response

- Activated street edge
- Developer-led green connections
- New street activation opportunities

5. Improve Land-use and Street Network in Low-Quality Areas

- Potential target areas for land-use change
- Future green connections enhanced through development

6. Integrate Town Centre into Urban Fabric

- Town edge integrated with neighbouring residential (density increases on residential streets facing the town centre)

ACTION PLAN

Richmond Spatial Intensification Plan

ACTIONING THE KEY MOVES

ACTION PLAN

An action plan provides a path to realising the identified key moves for transforming Richmond town centre to the thriving “heart” envisioned by the objectives of the Spatial Intensification Plan.

The action plan looks for opportunities where Council can provide early wins and kick-start the revitalisation of the town centre. Targeted, publicly funded interventions act as a strong catalyst to then encourage private investment. Further, the action plan identifies who is responsible for each action, specifically where TDC need to partner with external groups.

The actions are prioritised using darker colours to indicate higher priority, or easier wins, with the lighter colours indicating lower priority areas. It is considered all key moves influence the other key moves.

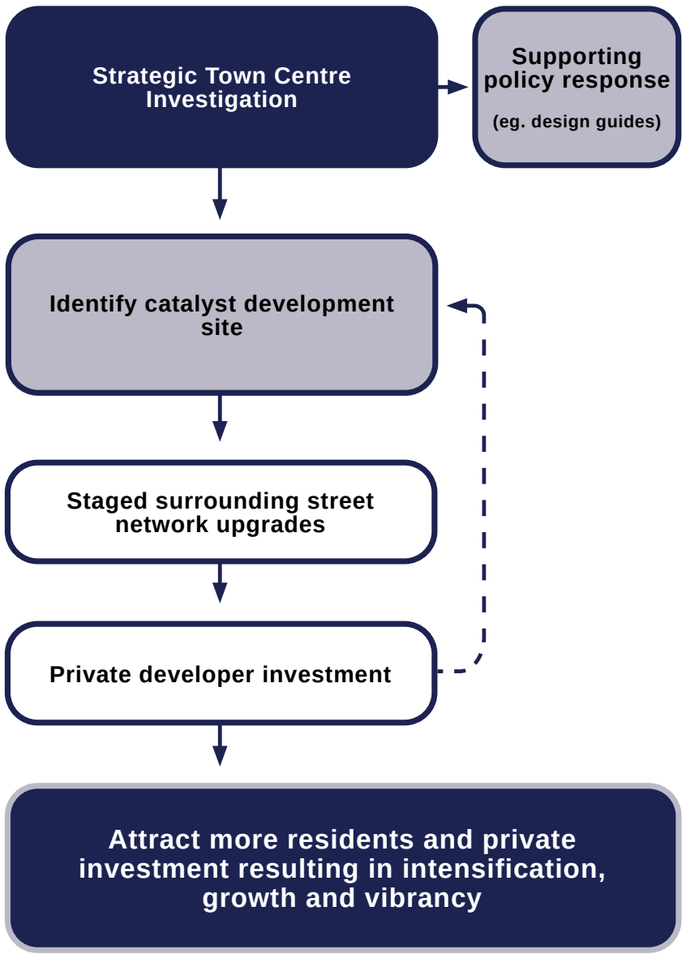
The action plan is provided on following page.

ACTION PLAN IMPLEMENTATION

The key spatial interventions, outlined as key moves, lay out a vision of possibilities. Where Council investment should begin likely involves a separate investigation to select a strategic existing area that will be feasible to develop and has the potential to create the most influence.

The flowchart to the right identifies that a strategic town centre investigation is needed to kick off Council-led interventions to begin investing in and developing the town centre in a way that will influence change.

IMPLEMENTATION DIAGRAM



ACTION PLAN

Richmond Spatial Intensification Plan

ACTIONING THE KEY MOVES

Key Move	Kick-start Action	Who	Priority	Long-term Action	Who	Priority
Grow Green Connections	• Use tactical interventions to improve greening of Queen Street as a "green spine" to the green street network e.g. planting upgrades	TDC		• Develop a cohesive street design palette (both hard and soft landscaping) for Richmond and create a staged plan of upgrades to respond to staged site development and strategic site support	TDC	
				• Ensure Council's financial planning processes incorporate funding for open space enhancements (TDC).	TDC	
Identify Strategic Sites	• Do a thorough town centre site investigation to select key, financially viable sites to be the catalyst for development and investment	TDC (in partnership with developers)		• Identify priority site and develop site as an exemplar project	TDC and private partner	
	• Investigate opportunities for the new Council offices development to contribute significantly to the growth of the town centre by integrating urban design considerations into the location and layout of the project site chosen	TDC		• Develop a staged plan for future strategic sites and partnering opportunities (TDC).	TDC	
				• Investigate opportunities to create or support a development organisation jointly with NCC and other government agencies, to facilitate investment	TDC, NCC and MHUD	
Celebrate and Sustain Blue Network	• Begin investigation into possibility of day-lighting streams in town centre	TDC		• Implement blue network plan following investigations into options to enhance the blue network to celebrate waterways, tackle stormwater issues and improve ecological values.	TDC	
	• Use tactical interventions to weave story-telling elements about the streams that run under Richmond and improve greening of public spaces associated with current and historic waterways	TDC				
Encourage and Enable Developer Response	• Include developers in the town centre site investigation to gauge interest and develop relationships	TDC and developers		• Look for partnership opportunities or land deals in developing strategic sites for public benefit.	TDC and developers	
	• Set up a system to work with developers on key projects including providing support to navigating approvals processes	TDC		• Implement a plan change to change the zoning and rules in a way that will enable higher density of residential and commercial development while ensuring appropriate design outcomes.	TDC	
Improve Land-use and Street Network in Low-Quality Areas	• Implement parking policy and gain a better control over parking usage, patterns and locations	TDC		• Reduce car-parking in Richmond while maintaining a similar level of accessibility.	TDC	
	• Use tactical improvements to enable better walking, cycling and public transport experiences.	TDC		• Accessibility audit to ensure streets are walkable for people of all ages and abilities	TDC	
	• Include car-park sites in strategic site investigation.	TDC				
Integrate Town Centre into Urban Fabric	• Investigate policy interventions such as design guides or overlays to ensure future built form has a clear vision.	TDC		• Eventual natural integration between town centre and neighbouring streets as Richmond intensifies.	TDC	

About Boffa Miskell

Boffa Miskell is a leading New Zealand professional services consultancy with offices in Auckland, Hamilton, Tauranga, Wellington, Christchurch, Dunedin and Queenstown. We work with a wide range of local and international private and public sector clients in the areas of planning, urban design, landscape architecture, landscape planning, ecology, biosecurity, cultural heritage, graphics and mapping. Over the past four decades we have built a reputation for professionalism, innovation and excellence. During this time we have been associated with a significant number of projects that have shaped New Zealand's environment.

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Richmond Spatial Plan

Technical Document

Prepared for Tasman District Council

30 January 2024

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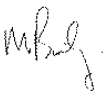
Reviewed by:	Marc Baily Urban Planner Boffa Miskell Limited	
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CONTENTS

Appendices

1.0 Executive Summary

The Richmond Spatial Plan (the Plan) sets out the strategic planning direction and vision for the wider Richmond area and the Town Centre, to plan for growth and development. The goal of the Spatial Plan project is to set a framework to enable growth within the existing urban area, while reducing sprawl into the surrounding rural area. This work was also called Richmond on the Rise! or the purposes of public engagement.

The Spatial Plan responds to multiple legislative documents, such as the Nelson Tasman Future Development Strategy which has outlined Richmond's role in providing future housing and growth. The current planning rules do not support the growth demands and risk fragmenting land to prevent future development. The need for the Spatial Plan is to meet housing demands for the predicted growth of 2,700 people in the next 10 years, and 6,300 people in 30 years. However, the Spatial Plan is not just about housing, but also the integrated planning strategies and projects that will be needed to accommodate growth, such as for parks and transport.

The approach used to create the Spatial Plan was collaborative with regular testing and engagement opportunities. It also was based in an extensive set of background documents, regulatory directions and best practice considerations.

A workshop group of development stakeholders and Council staff were consulted to establish the objectives and direction for the Plan, and then later consulted to test the options as the Plan developed. Iwi representatives were also consulted at each of these steps and contributed to the development of mana whenua objectives. Councillor workshops provided an elected member perspective on issues and opportunities. Engagement with the wider public first occurred to discuss the issues and ideas for Richmond and the Town Centre, to help shape the Plan. A second round of online and in person engagement was used to get feedback on the draft Spatial Plan to shape the details and formalise the final Plan.

The objective headings used to finalise the Spatial Plan, and ensure it meets the needs of growth are:

- Mana whenua
- Housing
- Centres and Community Heart
- Identity
- Movement
- Green and Blue Infrastructure
- Responses to Hazards and Climate Change

Each heading has two-to-four detailed objectives that the Plan aims to achieve.

This process resulted in two key spatial plans: one for the Town Centre area, and one for the broader Richmond area. A series of key moves are provided which set the direction for an Action Plan that will enable Council to realise the goals of the Plan.

The final Spatial Plan considers all the feedback received through the engagement process, drawing on enabling more housing around centres and highlighting and improving Richmond’s network of streams and green spaces. It focuses on providing more intensive housing in and directly around the Town Centre, with a supporting area for some medium density close to

smaller centres, public transport networks and primary open spaces. The Plan then identifies key infrastructure upgrades that will be needed to support this intensification such as stormwater and transport. Also of particular importance is the development of strategic responses, and subsequent project specific responses, to the provision of services and amenities that will support successful growth of Richmond e.g. a parks and reserves strategy. All of these outcomes and actions are summarised in the Actions associated with implementation of this Spatial Plan.

2.0 Purpose of the Richmond Spatial Plan

2.1 About this project

The population in the Nelson-Richmond urban area has been growing steadily and is expected to keep growing for many years. In 2022 Tasman District Council adopted the Future Development Strategy (FDS), a high-level strategic plan that indicating key growth areas in Tasman (and Nelson).

A lot of work has been done in the Tasman and Nelson districts to understand and plan for future growth, and this project, called 'Richmond on the Rise!' focusses on planning for growth within Richmond. The plan will start to be implemented next year (2024) and will cover the next thirty years.

The **purpose** of the Richmond Spatial Plan is:

To provide a spatial strategy for the future layout of Richmond and to guide growth and development.

The **goal** for the project is:

Identify opportunities to accommodate growth within the existing urban area, while reducing sprawl into the surrounding rural area.

2.2 Why do we need to do this?

Recognising the demands for growth, there are only two options to handle future growth in Richmond – expand outwards or increase density within the existing urban area. Realistically we need to do both - make better use of the urban areas we already have, and then extend urban areas where appropriate.

There is a limit to the amount of expansion of the Richmond area that is sustainable without negatively affecting both residents and the environment. Whenever we talk to people who live, work and play in the Waimea Plains area of the Tasman region, we hear one message repeatedly: "*Productive land on the plains shouldn't get swallowed up by urban sprawl and lifestyle blocks*."

We need to plan to increase the number of people that can live in some areas of Richmond and provide more variety in the housing that is available and then look at a few new developments, in the right places, at the edges of Richmond's urban areas.

As well as providing for more housing, we want to encourage greater housing choice – not just 3 and 4 bedroom homes, but also smaller flats and apartments that provide for single people and couples at different life stages. With more housing generally, the hope is that this will help to work towards improvements in housing affordability over time.

If we don't plan well now, the consequences are loss of productive land, increasing negative climate change effects, increasing cost of infrastructure and rates, and a lack of housing choices, the bottom-line is that Richmond will become a less attractive place to live in the future. The result would be that Richmond would become a less and less attractive place to live. Also we

don’t want growth and development in areas that are at risk from flooding or sea level rise, or that cannot be serviced efficiently with necessary infrastructure.

2.3 Spatial area

The spatial area that has been investigated as part of this project is shown in **Figure 1** below:

Figure 1: Spatial Plan area

Within Richmond as a whole, a particular focus was placed on the Town Centre area loosely confined to the area contained within Gladstone Road, Oxford Street, Salisbury Street and McGlashen / Talbot Streets.

2.4 Integration

In addition to addressing housing supply, the project is also an opportunity to:

- create a vibrant heart to the centre.
- enhance business and the economy.
- enhance and increase green open spaces.
- improve connectivity and movement.
- work with the changing natural environment.
- showcase Richmond's picturesque surroundings.
- upgrade community facilities and create local, and neighbourhood centres.

Essentially this Project is about looking at integration of all the components that make a good town across Richmond.

2.5 Scope

As a planning policy-led project, this Spatial Plan has a focus on actions that can be implemented through planning processes such as a future Plan Change. Some of the outputs of this Spatial Plan will not be implemented through planning processes but will be reliant on buy-in and funding from other Council groups to be actioned.

It is also important to note that this project and the Council itself are not able to control some aspects of concern to the community e.g. the state highway is administered by Waka Kotahi and any decisions regarding construction of a future bypass will remain in their hands.

This Plan is a strategic guidance document and is intended to provide direction and spatial intent rather than detail. For example, the content and extent of any future plan change or departmental strategies (e.g. parks or transport) will be developed through future projects. The feedback received as part of this Plan development will however inform any subsequent processes. Some recommended actions or projects are relatively "easy wins" or "low hanging fruit". Others may be multi-decade projects. The level of detail and specify varies significantly as a result.

3.0 Background

The key focus of the project is providing more housing and accommodating growth, and this is driven by the current and projected population growth for Richmond.

Some of the key drivers for this project are set out below and additional information is provided in Appendices 1 and 2, and via a range of documents that are set out in section 12 of this report.

3.1 Demographics

3.1.1 Population increases and projections

The total population of Tasman is currently 58,700, up 4,700 from 2018, increasing at the range of 9% of average. Richmond is increasing at one of the fastest rates in the Tasman at 14%, along with Moutere at 15%, see **Figure 2** below. Relocation has largely come from net internal migration.

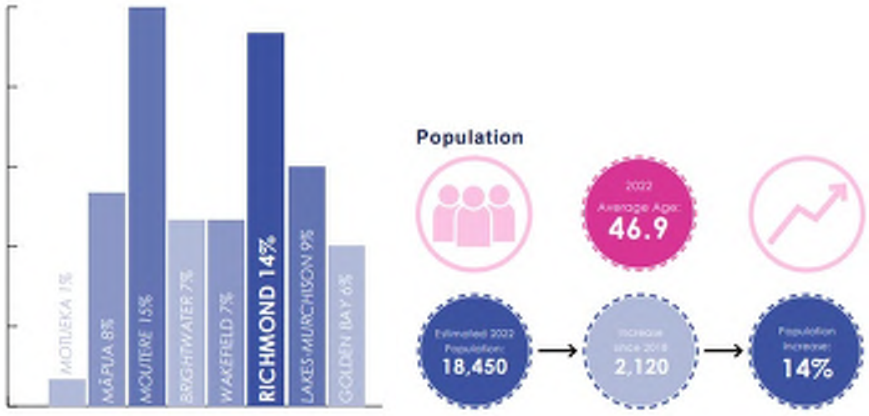

Figure 2: Population growth

Richmond's residential growth is increasing and will keep increasing over coming years.

Tasman is projected to grow by 7,700 people in a medium growth scenario. High and low growth scenarios predict 11,000 or 3,800 respectively. Most recent growth modelling for Richmond alone expects the population to grow by 2,700 over the next ten years (reaching at total of approximately 21,000) and 6,300 over the next 30 years (approximately 24,000). Based on these numbers, TDC needs to plan for 1,500 new houses between 2024 and 2034. TDC need to provide capacity for a further 4,500 new houses over the next 30 years to 2054. It is anticipated that Richmond has a sufficient supply of residential land (intensification and unlocked greenfield) to meet the demands for new housing.

3.1.2 An Ageing Population

The average age of Tasman is 46.9 years, which is higher than the national average of 38.0 years. The number of residents aged 65+ is the age group which is increasing the most. Those who are 65+ now make up 23% of Tasman's population, see **Figure 3**.

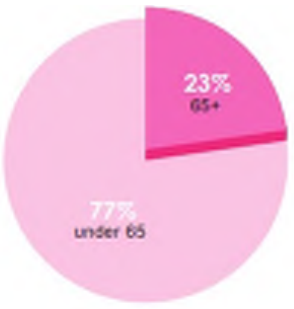

Figure 3: Population age

This proportion is expected to increase to 34% by 2048. In Richmond the percentage is slightly smaller, at 22%, but increasing at a faster rate to an expected 38%, marking Richmond as an ageing population. The number of one-person and childless-couple households are projected to increase. The ageing population along with the increase of this type of household indicates projected growth rates will eventually slow down.

3.2 Transport, Housing and Business

3.2.1 Transport in Richmond

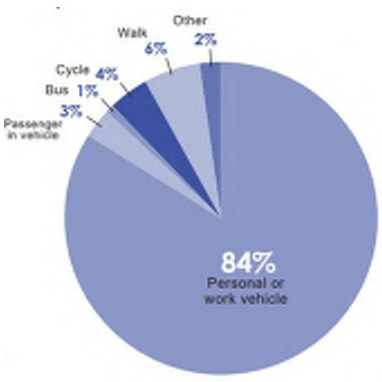

Figure 4: Modal split

Richmond is experiencing traffic delays along State Highway 6. It has been acknowledged that the road network in Richmond is under more pressure as growing numbers of people are living and working in the wider area. Recent growth to the west has heightened severance and increased "rat running". This has led to reduced place value and increased safety risk on the main streets of Richmond.

For growth to happen, public transport, walking and cycling need to become viable and attractive options to encourage mode shift. In many cases, car transport is the only option, as signified by only 1% travelling by bus, see **Figure 4**. Increased public transport options are vital both through Richmond and to connect to Nelson[1]. Walking and cycling makes up 10% which is a positive sign of potential to increase this number.

3.2.2 Housing Affordability

Housing affordability is a major issue for the Tasman District. The Government's measure of housing affordability showed that in December 2018 about 81% of first-time buyer households in Tasman could not afford a typical 'first home'. Those in the Tasman region typically are spending more than 30% of their incomes on housing needs which is a sign of unaffordability. Household

[1] Recent introduction of additional bus options has greatly increased bus patronage.

incomes are also 13% below the national average (second lowest in New Zealand) which aggravates this.

In November 2022, the Massey University Home Affordability Index showed Tasman as the least affordable region in the country (with Auckland a close second). Affordability came up with many groups interviewed as part of the Future Development Strategy - meaning it is both a real and perceived problem.

3.2.3 Housing Stock

Over the next 30 years 24,000 extra homes are needed in the Nelson and Tasman urban environment, with 4,500 of those homes in Richmond. Feedback on the Future Development Strategy indicated support for building up housing in existing areas and opening up some greenfield areas.

The role of Richmond will predominantly be to provide urban intensification, with some greenfield, such as is already happening to the west, to complement intensification. There is a forecasted switch to an ageing population and increasing single and childless-couple households. There is a need for different types of housing, and intensification is optimal for these types of households.

Intensification is expected to take up over 50% of the new homes required in the Tasman region. Intensification is seen as a benefit for being closer to facilities and services, and both supports and enhances improved public transport systems. Intensification also supports increased walking and cycling and minimises the need to encroach into land of high productive value.

3.2.4 A Change in Typology

Richmond will contribute to the new housing stock through both intensification and greenfield housing. This spatial plan focuses on intensification opportunities. Intensification will introduce some mixed-use typologies in the town centre. The spatial plan will therefore need to explore whether people are likely to commute to Nelson for work, and what role Richmond will play in providing office space and commercial growth.

Land adjacent to the town centre is underutilised with low density housing and there is no transition between residential and commercial. The town centre will be ideal for some mixed-use residential. Streets adjacent can be up-zoned to allow for walk-up apartments and terraced housing developments to maximise proximity and walkability.

The area immediately adjacent to Richmond Town Centre has the potential to be intensified and provide some low-rise mixed use development and terraced housing. Further distances from centres will be more appropriate for lower levels of intensification such as two-storey townhouses and walk-up apartments.

Greenfield and infill housing provides an opportunity for detached housing but at a denser scale than is currently typical in Richmond.

3.2.5 Housing preferences

The “Housing We’d Choose” survey asked residents of Richmond what they thought of housing supply and had a range of responses. Stand-alone dwellings were considered to be very important or some importance (at 92%), however fewer than this indicated desire for a garden (at 81%), and 89% want a section that is easy to maintain. This shows some disconnect between the benefits of apartment living vs the desire for detached housing.

5% would like to live in an apartment and 24% indicated they would like to live in an attached dwelling, showing some openness to intensification. Half of respondents found that location was the most important factor when choosing a home. Only 25% thought that housing type was the most important factor. Across Tasman only 10% live in an apartment or attached dwelling, with 29% saying they would choose one if possible. This shows there could be a shift towards comfort with apartment living. The data showed that some living in stand-alone dwellings would be willing to live within higher density types, mostly attached dwellings rather than apartments.

The top 5 most important factors for location in Tasman were:

1. Easy access to shops.
2. Near family and friends.
3. Easy walking and cycling distance to centre.
4. Easy access to town centre.
5. Easy access to place of work.

This shows that access to daily needs is most important with 4/5 points. At number two, the desire to be near friends and family shows a need for strong neighbourhood connectivity and places to gather in residential areas.

3.2.6 Commercial Needs

It was noted into the Town Centre Audit report (the Audit)[2] that Richmond has a distinct lack of restaurants, bars, hotels and leisure activities within its Town Centre. This has resulted in a limited night time economy and Richmond residents needing to travel north for this.

The audit showed a total of 2,070 free surface car parks exist in the Richmond Town Centre - which is an incentive for shopping in the Town Centre, but also to travel by car.

Retailer representation makes up 22.9% of Richmond’s commercial activity. Hospitality and services make up the largest number at 55.3%. This includes restaurants, takeaways, beauty, travel, commercial business, gyms and automotive services. Richmond’s retail and hospitality industry are dominated by national brands, which the Audit believes plays a part in Richmond’s struggle to form an identity (compared to Motueka for example), but shows Richmond has a strong economic health.

Commercial businesses (such as legal, insurance etc) are the fastest growing employment industry in Richmond. They currently make-up 9.2% of Richmond’s commercial centre.

Across the Tasman region, under a medium-growth scenario, demand will be 16 hectares of commercial land, and 19 hectares of industrial over the next 20 years[3]. There is a minor shortfall of supply for Richmond against projected demand. In general it is considered that the Nelson and

[2] Hardiman (2020). Tasman District Town Centre Audits.

[3] Tasman District Council (2021).National Policy Statement on Urban Development: Housing and Business Assessment for Tasman.

Tasman region has existing capacity for about 88 hectares of commercial land[4]. Richmond is anecdotally considered to have a shortage in commercial land, suggesting the location of the supply may not be desired. Where these 88 hectares is located is not specified, so investigation is needed for consolidated growth approach to align commercial supply with location demand in Richmond.

3.3 Legislative drivers

3.3.1 National Policy Statement on Urban Development and Future Development Strategy (FDS)

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

The FDS is a 30-year high-level strategic plan that outlines areas in our region where there is potential for future housing and business growth. The FDS looked generally at what growth is likely and where it needs to be accommodated.

Essentially, the FDS indicates that to provide for the population increase expected in and around Richmond up to 2,000 new homes are required in Richmond in the next 10 years or so.

3.3.2 National Policy Statement on Highly Productive Land

The objective set by the National Policy Statement on Highly Productive Land (NPSHPL) is that "*Highly productive land is protected for use in land-based primary production, both now and for future generations*".

There is a requirement to restrict urban rezoning and to avoid subdivision of highly productive land, as well as to protect that land from inappropriate use and development. Essentially, there is constraint in where Richmond can grow, with sprawl into the surrounding rural areas constrained by the NPSHPL.

3.4 Wider council processes

The Council operates under a range of different pieces of legislation and responds to many drivers. The FDS is driven by the Resource Management Act, which also provides for the Tasman Resource Management Plan as an implementation tool. The Richmond Spatial Plan is a tool to better understand the outputs of the FDS and to prepare for implementation of change through a plan change or new planning process as set out in **Figure 5** below.

[4] Nelson City Council and Tasman District Council (2021) National Policy Statement on Urban Development Nelson and Tasman Tier 2 Urban Environment: Housing and Business Assessment

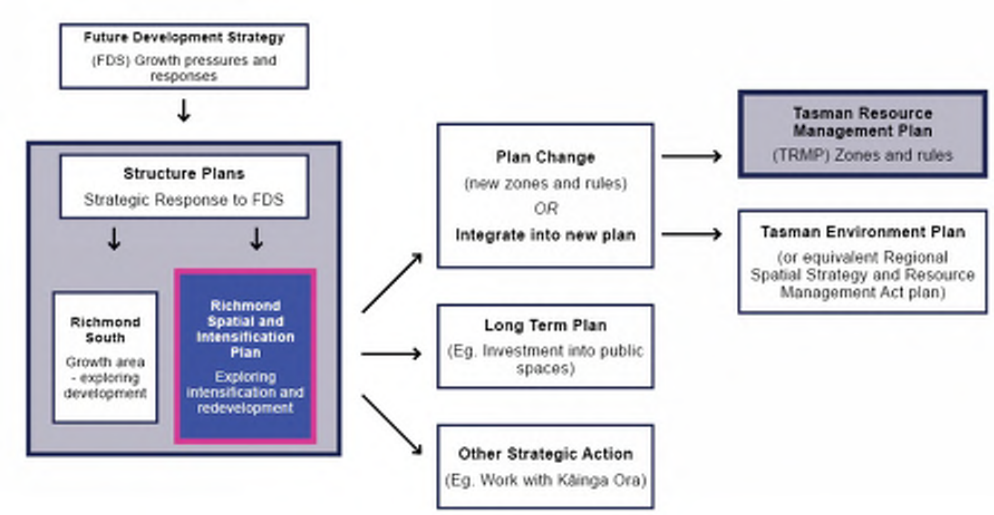

Figure 5: Growth Planning outline

In addition, the Spatial Plan will influence processes and decisions in other areas of Council such as the Long Term Plan and associated processes that influence funding for investment into infrastructure, reserves, etc.

3.5 Other growth processes

This Spatial Plan does not sit in isolation. It is the latest spatial planning project for Richmond and builds upon several previous projects.

Figure 6: Timeline of previous urban planning projects for Richmond.

Within Richmond, two key prior planning processes are relevant:

- The Richmond Intensive Development Area (RIDA) 2017 via plan change 66 which provided for greater development potential within some parts of Richmond.
- Richmond Town Centre Plan 2014 which led to redevelopment of Queen Street and Sundial Square.

Inevitably there will be future growth planning processes to respond to change over future years.

4.0 Methodology and Approach

4.1.1 Timeline

The timeline for the project is set out below:

Preparation and Research (December 2022-January 2023)

First round of engagement (February-April 2023)

Working out options (May-June 2023)

Initial testing of options (July-August 2023)

Developing and testing draft Plan (September 2023)

Confirming final Plan (October 2023-February 2024)

Implementation (March 2024 onwards)

4.2 Approach

As set out in the timeline above, the project has been split into phases with regular engagement and testing opportunities. These are set out in more detail below:

Preparation and Research

This first phase focussed on gathering information and undertaking background research (see key documents in section 13 of this report). This provided sufficient information to understand the area and was ground truthed through site visits undertaken in early 2023.

A set of maps and summary documents were developed to summarise the background the project, the drivers for the project, opportunities and constraints, etc. This material was developed to inform the first round of engagement and was a key input to the initial stakeholder workshops, that contributed to the collaborative set up of this project.

Draft objectives were developed based on best practice and to inform early engagement.

First round of engagement

The first round of engagement focussed on scene setting and agreeing on the issues and objectives for the project. This was also an opportunity to discuss the issues facing Richmond and gather ideas from a wide spectrum of people on opportunities for growth and change.

At this point a “Planning a Future Richmond” online survey was undertaken to allow the public to share their ideas to help plan for Richmond’s future.

See section 8 of this report for more detail on engagement feedback.

Working out options

Having received feedback on issues and options, a range of scenarios (options) for change were developed and economic analysis undertaken to inform potential spatial planning outcomes. For the Town Centre area, a single analysis report was prepared as all feedback and research indicated a relatively clear set of actions rather than a range of scenarios.

Initial testing of options

The scenarios (options) were discussed through presentation material and workshop forums. The Town Centre report was also used to gather feedback. This allowed robust debate and an understanding of different reactions to growth and how the objectives will be met (or not).

Developing and testing draft Plan

Following testing of scenarios, a preferred option was developed by using the preferred parts of the options and combining this with best practice approaches to growth. This was formed into a draft Spatial Plan and the Richmond on the Rise! engagement process was undertaken.

This engagement involved public information and feedback via Shape Tasman and public feedback through open day events. See section 8 of this report for more detail on engagement feedback.

Confirming final Plan

Having reviewed the feedback received on the draft Spatial Plan, the final plan and supporting documentation was prepared.

5.0 Objectives

One of the first steps in developing this Spatial Plan was to create a set of objectives. These objectives have been used to guide the plan development process and allow us to test options to see how they well they achieve the objectives.

The objectives were developed collaboratively and tested with the stakeholder group, staff working group, Iwi group, and Councillors.

The objectives developed are:

Table 1: Spatial Plan Objectives

MANA WHENUA	• To integrate and provide opportunities for growth that meet mana whenua needs. • Implement the principles of Te Mana o Te Wai in the management of stormwater. • Protect and recognise the cultural heritage of the area. • Integrate Māori design and tikanga into the built environment.
HOUSING	• Provide for wide-ranging choice of housing types, including standalone dwellings in limited areas, through to apartments up to six storeys close to the main urban centre. • Enable high-quality and high-amenity housing options that suit households of all make-ups, ages and abilities. • Utilise prime areas of existing urban footprint, intensifying in places that provide open space, centres proximity and connection to existing and potential public transport corridors. • Ensure any new greenfield and brownfield developments provide diversity of housing types and are planned to enable future intensification through lot design and building positioning,
CENTRES AND COMMUNITY HEART	• Establish a clear hierarchy of centres from a sub-regional centre to local neighbourhood centres, distributed as 15-minute catchments. • Enliven the vibrant “heart” of Richmond to encourage amenity values attractive to residential activities and people-centred environments, including supporting night time activity. • Create positive community and cultural destination anchors for residents and visitors. • Recognise need for growing employment, service and industrial uses and plan these positively into the developing environment.

IDENTITY	• Characterise neighbourhoods by streetscape, landscape, building design and orientation in order to give direction to a distinctive urban form that responds positively to these characteristics. • Explore the formalisation of identifiable, distinct neighbourhoods through naming and visual differentiation. • Develop Richmond as a sub-regional urban centre that reflects its natural context of hills to inlet and supports recreational activity which is key to Richmond identity.
MOVEMENT	• Provide for a choice of transport modes in street types and space allocation as well as in the future urban form to enable public transport options. • Influence mode shift through connected and attractive streets that support pedestrian and cycle movements through Richmond. • Reduce vehicular carbon emissions and congestion by providing viable movement choices. • Continue to support freight and service movement while providing for increased safety of all users.
GREEN AND BLUE INFRASTRUCTURE **(PARKS AND STREAMS)**	• Provide a range and hierarchy of adaptable, diverse and high-quality green open spaces that are purposeful to the needs of the community and reflects natural landscape patterns. • Mitigate stormwater and flood risks through design and integration with open spaces. • Design with ecological responsiveness in mind, to allow native plants and species to thrive.
RESPONSES TO HAZARDS AND CLIMATE CHANGE	• Ensure development areas and patterns account for risk from flooding, coastal inundation and sea level rise, slips, liquefaction, and earthquake faults. • Ensure that growth and intensification prioritise mitigation of and provides for adaptation to climate change.

6.0 Constraints and Opportunities

An initial task undertaken was to consolidate the learnings from the background research, site visits, anecdotal evidence, and best practice to define the constraints and opportunities for both Richmond as a whole and for the Town Centre area.

6.1.1 Town Centre

For the Town Centre area, key constraints and opportunities identified included:

Constraints	Opportunities
Traffic issues including; congestion, limitations on movement, car dominance, significant areas of car parking, and poor interface between parking and buildings.	Sundial Square is a great location in the heart of the Town Centre which is currently underutilised and can be developed further for community events and greater activity.
Lack of a gateway or sense of arrival to the Town Centre.	Some pockets of green space on the edges of the centre e.g. Washbourn Gardens, with the potential to connect these spaces through to the Town Centre and create green linkages.
Limited greening and a dominance of hardscapes and buildings, particularly in the north-eastern part of the centre.	Historic stream extensions can be integrated and the opportunity to daylight these could celebrate these areas.
	Queen Street works well as a slow speed area which is attractive to pedestrians.
	The Council owns significant areas of land, some of which are strategically located, allowing options for development.
	There is a direct sightline from the Town Centre to the Holy Trinity Church which is an important historical building, and this connection could be strengthened.

These constraints and opportunities have been explored in more detail in **Appendix 4**.

6.1.2 Wider Richmond

For the wider Richmond area, key constraints and opportunities identified included:

Constraints	Opportunities
Sewage and stormwater capacity limitations	Council-owned land (incl. car parks) that can be redeveloped
Existing built form	Public support for intensification
Land fragmentation (few large landholdings) reducing the ability to amalgamation land for comprehensive development	Developer opportunities to undertake different projects

Existing residents' expectations	Reconfiguration of stormwater servicing (daylighting?)
Financial viability of redevelopment (especially multi-storey)	Car parking requirements are no longer required, and this can free up space for higher value uses
Traffic congestion and severance of the western part of Richmond	Existing greenspace areas around Richmond which can be further developed

These constraints and opportunities have been explored in more detail in **Appendix 5**.

6.2 Growth transect

There is a spectrum of development form and intensity that extends from rural areas to large urban cities, and towns grow and change over time.

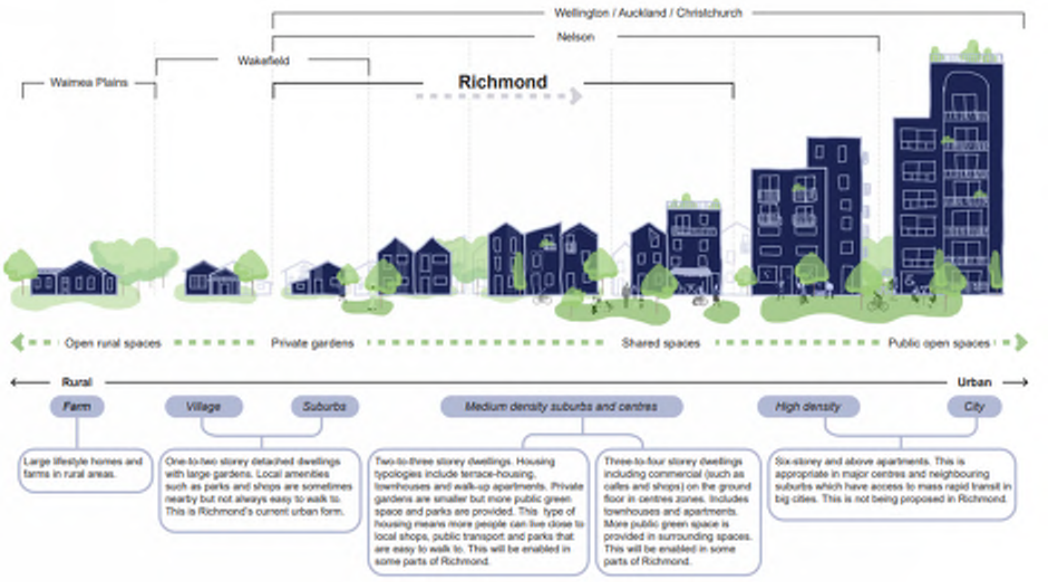

Figure 7: Growth transect

The diagram above shows this change from large open rural areas with scattered houses on the left (this looks like areas such as the Waimea plains), through to development in clusters in villages (like Wakefield) and then through to suburbs (such as in Richmond). As towns like Richmond then grow further the development form generally moves to taller buildings and over time Richmond may have some of the buildings shown in the middle of the spectrum. Apartments and mixed businesses with residential above are well located in areas such as around the Richmond Town Centre. This type of change also often involves a move to more shared public and private spaces rather than large individual sections.

The right side of the spectrum shows areas more like the centre of Nelson and then into the larger cities such as Wellington and Christchurch with high rise buildings.

It is important to remember that grow doesn't happen fast but planning ahead can assist in the transition through this growth progression.

7.0 Property, Development and Economics

To assist in understanding pressures on development and property market reality, Stellar Projects was commissioned to provide insights on current urban development issues common to the NZ property market. A copy of this memo is attached as **Appendix 6**.

This assessment provides a range of suggested financial, regulatory and asset management interventions.

7.1 Block models

As part of better understanding potential outcomes, a brief study of potential development outcomes or 'block models' was undertaken.

Purpose

The purpose of this exercise is to show what development is possible with assembled sites across two different scenarios, exploring different build types and to test economic feasibility.

The block models provide an example of what intensified development could look like to provide reassurance and inspiration to people on what can be achieved. The models will enable analysis of aspects such as yield and building bulk, as well as parking and open spaces.

The models are built to be compliant with the national medium density residential standards (MDRS) listed below, with the maximum height increased to 16m to enable four-storey development.

These sites have been selected solely for demonstration and are not indicative of any planned development. The models do not explore issues of building design and appearance. Precedent imagery is provided to show similar developments with good urban design outcomes.

Sites selected

This exercise has selected real sites in Richmond, which could be enabled for development in the future. Both models use two amalgamated sites to show the benefits of developing over larger sites, rather than the limited development opportunities available on one. Single site developments have not been modelled as examples of this already exist.

MDRS Standards

The following bulk and location standards were applied:

Table 2: MDRS Standards

Building Height	Maximum	16m + 1m pitched roof
Height in relation to Boundary	Maximum	4m + 60 degree recession plane
Setbacks	Minimum	Front yard: 1.5m Side yard: 1m Rear yard: 1m (excluded on corner sites)
Building Coverage	Maximum	Ground floor: 20m^2, 3m dimension Above ground floor: 8m^2, 1.8m dimension

Outdoor Living Spaces (one per unit)	Minimum	Ground floor: 20m^2, 3m dimension Above ground floor: 8m^2, 1.8m dimension
Outlook Space (per unit)	Minimum	Principal living room: 4m depth, 4m width All other habitable rooms: 1m depth, 1m width
Landscaped Area	Minimum	20% of the developed site with grass or plants

7.1.1 Example 1: Mixed-Use Development

This development explores land-use opportunities opposite the Town Centre to maximise location and connectivity. This proposal amalgamates two sites, providing mixed-use commercial and residential. The ground floor comprises retail and hospitality, the second floor could also serve as private offices. The upper storeys provide residential, with large apartments or studios. The rear of the site is used for terraced housing.

These could be configured as large multi-storey units or walk-up apartments depending on the market. While this proposal allows for more than one carpark per unit, some of the site currently used for car-parking could be used to extend the terraced housing deeper into the site to supply more housing.

Example 1 Features:

- Site size 1839m^2
- Ground floor commercial (306m^2)
- Min 16 residential units
- Choice of unit composition (studios, apartments, terraced housing)
- 20 car parks (one per unit plus visitor parking)
- Complies with national MDRS standards

Figure 8: Mixed use development bock model

Benefits

- High yield
- Varied building bulk
- Unit size variety (65m^2 to 97.5m^2)
- Unit-type flexibility (apartments or large family terraced homes)
- Addresses the street
- Communal and private green space
- Accessible units
- Off-street parking hidden from street view
- Sympathetic to neighbouring buildings

7.1.2 Example 2: Apartments with Pedestrian Link

This site explores what is possible to build with an amalgamated site that straddles an existing pedestrian connection. The pedestrian connection is integrated into the on-site communal open space, enhancing both the on-site amenity and the connectivity for the public realm. Small private outdoor spaces and balconies are complemented by large communal outdoor spaces and facilities.

If on a slope, northern-facing balconies can be used to maximise aspect and outlook to the inlet. Large sites such as these can use onsite amenity for outlook, reducing the overlooking and privacy impact on neighbouring properties. Robust landscape and planting strategies as well as built-form screening provide a buffer between new builds and neighbouring properties. Dual aspect apartments allow for larger apartment sizes, ranging from two to three bedrooms.

Example 2 Features:

- Site size 4163m^2
- 44 residential units
- 23 car parks (fewer than one per unit – space for car-share)
- Complies with national MDRS standards

Figure 9: Apartment development block model

Benefits

- High yield
- Unit size variety (88m^2 to 128m^2)
- Unit-type flexibility (apartments or large family apartments)
- Dual aspect

- Maximising solar orientation and utilising on-site amenity for outlook
- Addresses the street
- Communal green space enhances pedestrian connectivity
- Accessible units
- Off-street parking hidden from street view
- Sympathetic to neighbouring buildings

8.0 Engagement process and feedback

The following is a brief summary of the key engagement steps and feedback received. Additional information is provided in **Appendix 3**.

Overall the engagement feedback process included:

1. Core Group Workshop 1 – Issues and Opportunities: February 2023
2. Internal Staff Workshop 1 – Issues and Opportunities: February 2023
3. Public Survey – Responses to Growth: March/April 2023
4. Councillor Workshop 1 – Issues and Opportunities: March 2023
5. Ngā Iwi Workshop 1 – Issues and Opportunities: April 2023
6. Core Group Workshop 2 – Scenario Testing: July 2023
7. Internal Staff Workshop 2 – Scenario Testing: July 2023
8. Councillor discussion – Draft Spatial Intensification Plan: August 2023
9. Ngā Iwi feedback document: August 2023
10. Public Engagement – Draft Spatial Plan: September/October 2023

8.1 Phase one workshops

In February and March 2023, the project kicked-off with three workshops to provide input into the formulation of the plan and its process. The phase one workshops focussed on three groups:

- Stakeholders' group: a group of local stakeholders and partners, including developers and landholders who are willing to invest in the outcomes of the plan, key public agencies and a range of persons representing specific interests.
- TDC staff: including officers across multiple teams providing relevant expertise.
- TDC Councillors: through a workshop with the Strategy and Policy Committee.

The goal of the day was to further shape the vision for Richmond and add to this document using local knowledge, including Richmond's social, physical and economic environment. The workshop attendees explored issues relating to the wider Richmond area and also had the opportunity to look closely at the town centre.

The outcome from the workshops was very positive. It was felt that a wealth of local knowledge and input was captured by engaging with the groups. All groups had a big vision for Richmond and its role, not just for growth but within the wider network of Nelson and the Tasman region. Similar themes emerged from both groups, looking to focus on green connections, transport and movement, targeted intensification with high amenity, and increasing the culture and vibrancy of the Town Centre. All agreed on the role of the Town Centre as key to providing intensification, growth and vibrancy.

Some Town Centre specific ideas shared included:

- Increase arts and culture with opportunity for gatherings, make it more of a destination for people to come and spend time and make Sundial Square a central focus for activity.

- Attract visitors, support accommodation and hospitality. Encourage more restaurants and night life variety.
- Change the linear format of the centre and grow width particularly in the direction of Oxford St.
- Improve connectivity to the centre it from the west (lower carpark) and south (other side of centre) and improve quality of connections to and through the centre e.g. avoid dark alleyways.
- Consider establishment of a key venue such as a convention centre, and rethink use of existing under-utilised spaces (like the Town Hall).
- Re-think car park usage. Currently lots of car parks areas are owned by Council so there is an ability to change land use.
- Provide public facilitation of spaces and events (e.g. outdoor movies or innovative recreation spaces like playgrounds) that will stimulate a range of people to spend time in the centre.
- Retain/enhance identity of the role of the wider area as a “food basket”, celebrate the hills and inlet.

These sessions provided a good basis of feedback on the issues and options to explore through the project.

8.2 Public survey

The “Planning a Future Richmond” online survey hosted on the ShapeTasman pages of the Council website took place in March/April 2023. This survey acknowledged the previous surveys and work undertaken for the Future Development Strategy and South Richmond and asked residents (and those with interests in Richmond) to share their ideas to help plan for Richmond’s future.

The survey received a total of 285 responses to the questions and 154 contributions were added to the spatial planning map section. The mapping section provided a wide spread of comments as shown below:

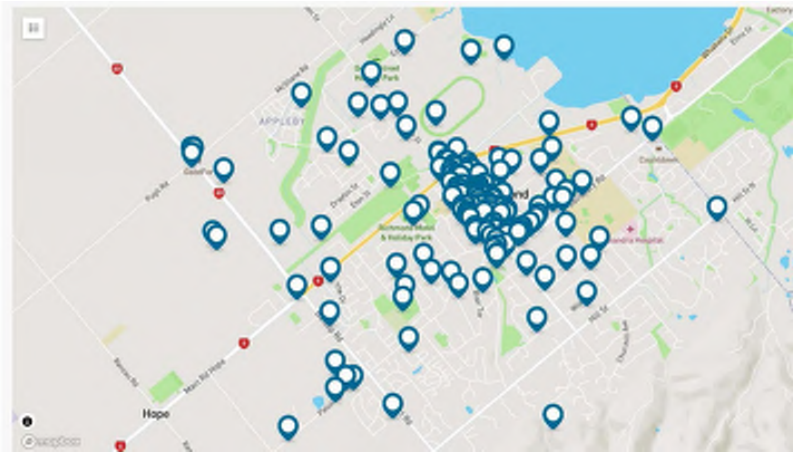

Figure 10:Survey contributions

Respondents largely felt like the Town Centre area was appropriate for apartments and town houses. The focus wasn't just on housing and respondents also said they would like to see more offerings and activities at different times for day. They also acknowledged the opportunity to do things differently in various areas of the Town Centre, such as prioritise some streets for people or enhance access to green space in the city. In summary, the public feedback from the survey was in line with the workshop groups, showing the formation of a collective vision for Richmond.

8.3 Ngā Iwi liaison

Ngā Iwi engagement has included a workshop with pou taiao and provision of background material, draft objectives, scenarios, and the draft plan. Key feedback has included the need to implement ki uta ki tai principles and to provide for te mana o te wai through the stream corridors that run through Richmond. There is a desire to explore opportunities for marae, papakāinga and kura kaupapa developments. Integration is a key principle, as is having an environmental focus and using ngā iwi design.

8.4 Phase two workshops

Having reflected on the base material and feedback received, a set of scenarios for growth and change were developed. These went through an initial round of testing with workshops with the stakeholder group and the group of TDC staff.

The scenarios for the wider growth area that were pre-circulated featured three high-level spatial plans for Richmond that tested different themes. These themes were:

- Scenario 1: Hills to Inlet – focusing growth along green corridors.
- Scenario 2: Transport Corridor – focussing linear growth along transport corridors.
- Scenario 3: Centres' Focus – focussing growth around dispersed centres.

Deliberately, no scenario tabled was pitched as the perfect approach, but each were used to display the different attributes to enable participants to identify planning approaches they felt beneficial to the growth of Richmond. Each workshop group was tasked with testing the scenarios against the objectives using a traffic light ranking system.

Key feedback on the Town Centre Study included the necessity to ensure that the needs of residents living in a Town Centre context are met, and the need to make good decisions on the use of strategic sites and Council land holdings.

In terms of the scenarios for the wider area, the stakeholder group ranked Scenario 3 – Centres' Focus highest with most positive attributes and Scenario 1 – Hills to Inlet ranked as the scenario with the second-most positive attributes. For the staff group, Scenario 1 – Hills to Inlet ranked as the scenario with the most positive attributes.

Further feedback on all of the scenarios focussed on the need to also provide commercial / industrial land for business growth, and consideration of the realistic types of medium density development likely. The staff group also discussed the need for the Spatial Plan to work towards both short term (10 years) outcomes, and long-term outcomes.

Further details on the scenario commentary are included in **Appendix 3**.

The staff group were also used to start a spatial exploration of how the best parts of the scenarios could be brought together into a hybrid plan (to inform the basis of the draft Spatial Plan). This

involved looking at each of the objective areas to assess how these would be addressed in an integrated manner.

8.5 Public engagement

Following the phase two workshops, the project team took the responses and developed the draft Spatial Plan. This focussed on integration of responses to the objectives and resolution of conflicts across wider Richmond. The draft Spatial Plan formed the basis of the main public engagement exercise for the project which was held during September and October 2023.

This Richmond on the Rise! public engagement process utilised a range of methods to inform and engage with the public, including:

- Developing an information webpage and placing all the material prepared to date on the Shape Tasman website for public feedback. This included the opportunity to provide feedback via surveys (short and long versions) on both the wider area and the Town Centre.
- Media articles and social media posts to ensure awareness of the project and encourage people to give feedback.
- Team members visited Waimea College and ran a session with geography students to understand their views on needs for growth and what is missing in Richmond. Engagement with Te Kura Kaupapa Māori o Tuia te Matangi was undertaken at the earlier time of March 2023.
- The team ran two pop-up activations at Countdown and in the mall, giving out basic information and directing people to the webinars, open days and website.
- Online webinars were run to provide information and allow questions and answers.
- Two open days were held based in a vacant shop on Queen Street in the Town Centre. These public events allowed material to be handed out and discussed as well as providing a means to document feedback directly on maps.
- Interactive posters were placed in the library and the Council foyer allowing people to consider the material and post their thoughts directly as well as encouraging them to visit the website for more information and feedback.
- There was the ability to provide feedback both online and through written forms, which is important considering Richmond's higher elderly population.

This wide-ranging engagement approach has helped ensure the project had a wide reach and enabled as many people to feedback as possible.

The feedback received from the engagement was strongly and definitively positive overall. However some concerns were raised, including a reduction in car parking, additional residents adding to traffic congestion, impact on rates, Richmond being the right place for increasing residential capacity, increase of crime, and potential for flooding and ecological damage. It is the intent of the integrated nature of the Spatial Plan to address these potential issues that can be perceived to arise with increased populations, and these concerns will be carried forward into the considerations of future actions.

The results of the engagement indicate a high level of support for the draft Spatial Plan as proposed. There was particularly strong support for the approach to increasing residential

density focussed within and adjacent to the Town Centre. The feedback received also supports the areas indicated for medium density housing development.

Building scale of 3-4 storeys in height had the highest level of support with a general concern over the change in building height causing a change in character and effects on surrounding properties. The design and appearance of new buildings is of concern to many, and also there is an emphasis on balancing residential intensification with positive additions such as improved public open spaces.

Improvement of public open spaces/reserves, connectivity (walking and cycling), the environment and waterways featured strongly in the support for enhancement.

In terms of the Town Centre area, there was general support for focussing on Sundial Square as the public open space heart of the town. This was coupled with support for improved / expanded public spaces, greening and planting throughout the Town Centre. Mixed use development also drew support in the Town Centre to increase both residential and business opportunities, as well as a desire for increasing enhancement such as hospitality and nightlife.

In relation to risks, there was support shown for responding to sea level rise in a considered way including not enabling substantial new development in low lying areas that would increase future risk. Stormwater responses were also positive in ensuring that flooding risk is avoided and that streams are a focus for stormwater management.

A significant number of suggestions were provided that will provide input to the implementation actions following this Spatial Plan e.g. provision of details for developing a future plan change to rezone land.

Figure 11: Phase One Workshop

9.0 Town Centre

As part of developing this Spatial Plan it is clear that there is a high level of public support for enhancing the Town Centre as the commercial heart of Richmond and supporting this further through more intensive development and integration of residential housing opportunities. It was widely recognised that as the heart of Richmond, the Town Centre plays a pivotal role in the success of wider intensification measures for Richmond.

The feedback on the Town Centre was fairly consistent and did not have ranging options that would lend themselves to exploring a variety of scenarios (as was done for the wider Richmond area, see below). It was also apparent the role of the Town Centre was the same under each wider Richmond scenario. For this reason, the draft Town Centre plan was developed and discussed in more detail in the phase two workshops.

One of the objectives for this project is “Centres and Community Heart”, and this identifies the importance of the Town Centre in achieving good growth outcomes. The Town Centre will play a key role in providing more and different types of housing, which is a driver behind the need for the Plan. However, a higher urban population in Richmond needs a thriving Town Centre for it to function successfully. This means the Town Centre needs not only to provide new homes, but to bring amenity, green spaces, commercial interests, and a variety of activities that are not currently offered.

9.1 Existing Town Centre characteristics

Some initial work was undertaken to understand the characteristics that are present as set out below:

9.1.1 Edge treatment

The existing edge treatment between the Town Centre and the neighbouring streets is varied. Some parts of the Town Centre are better integrated at the edge, although this is largely due to the detached dwelling typologies located within the Town Centre. Other streets such as Talbot St alongside the mall have a harsh edge with no consideration of the transition between residential and commercial, or an undefined edge due to land-use dedicated to car-parking. An understanding of edges assists to identify opportunities for change and improvement in amenity.

Figure 12: Town Centre edge treatment

9.1.2 Built form development

The images below share the history of Richmond and how it evolved as a Town Centre. It is evident that the (once) small service town attracted residents over time, establishing an organically growing, grid urban form around its centre. We know this has now expanded upwards onto the hill slopes and downward onto the valley floor, with limited space now available to further grow in a pattern of similar urban form.

Infill subdivision and greenfield development are now the prominent forms of urban growth. Infill subdivision is now limiting potential for meaningful intensification and greenfield development is pushing into productive land.

These patterns of development inform how the town has grown, where opportunities lie for future change and why now is the critical time to implement a Spatial Plan.

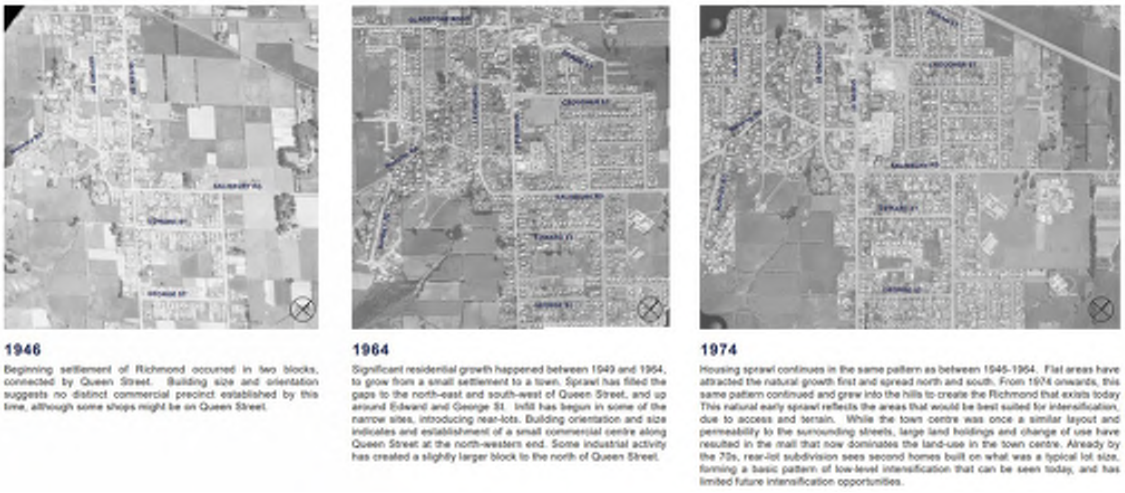

Figure 13: Historic growth of Richmond

9.1.3 Urban form analysis

The maps below provide a high-level overview of Richmond's urban form. By stripping back Richmond to just it's built form and land patterns, it tells a clear story about the patterns that make up Richmond's blocks, and where unconsolidated built form is resulting in poor street design, movement and accessibility.

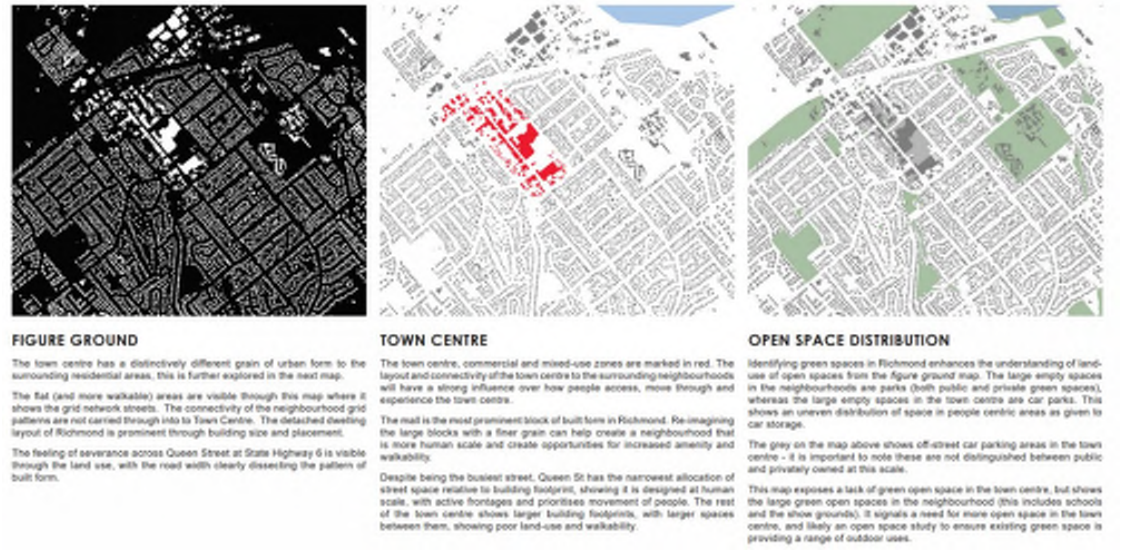

Figure 14: Urban Form analysis

9.2 Town Centre timeline

To date, there have been a range of documents, plans, plan changes and upgrades that have contributed to the development of Richmond's Town Centre:

2014 - Richmond Town Centre Framework

In 2014, a Richmond Town Centre Framework was published to outline Tasman District Council's vision for the development of Richmond. It was intended as a 20-30 year plan. This plan led to such actions as the Richmond Main Street upgrade in 2018. While some aspects of the vision for the Town Centre from the 2014 remain the same today (such as improved development, greening and wayfinding), the role of Richmond Town Centre has changed from this report. The housing crisis means town centres like Richmond's, which operated solely as local commercial centres are now required to play a role in providing housing. While housing was explored as a "potential" opportunity in 2014, it is a critical component of this current Town Centre exploration, which has been triggered by the need for housing intensification in Richmond.

2018 - Richmond Main Street Upgrade

This upgrade improved pedestrian safety, vibrancy and accessibility. Wider footpaths and planting created an improved Main Street which now prioritises movement of people. Importantly, the street upgrade also redesigned the stormwater system to reduce flooding risk in the Town Centre.

2020 - Richmond Intensive Development Area

In 2020 the Richmond Intensive Development Area (RIDA) set out an area of central Richmond where intensification was encouraged. The RIDA was introduced through a plan change to the Tasman Resource Management Plan which provided new rules that allow for smaller property sizes and a diverse range of housing typologies, such as townhouses. Compared to more recent medium density rules around Aotearoa, the RIDA is no longer fit for purpose in enabling best practice medium density and is resulting in fragmented land that is difficult to develop comprehensively or to provide for redevelopment in the future.

2021 - onwards

More recently, the new eBus services have improved public transport access throughout Richmond, to surrounding towns and to Nelson. Richmond has a new bus terminus on Queen Street, with complementary street upgrades to cater to the improved services.

Richmond is taking part in Waka Kotahi's "Streets for People" programme, a three-year, nationwide initiative to make it safer, easier, and more attractive to walk, ride bikes or scooters and take public transport. Other ongoing street upgrades continue to provide more transport choice for access in and around Richmond's centre.

Figure 15: Previous planning approaches

9.3 Spatial strategy

Looking forwards, the overarching strategy for Richmond Town Centre is that it evolves as a people-centric place at its core. It needs to be active at the street level and support a mix of uses with retail, hospitality, services and community spaces with residential above. The ‘compression’ of this core to a defined extent will allow amenity to be focussed, will support concentrated investment and generate vibrancy.

Residential living will become attractive in this core if the amenity is there. By a diversification of the main street to the west there is an opportunity to encourage small lane connections and reallocate some of the existing large parking areas to instead be a mixture of ground level commercial with residential above. The mall and larger format stores also are important to the economic health of the centre. Although residential living may initially be less likely close to the large format retail, people can park in the large existing parking areas, partake in retail shopping, and then move through into higher amenity spaces to participate in public life here.

There is a recognised relationship to the highway which will support light commercial activities that benefit from passing traffic or can be serviced by larger vehicles. The diagram below expresses this strategy as a centre with four main precincts that each have a deliberate purpose.

Figure 16: Town Centre spatial layout

9.4 Movement strategy

The movements people make into, around and through the centre, and the mode by which they undertake these is highly influential to the experiences and characteristics of the Town Centre spaces. Clearly, having people able to access the centre is imperative, but it is also important these movements do not detract from the qualities and comfort needed to support public life. We want people to enjoy their time in the centre for as long as possible. This means it is an attractive place to live, which will support the centre economy as well as the health of the community through social connectivity.

A simple diagram below expresses the movement strategy. It diverts through-vehicle movements around the centre and reduces vehicular priority through the core. Encouraging safe cycling by allocating street space to protected routes generates equitable transport access. Bus passenger experience is also made more attractive through improved bus stop amenity and service frequency. Over time, with changed land-use and improved transport choice, it is anticipated the number of parking lots will be reduced.

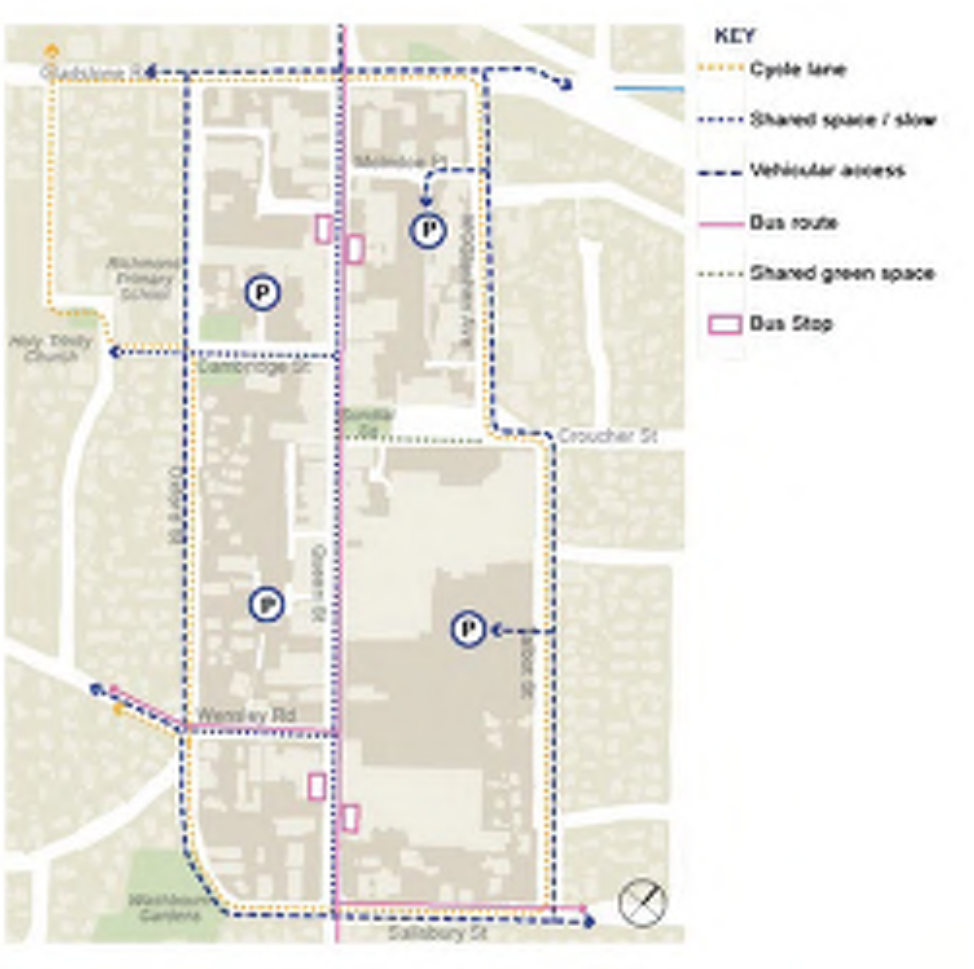

Figure 17: Movement patterns

9.5 Key moves

Having assessed the current Town Centre characteristics, and received feedback from iwi, stakeholders and the public, the approach to growth for the Town Centre has focussed on six 'key moves' where change can be targeted.

The key moves include:

1. Building a network of **green spaces** in the city centre.
2. Identifying key **council-owned land** that can lead the way.
3. Making the most of the **streams** that currently run in **stormwater** drains.
4. Encouraging developers to provide **better commercial spaces**.
5. Improving how some **areas of the town centre are used**.
6. Supporting growth in the town centre by **increasing housing** in the neighbourhoods around it.

The discussion below focusses on each of these key moves in more detail.

9.5.1 Growing green connections

Figure 18: Town Centre Green Connections

The Plan aims to set up a strong green network in the Town Centre, by joining parks and reserves with attractive streets that are easily accessible and designed to be nice place for people to spend time. This would see more planting on key streets such as Queen Street and Cambridge Street, and better use of existing parks, playgrounds and public spaces. The focus of green spaces is proposed to be on Sundial Square as a central public open space in the Town Centre.

9.5.2 Identifying strategic spaces

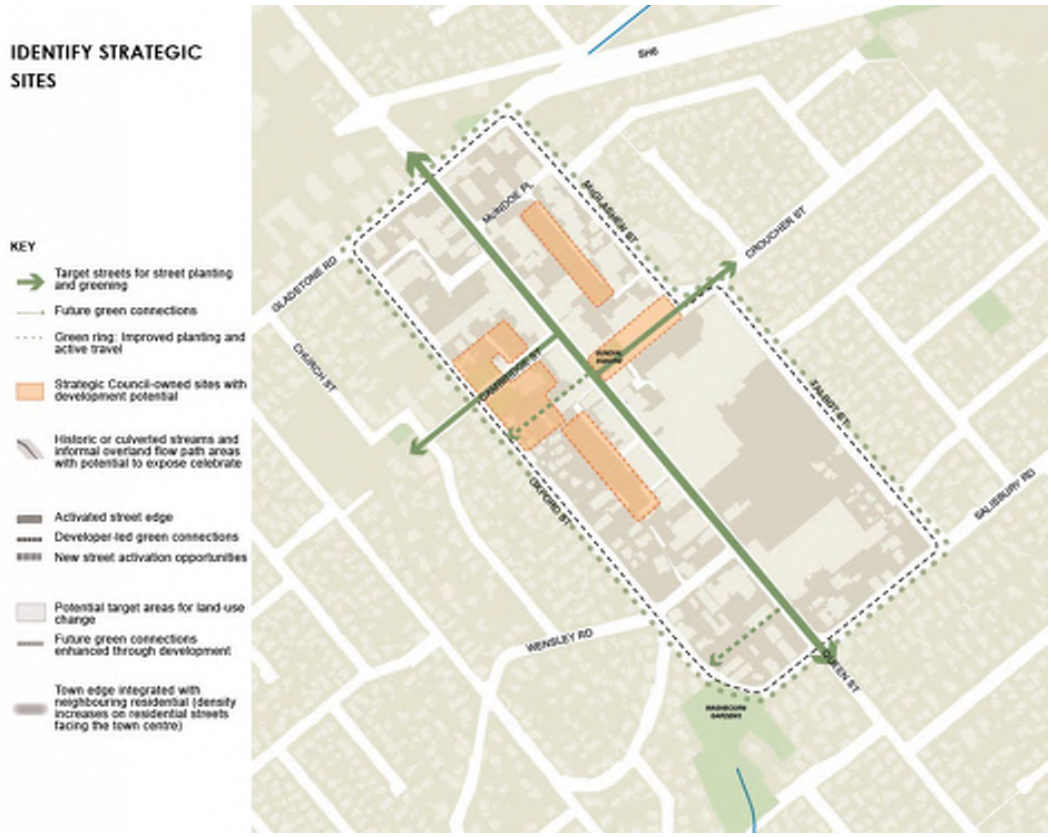

Figure 19: Town Centre Srategic Sites

The Council currently owns a number of areas of land in the Town Centre that aren't well utilised throughout the day and week and could be developed in ways that help make Richmond On The Rise! a reality.

These particularly include the council-owned carparks and larger land areas. These have the potential to allow larger scale development in key areas close to the Town Centre.

Development doesn't necessarily just mean putting buildings on these sites but would also include the other key 'moves' described here such as new community activities. For example, a larger playground or community focussed open space. Changing the use of one space may increase the reliance on another, so development of these sites must be considered in a staged and strategic way.

9.5.3 Make the most of our streams

Figure 20: Town Centre Blue Network

There are two streams that used to run through, or close to, the Town Centre. Currently these run through storm water drains and do nothing to improve the Town Centre or the waterways. They are also limited in their ability to accommodate stormwater in extreme weather, particularly with increased development and density. These streams are a key part of the identity of Richmond, as they link the hills to the sea, both of which are part of what defines the town.

The plan for the Town Centre seeks to celebrate the blue network by highlighting the connection of streams and stormwater and looks at options to recognise historic streams. These streams could be brought back to the surface and become part of parks and green spaces of the Town Centre. They could also be celebrated and remembered in the story of Richmond. Further investigation of options will help to better understand what is possible and appropriate for these streams to function well as open spaces and as stormwater conveyance.

9.5.4 Encourage and enable appropriate development

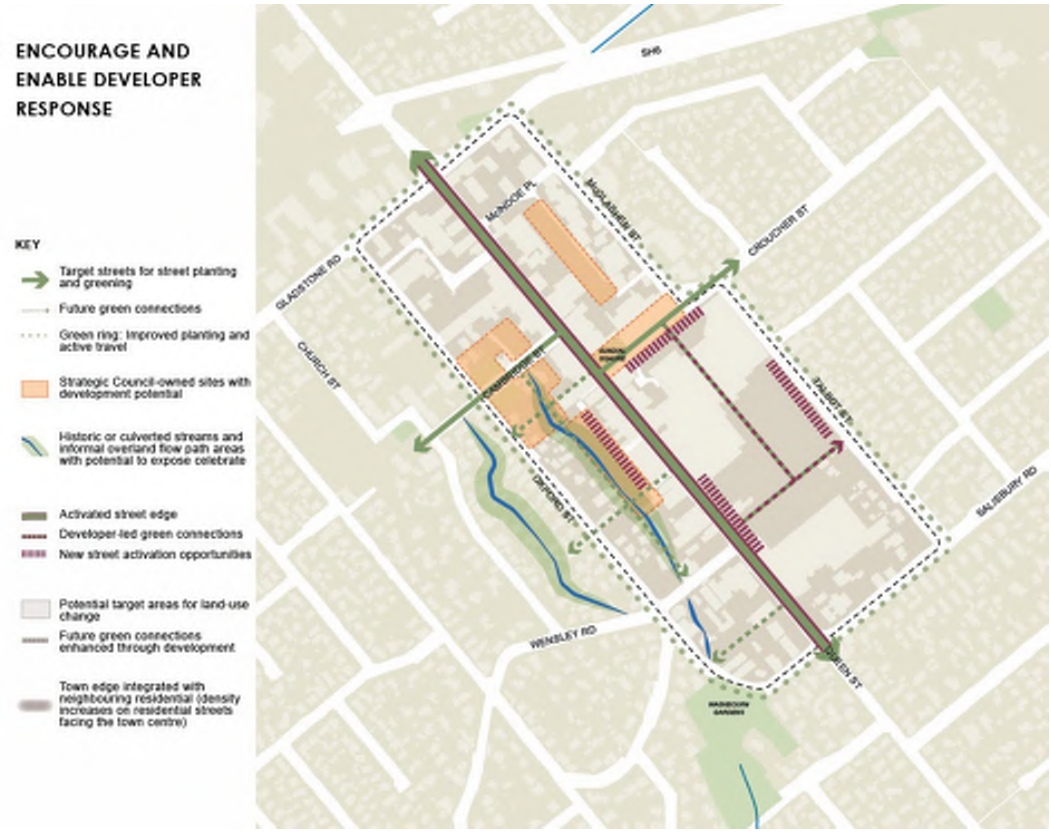

Figure 21: Town Centre Developer response

Upgrading the public spaces around the Town Centre and making the streets more focussed on people encourages developers to maximise commercial and retail spaces that 'fit in'. Streets that currently only have closed building frontages and footpaths can be 'activated' by encouraging cafes, bars, restaurants and shops to open out that bring life to the street and in turn attract more business.

It is recognised that private land owners and developers are key to getting change to happen and encouraging developer response looks at key activation on frontages that makes the area more vibrant. This could include night life, hospitality, apartments or more shops. The Council will need to work closely with landowners and developers to maximise opportunities and enable positive change.

9.5.5 Better land use and street networks

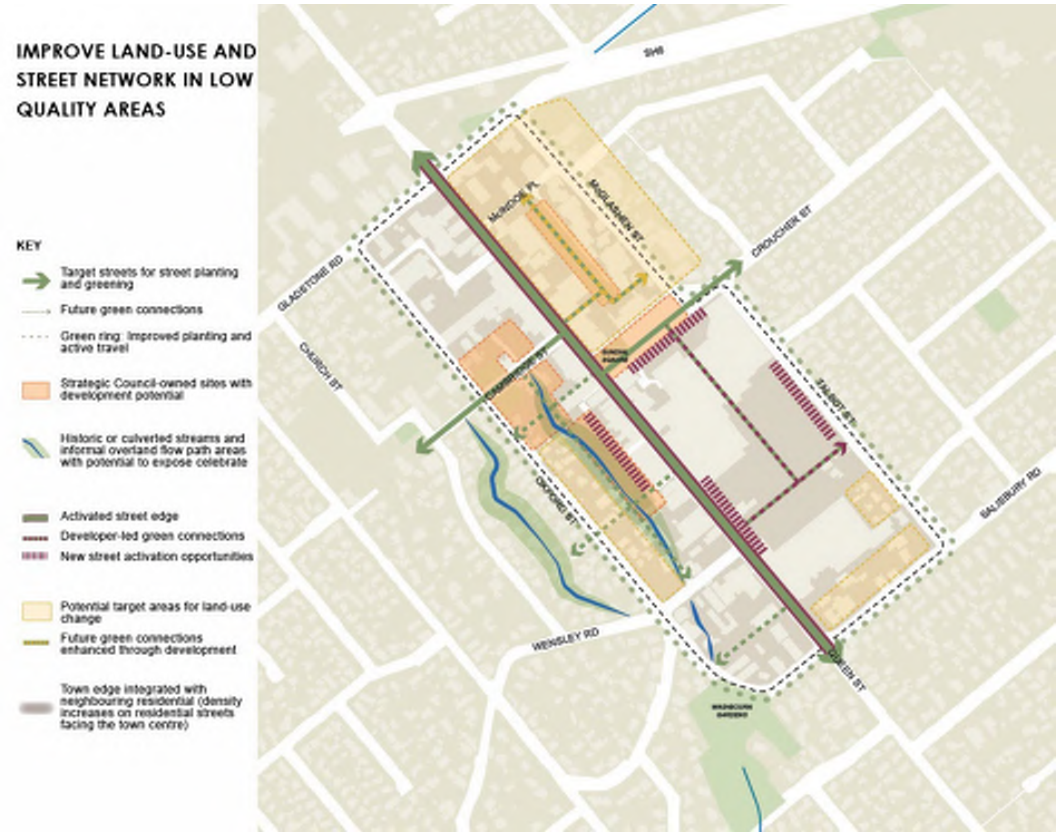

Figure 22: Town Centre Connectivity

Some areas of the current Town Centre have grown and developed in way that means they are quite disconnected from the core area, particularly the more commercial areas towards Oxford Street and McIndoe Place. These areas are ideal for mixed use buildings where residential buildings have retail and commercial spaces on the ground floor. Some of these areas could also accommodate taller buildings with the possibility of going up to six storeys in height if well designed. These areas could also be better linked to the rest of the centre with improved walkways and lanes or new public spaces.

Improving the street networks and landuse in some of the less attractive spaces may involve landscaping or reallocating space away from carparking. This key move is strongly connected to the improvement of public spaces and the use of strategic Council land.

9.5.6 Joining the town to the suburbs

Figure 23: Town Centre Integration

Successful urban development in the Town Centre will be supported if there are strong connections to the surrounding residential areas. Increasing the density of housing around the edges of the centre and improving street spaces that work better for people and businesses that extend into the street will also all help to strengthen this connection.

Providing for higher density residential apartments and townhouses in areas framing the centre. These developments should be of at least two storeys and with the potential to be up to four storeys on larger sites where effects can be internalised. Having such an increase in people living close to the centre will support existing business and enable commercial growth, which in turn will improve the outcomes sought for this area through the Plan.

9.6 What might change in the Town Centre look like?

The following set of images were used as part of the public engagement to explain the outcomes intended to occur within the Town Centre area, and to inspire community support for this scale and nature of change.

Figure 24: Town Centre ideas

9.7 Town Centre Spatial Plan

When placed alongside each other, these key moves form the Spatial Plan for the Town Centre area. They need to be integrated and not stand alone as they build on and complement each other, for example increased housing density will bring more people into the Town Centre which will support more and enhanced business opportunities. The combination of the layers of change discussed above is shown in the figure below:

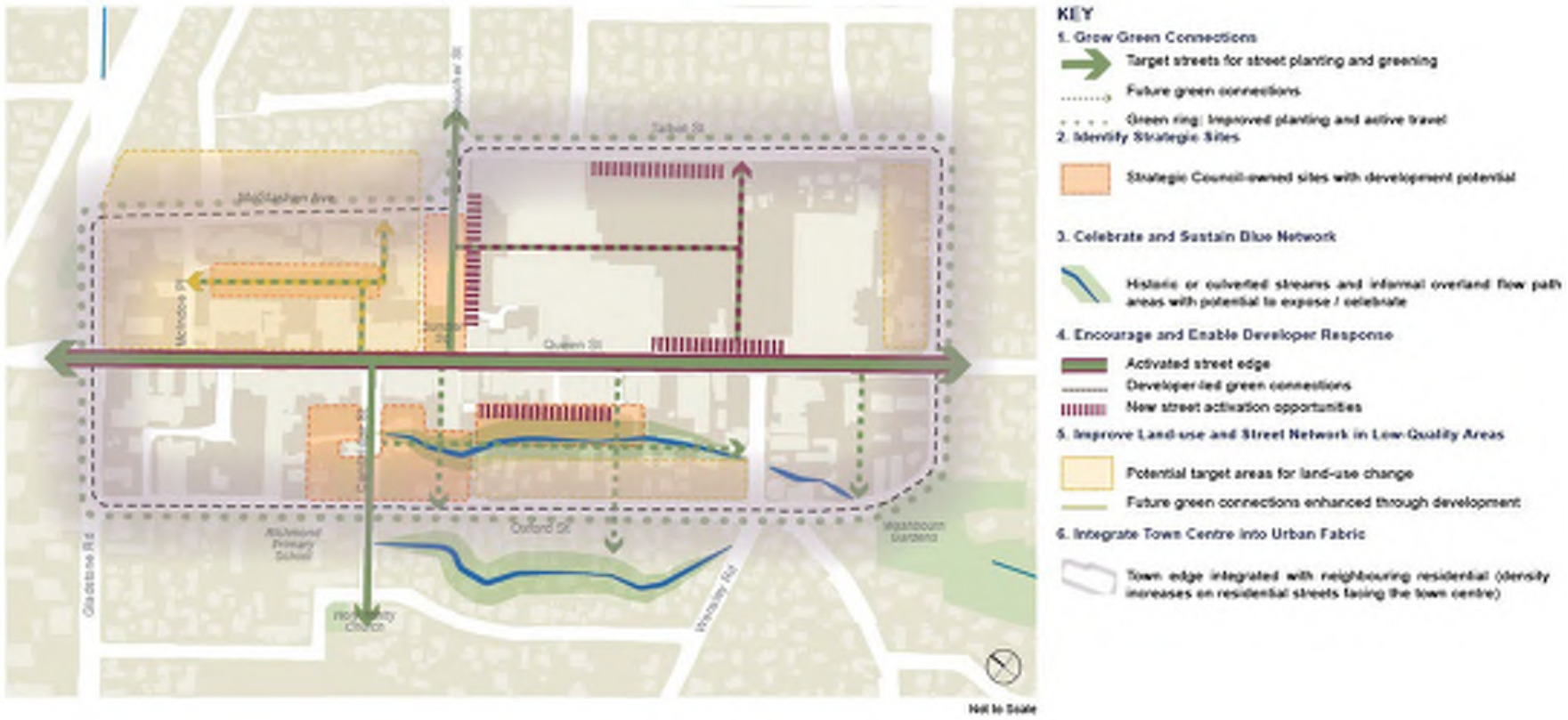

Figure 25: Town Centre Spatial Plan

10.0 Wider Richmond

Having considered the constraints and opportunities (see section 6) and then having focussed on the role of the Town Centre in stimulating and focussing growth, the spatial layout for the wider area was assessed.

The early public engagement processes (see section 8) gave good insights into what areas of the town people thought could or should be the focus for higher density housing and what other activities and facilities are needed to support growth and change. This feedback, together with best practice urban design principles and national direction, were used to develop options for spatial planning.

10.1 Scenarios

The feedback and options were varied and so the assessment process started with the development of three scenarios. These were used to test issues of importance and ideas for growth. They acted as a tool to draw out key issues and explore them, testing what is important and what ideas work best together. The scenarios were not developed to work independently but to be a tool to choose the best elements of each and merge them together.

The themes for the scenarios used for testing were:

- Hills to Inlet focus
- Transport corridor focus
- Centres' focus

A "business as usual" scenario displaying the RIDA and greenfield areas was also presented to workshop groups providing feedback, to help them understand the ramifications if intensification is not planned for.

10.1.1 Hills to Inlet focus

The first theme of 'Hills to Inlet' focussed on building a stronger visual and movement pattern between the hills backing the town and the Waimea Inlet. The scenario looked at focussing growth in and around the centre and emphasising open spaces running through Richmond.

A key element would be enhanced green space for the Town Centre. For example, Sundial Square becomes a destination point that links to the suburban green network that would be improved through the outcomes of the scenario. From here the stream and park network is enhanced and used to focus amenity spaces around which higher residential density can be located to maximise outdoor community spaces. The stream and park corridors also provide for movement that is off the roads and supports recreational use.

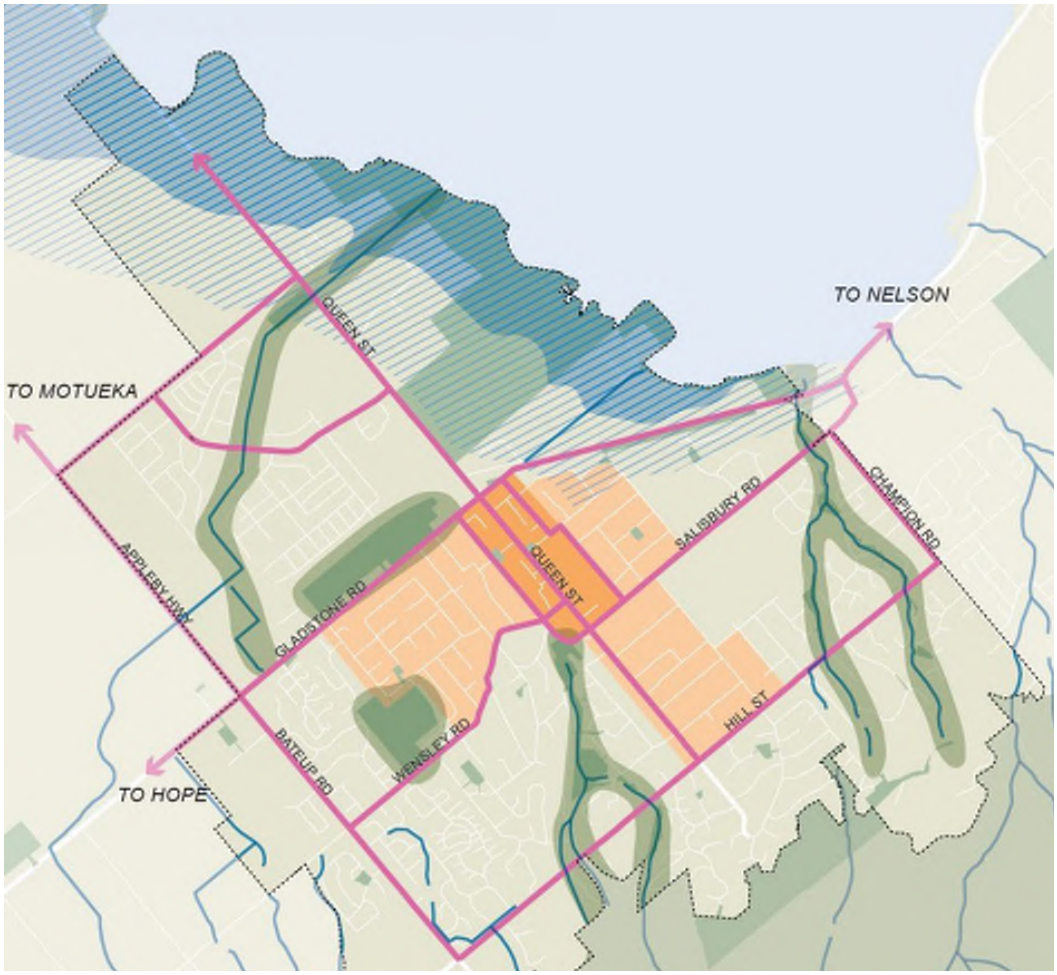

Figure 26: Wider Richmond Scenario 1 - Hills to Inlet

10.1.2 Transport corridor focus

The second theme focussed on transport corridors as the key network to frame growth. This scenario would see higher density residential and mixed use activity developed along key urban routes and would focus growth on movement of people and vehicles.

Key roading and access corridors would be the focus for higher density development and this increase of residents along roads would support enhanced transport services. Growth would continue to focus on the Town Centre to bring vibrancy and reduce travel distances for residents.

Active transport (walking and cycling) and public transport networks would also be enhanced to reduce vehicle travel and reliance, and the state highway would remain the focus for through traffic and freight services.

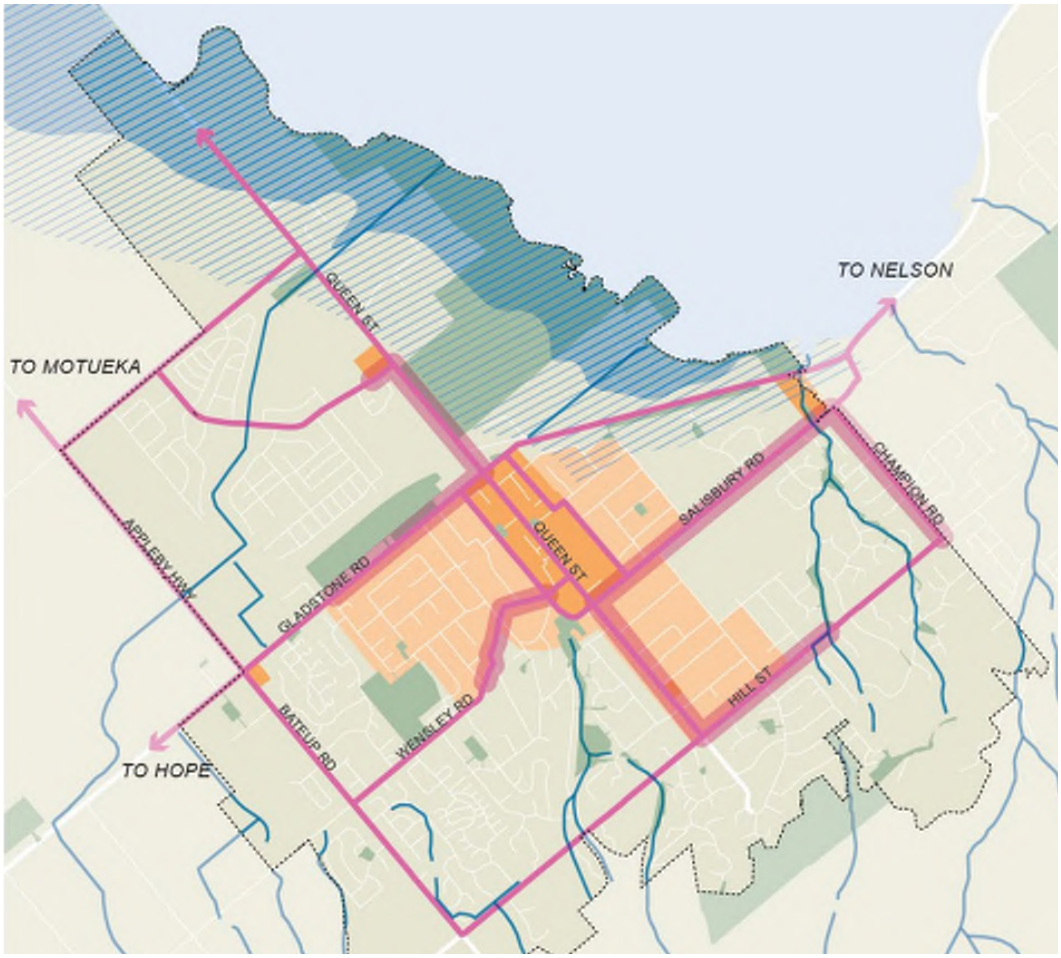

Figure 27: Wider Richmond Scenario 2 – Transport Corridors

10.1.3 Centres' focus

The third theme focussed on commercial centres and the use of these to concentrate growth and development. This would see the main Town Centre as the primary area of growth and then building other local centres to provide a support role.

This scenario would see housing intensified in the Town Centre, with higher medium density residential developments close by and then building heights and densities reducing further away from the Town Centre.

Development of smaller local centres will provide for local needs and amenity, so the need for private vehicle travel for local activity is reduced. The development of local centres would also provide for enhanced neighbourhood identity to be established. A hierarchy of centres would be developed to clearly direct activity that maintains the focus on the centre.

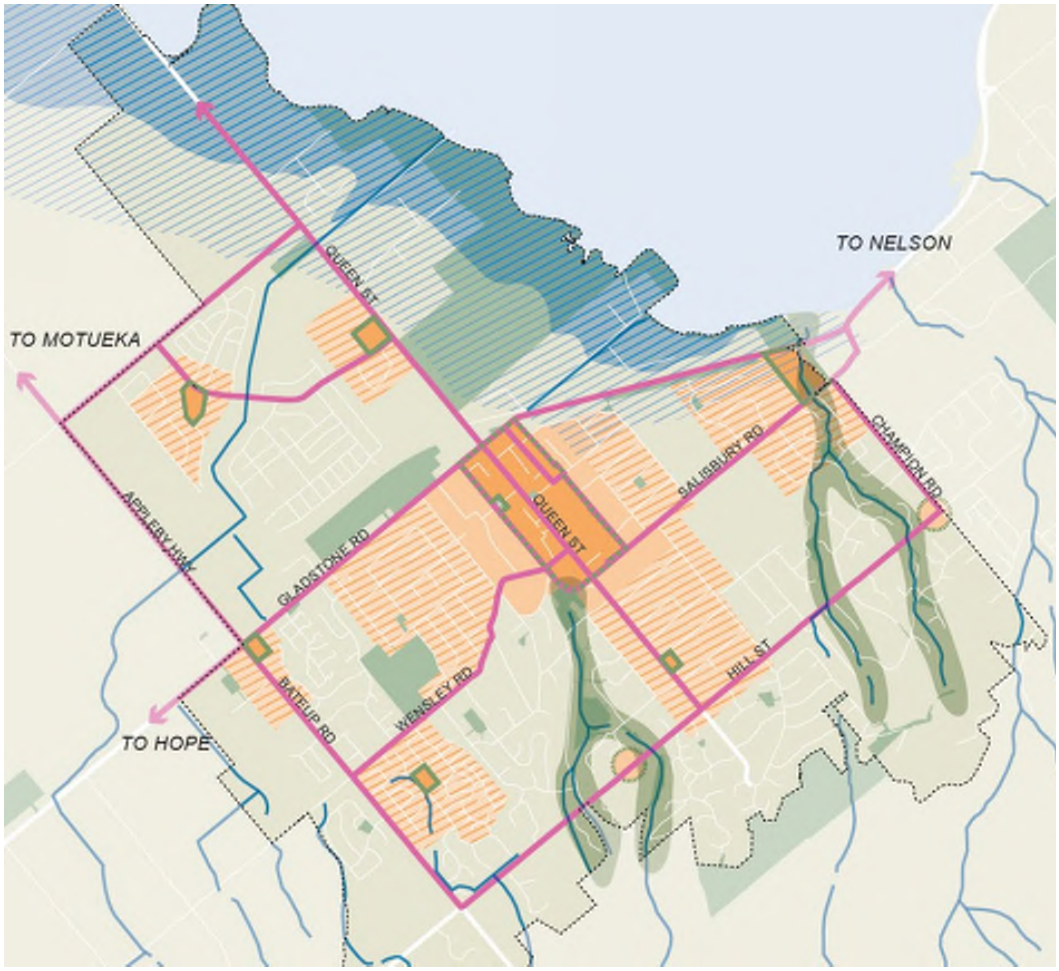

Figure 28: Wider Richmond Scenario 3 - Centres

10.2 Key moves

After developing the scenarios, these were tested through the second phase of engagement (see section 8) and the feedback showed a clear preference for a combination of the centres focus, combined with attributes of the Hills to Inlet development of streams and parks. Based on this the approach to growth for wider Richmond has focussed on the six project objectives with the mana whenua objectives used as reflection across all options.

The discussion below focusses on each of these objectives and how the Spatial Plan responds to the objective and provides for growth and change. The full Spatial Plan can be seen in section 10.4 below.

10.2.1 Housing

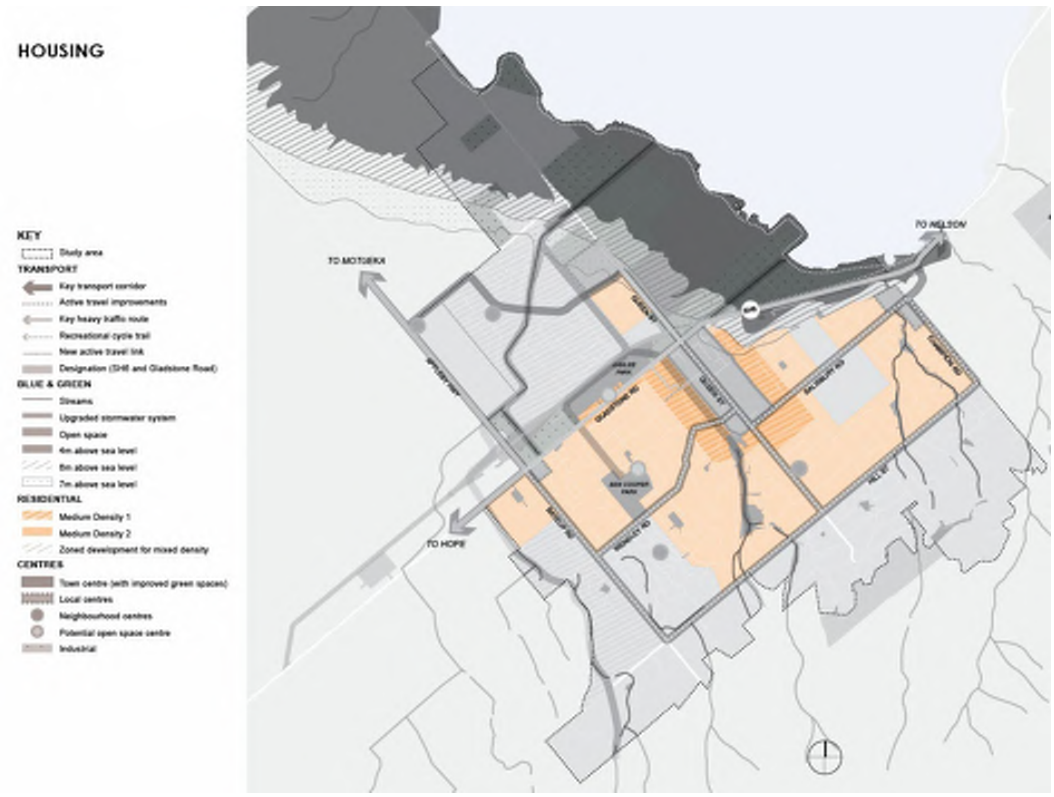

Figure 29: Wider Richmond Housing

Given that a key driver for the Spatial Plan is the need to provide more housing and expand the choice of housing types in Richmond, this objective is crucial.

Some areas of Richmond have characteristics which make them suitable for more residential growth, such as being close centres, older housing stock, having good access to public transport and public open space. These areas are best suited to increased densities including walk-up apartments (no lifts), terrace houses, and townhouses of two-to-three storeys.

Some areas will need investment in public spaces, or improved pipes and infrastructure to make them more suitable for development of new housing choices.

The Plan will provide for a range of types of houses from typical 3-4 bedroom houses right through to 1 bedroom units, and these will also be required to be well designed and great to live in. They will provide a range of housing choices that meets the needs of different families, and which are currently missing in Richmond.

What does the plan propose?

- Enabling mixed use development, up to six storeys, in the commercial zoned Town Centre, with retail or office space on the ground / lower floors and residential above.
- Allowing medium density apartments and townhouses, up to four storeys, around the edges of the Town Centre and exploring options for increased density on larger sites.
- Allowing medium density townhouses in some of the urban areas of Richmond, up to three storeys, but with more space around them.
- Encouraging the availability of more housing choices, including one- and two-bedroom options.
- Putting guidelines in place that ensure high quality housing design while still allowing for creativity in those designs.

10.2.2 Centres and community heart

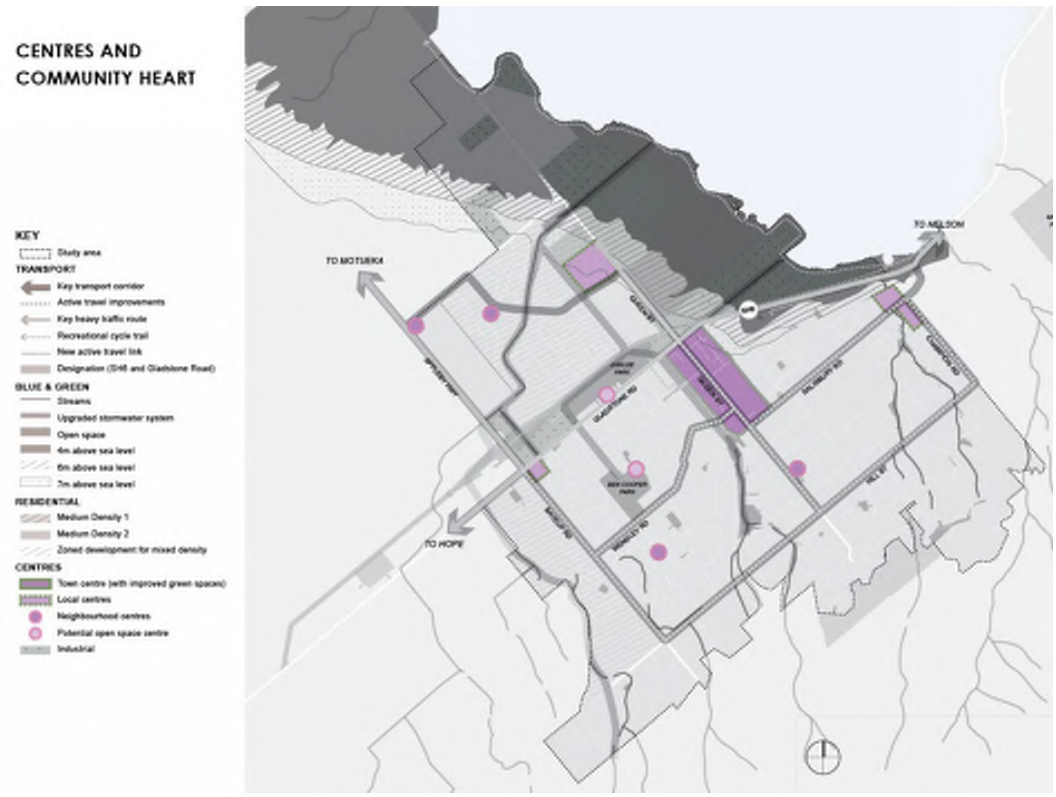

Figure 30: Wider Richmond Centres

Commercial centres in Richmond range from the main Town Centre to small neighbourhood shops and cafes. The Richmond Town Centre plays a key role as the main community destination with a vibrant heart. There is still a need for services and industrial uses which must be planned into the changing environment and well located to meet community needs.

It is important to establish a hierarchy of centres so that private investment is not focussed on some centres at the expense of others. Centres need to be appropriately distributed to provide easy access for residents' day-to-day needs and to reduce the need for travel.

Mixed-used, higher density housing will be provided for in the Town Centre e.g. apartments over shops. Enhanced green spaces will be developed in the Town Centre - Sundial Square becomes the destination point that links to a connected suburban green network. Refer to the Town Centre Spatial Plan for more detail on enhancements and growth (see section 9).

Local centres and neighbourhood centres are located throughout Richmond to enhance accessibility, connectivity and walkability without detracting from the Town Centre. There is a desire to explore opportunities to provide new small commercial activities around prime green spaces to improve neighbourhood connectivity and open space activation (such as a cafe or childcare centre). Industrial and commercial support activities will continue to be focused along Gladstone Road and Lower Queen Street, but new activities will need to respond to climate change and community demands.

What does the plan propose?

- Making Sundial Square the public open space heart of the town with links out through greener, people-focused streets to a connected network of parks and playground etc.
- Encouraging smaller neighbourhood centres, spread throughout Richmond, with the shops and services that people want and access regularly.
- Allowing some retail/commercial activity around existing parks and green spaces to encourage use and better connect them into surrounding housing areas.
- Keeping industrial and commercial activities focused along Gladstone Road and Lower Queen Street but requiring them to be responsive to climate change impacts and community demands.

10.2.3 Identity

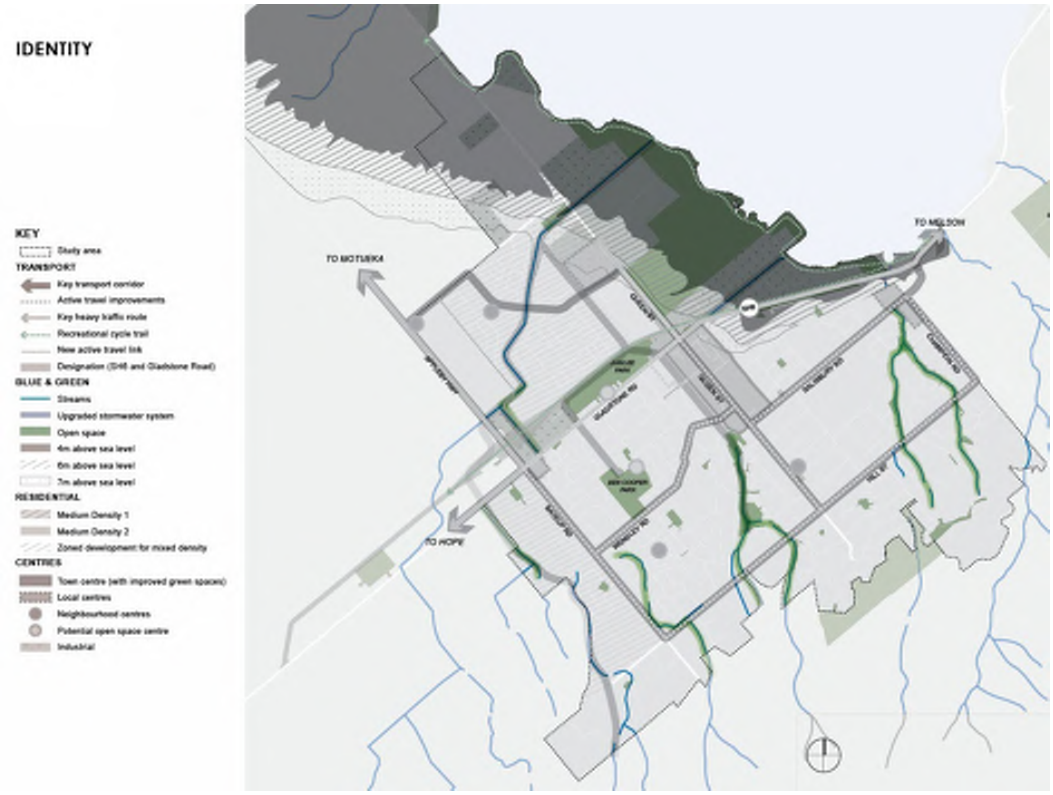

Figure 31: Wider Richmond Identity

Richmond is growing up and is no longer just a rural service town for the wider area. It is now also one of the main places to live and visit in the top of the south. This Spatial Plan is an opportunity to recognise the key things that give Richmond a strong identity and to build on these.

Richmond's surroundings of the hills and inlet are a big part of how people see the town, and the Plan is designed to build on this, by connecting the Richmond of today with its history, and improving access to nature, especially Nelson Bay and Richmond hills. This can be achieved through celebrating the strong blue and green networks located in Richmond and expanding these into surrounding areas through enhancing connectivity including new green spaces and improved access through stream and park corridors.

There is a need to work with Iwi to enhance cultural connections to the land and tell stories through ecological and urban design interventions. Urban development will be subject to a Māori design framework that embeds mana whenua values and identity into the natural and built environment of Richmond.

What does the plan propose?

- Ensuring that all future development throughout Richmond includes mana whenua values.

- Working to enhance cultural connections to the land and tell local stories through the design of buildings, neighbourhoods and parks.
- Expanding, improving and connecting the strong networks of parks and streams in Richmond, and making it easier for people to access them.

10.2.4 Movement

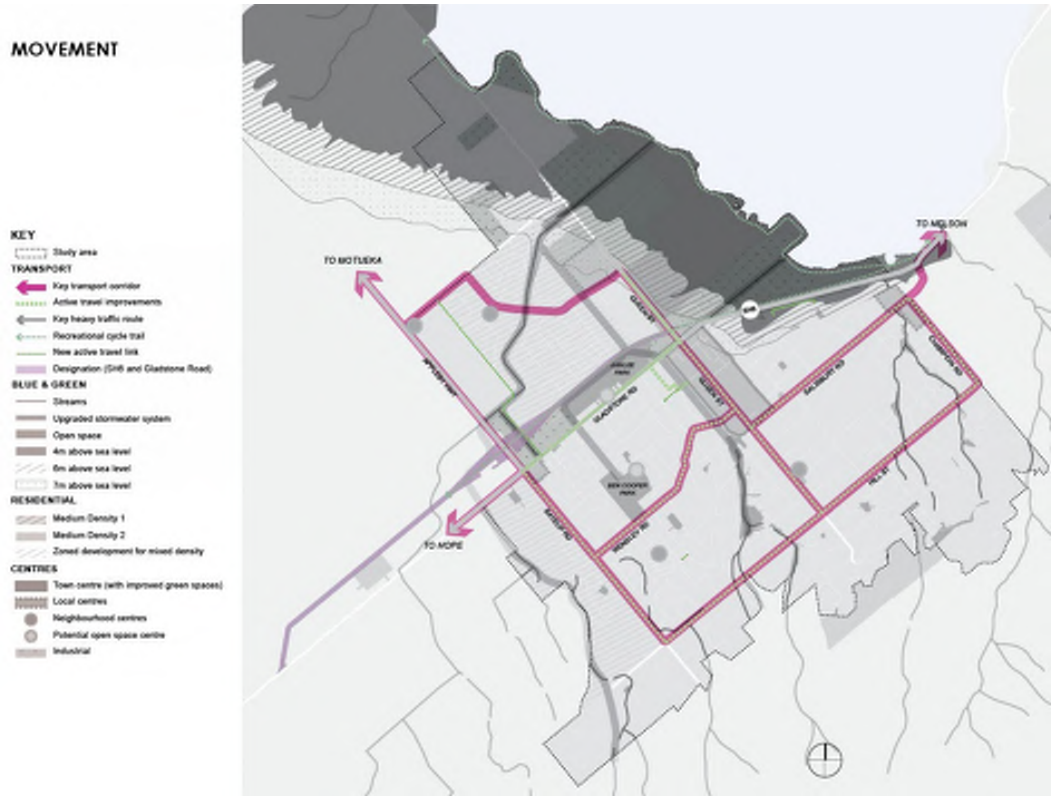

Figure 32: Wider Richmond Movement

The Plan seeks to improve how people move in, around and through Richmond. With a growing population, we need to make sure people can choose types of transport that suit them best. Cycling, walking, e-mobility (electric skateboards, scooters etc) and public transport all have a role to play in Richmond, alongside private cars.

More people in the town will help to support the public transport network, and additional housing and commercial development can be allowed close to public transport routes and stops. Growing the options for public transport, walking and cycling will help with the ongoing need to reduce carbon emissions created by private vehicle use.

Freight and large vehicles will need to keep going through Richmond, especially on SH6 (controlled by Waka Kotahi), but this needs to be balanced with providing for safety for all users of the town's roads. The retention of the designation for a future bypass means possible removal of extra traffic on Gladstone Road (a decision for Waka Kotahi not Tasman District Council).

What does the plan propose?

- Improving a key pedestrian linkage between the Town Centre and Waverley Street.
- Making streets safer for walking, cycling and all other transport modes.
- Adding more trees and vegetation to our streets to improve amenity and use.
- Encouraging urban development close to public transport routes and stops along key roads.
- Continuing to acknowledge that large and heavy vehicles use SH6 but making the safe movement of people to and around Richmond a priority.

10.2.5 Parks and streams

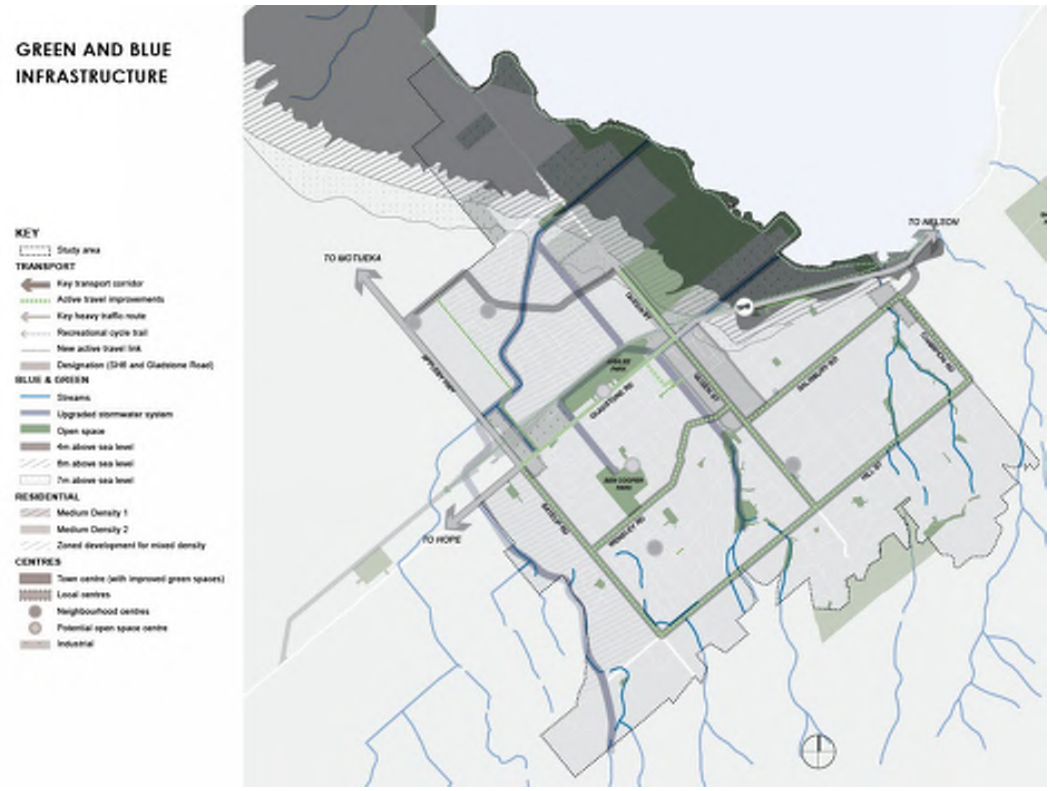

Figure 33: Wider Richmond Parks and Streams

More and enhanced public, open and green spaces, streams, and wetlands have lots of benefits for Richmond. These include providing recreation choices and movement corridors, reducing the impact of climate change and extreme weather, and supporting native plants and animals and the natural environment.

A successful community needs a variety of open spaces that provide for different (formal and informal) recreational needs for people of all ages. The stream and wetland networks can help deal with growing stormwater and flood risks. Ensuring these networks are well planned can

provide ‘green corridors’ through Richmond, which allow native species to thrive. This Plan is an opportunity to check if our park and stream spaces meet the needs of the community.

What does the plan propose?

- Developing an open space strategy to make sure Richmond has enough parks, playgrounds and open spaces that work well for how people want to use them.
- Providing a wider range of open space facilities to provide for more residents who might have less private open space within their immediate property.
- Adding more parks, green spaces and vegetation to the Town Centre, focused on Sundial Square, and building green connections out into surrounding urban areas.
- Growing the green network across Richmond by making existing parks and open spaces better, creating new ones, and adding landscaping and trees to streets.
- A focus on acquiring or providing green space in locations where intensifications is promoted or most likely to occur.
- Improving and adding more vegetation to the streams and wetlands throughout Richmond and making them better able handle extreme weather.

10.2.6 Responses to hazards and climate change

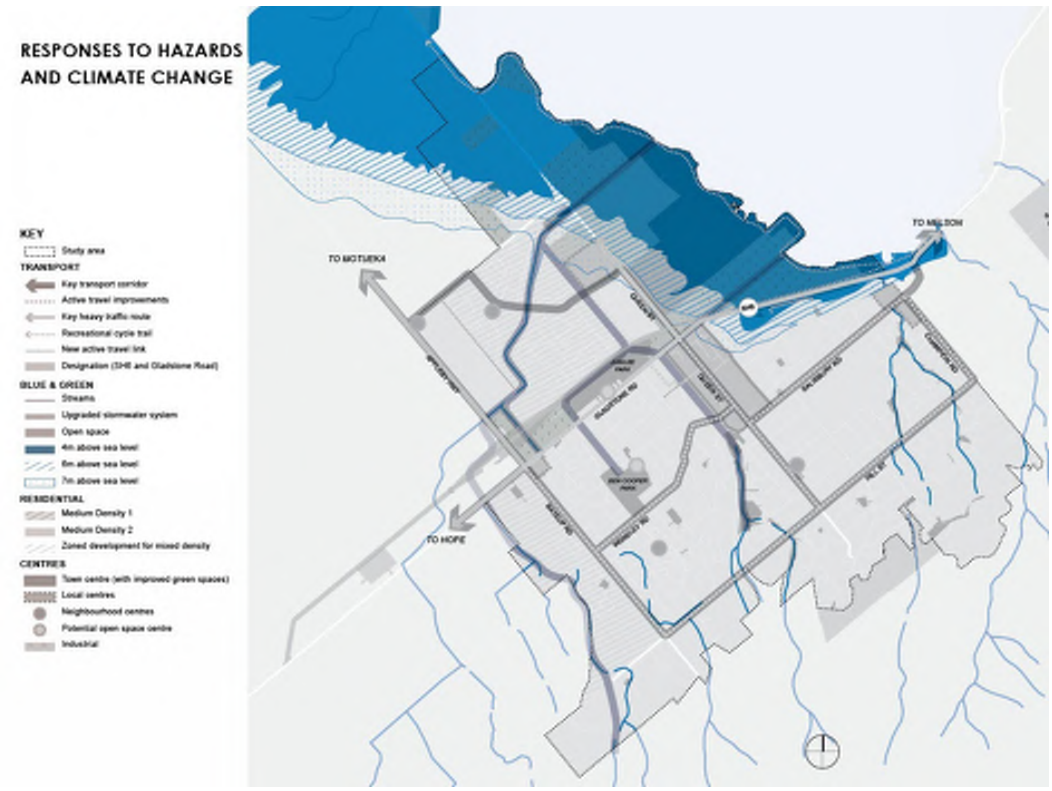

Figure 34: Wider Richmond Hazards and Climate Change

Climate change and natural hazards are a risk to all developed areas. The Plan identifies key hazards, and the Plan process will have to decide what potential hazards pose the most risk to the future of Richmond and how to manage them.

Like all coastal areas, the lower areas of Richmond are susceptible to sea level rise and a few parts of Richmond are at risk from stormwater flooding. This Plan can help Richmond be better prepared to respond to various hazards.

The Plan will also help Richmond reduce its carbon emissions, and respond to the impacts of climate change, which will grow steadily in coming decades. Plan outcomes such an increase in housing density and support for improved sustainable transport options will help to reduce emissions over time. Responding to the impacts of climate change might include restricting certain areas for development where they are at known risk from sea level rise.

What does the plan propose?

- Not allowing any new building or development below the 5m contour.
- Exploring options for moving buildings and activities that are already below the 5m sea level rise contour as it becomes appropriate / necessary in the future.
- Investigating not allowing new building and development below the 7m sea level rise contour or requiring that any development or building designs take sea level rise into account.
- Making the stormwater system better able to handle extreme weather events though upgrades to the system, and use of parks and green spaces to absorb stormwater runoff.

10.3 What might change look like?

The following set of images were used as part of the public engagement to explain the outcomes intended to occur within the wider Richmond area, and particularly to explain to the public what is envisaged for the higher density residential areas. A modelling exercise was undertaken to imagine possible building bulk and massing within the existing residential environment across differing zones. This modelling has been provided as in Appendix 7.

Figure 35: Wider Richmond Ideas

10.4 Richmond Spatial Plan

Having looked at the scenarios and identified the key moves that will best achieve the objectives for growth of Richmond, the best options were integrated to create the following Spatial Plan:

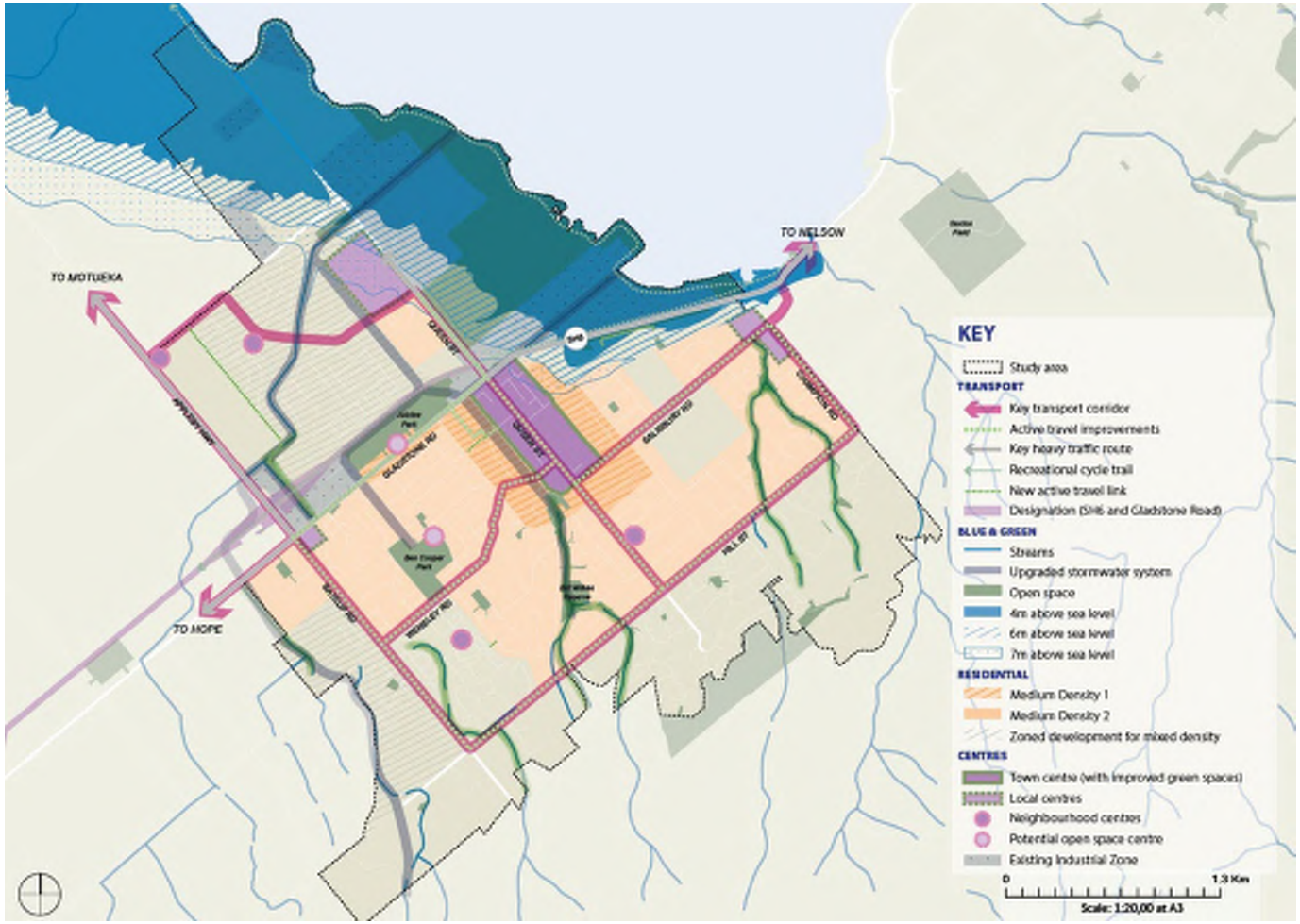

Figure 36: Richmond Spatial Plan

Figure 37: Modelling showing the existing built form within the new Spatial Plan

The Spatial Plan shows where growth will be focussed – particularly the areas identified as most appropriate for higher density residential development and mixed use activities. It also identifies and locates other key elements needed to get good growth outcomes such as enhanced open space areas and local centres.

The Plan retains the focus of the main Town Centre as the dominant centre for Richmond, around which the highest density of residential development would be focussed. Beyond this, residential development would be encouraged to be denser in areas close to main road corridors, smaller commercial centres, with older housing stock and near to key green and blue links.

Movement corridors will be refined to be clear where transport links are made for walking, cycling and public transport, and where private and heavy vehicles are focussed. Green spaces will also be enhanced to provide open areas to balance increased building density.

Another key element of the plan is to avoid growth in the low lying areas that are at risk from sea level rise and to factor in areas for managing stormwater and stream flows. Looking to recognise climate change requires not increasing future risk and working towards reducing risk over time.

11.0 Implementation and Actions

11.1 Implementation

To enable implementation of this Spatial Plan, a range of actions will be required, and this will include buy-in and funding from a range of Council departments, as well as from the private sector developers and agencies.

An action plan provides a path to realising the identified key moves for transforming Richmond Town Centre to the thriving “heart” envisioned by the objectives of the Spatial Plan and growing a strong residential community around this.

The action plan looks for opportunities where Council can provide early wins and kick-start further improvements in the Town Centre. Targeted, publicly funded interventions act as a strong catalyst to then encourage private investment. Further, the action plan identifies who is responsible for each action, specifically where TDC need to partner with external groups. Again, it should be noted that some actions lie outside Council responsibilities such as with Waka Kotahi.

11.2 Action plan approach

The action plan is set out in two parts, firstly short term or ‘kick-start’ actions which are anticipated to be undertaken, or at least initiated, within the next 5 years. Second are the longer term actions that will take a longer period to advance, or which are unlikely to be initiated in the short term. The Action Plan also reflects the objectives for the Spatial Plan to draw the line of sight back to the overall purpose sought for this growth and development. The Action Plan is also divided to show where some actions relate more closely to the Town Centre and others that apply across Richmond more widely.

Action Plan:

Objectives: Mana Whenua  **Housing**  **Centres**  **Green & Blue**  **Identity**  **Movement**  **Climate** 

OBJECTIVE/S ACHIEVED	ACTION		TERM		RESPONSIBILITY	PRIORITY
	Town centre	Wider Richmond	Short term	Longer term		
	Council to work with ngā iwi in partnership where land may be available for papakāinga or cultural development.		✓	✓	TDC	Medium
	Council will work with private landowners to deliver projects at the interface between public and private spaces.		✓		TDC	Medium
	Incorporate the Māori Design Framework into the planning and design of significant new public and private development.		✓		TDC	Medium
	Ensure that Te Mana o Te Wai principles are incorporated into development of parks and stream corridors.		✓		TDC	Medium

OBJECTIVE/S ACHIEVED	ACTION		TERM		RESPONSIBILITY	PRIORITY
	Town centre	Wider Richmond	Short term	Longer term		
	Enable development of higher height (up to four storeys, and up to six storeys in specific suitable locations) development with a higher building density and mixed use activities (including residential, commercial and office), with strong design and amenity provision.	Enable a larger area of increased density residential development (at least two storeys and up to four storeys on suitable sites) centred around the Town Centre and including limited provision in other key locations, with strong design and amenity provision.	✓		TDC – Environmental Policy	Medium
	Develop a plan change to the Tasman Resource Management Plan to introduce new residential and mixed use zoned areas and new rules providing for residential growth. This could include: - changes to building heights, densities, and zones/overlay areas. - requirements or incentives to promote high quality design. - protection mechanisms to manage impacts of change on existing residents during the transition period. - minimum and maximum standards to better direct development outcomes and ensure integration of communal facilities, open spaces and amenity characteristics. - Consideration of consequential rule changes such as transportation and parking rules		✓		TDC – Environmental Policy	High
	Investigate policy interventions such as design guides or overlays to ensure future built form has a clear vision.		✓		TDC – Environmental Policy	Medium
	Ensure that infrastructure planning is carried out and funding allocated to support increased residential development in identified growth areas.		✓		TDC – Infrastructure planning	High
	Establish a centres' hierarchy with clear guidance on what types and scale of commercial activity is to be located within each centre and use policy change to enforce this through planning processes.		✓		TDC – Environmental Policy	High

OBJECTIVE/S ACHIEVED	ACTION		TERM		RESPONSIBILITY	PRIORITY
	Town centre	Wider Richmond	Short term	Longer term		
	Investigate what range of facilities and services is provided by existing centres and what else should be enabled or disabled in them to perform their role in the centre's hierarchy.			✓	TDC	Medium
	Use a co-design process to facilitate upgrades to Sundial Square, including consideration of options to extend the open space further (removing some carparks), closing the through vehicle access to daily use and developing the space for public events and regular use.		✓		TDC With landowners / developers	High
	Extend public open space across Queen Street as a compliment to Sundial Square, to provide more space for community events, to improve connections and as a linkage to the land to the south.		✓		TDC	Medium
	Do a thorough town centre site investigation to select key, financially viable sites to be the catalyst for development and investment. Include developers in the town centre site investigation to gauge interest and develop relationships. For example – investigating possible changes to the Richmond Mall block to include different development and greenspace options.		✓		TDC With landowners / developers	High
	Undertake a strategic site investigation into the use of Council owned land in the Town Centre and options for change of use to facilitate		✓		TDC	High

OBJECTIVE/S ACHIEVED	ACTION		TERM		RESPONSIBILITY	PRIORITY
	Town centre	Wider Richmond	Short term	Longer term		
	better amenity or growth (include car-park sites and old town hall).					
	Investigate opportunities for the development of new Council offices or additional community facilities to contribute to the growth of the town centre. Ensure integration of urban design considerations into the location and layout of any project site chosen.			✓	TDC	Medium
	Explore opportunities to attract a large employer or visitor activator to the Town Centre e.g. convention centre, education facility, business head office, or hotel.			✓	TDC	Medium
	Look at future zoning patterns to direct mixed use and high amenity development to key areas of the town centre and ensure that there is sufficient land for increased density.		✓		TDC – Environmental Policy	High
	Investigate ways to support community-led growth and support for events, interventions and connections, including gathering inputs and feedback on change.		✓	✓	TDC	Medium
	Look at ways to improve identity through street art, celebration of culture and heritage, etc throughout Richmond. This could be achieved by establishing an urban place-making function within Council.		✓	✓	TDC	Medium
	Use tactical improvements to enable better walking, cycling and public transport experiences within key areas of the town centre, including connections to the south to Waverley Street.	Investigate opportunities to improve connections for walking and cycling throughout Richmond and particularly in linking the town centre to surrounding areas targeted for residential density increases.	✓	✓	TDC - Transportation	Medium

OBJECTIVE/S ACHIEVED	ACTION		TERM		RESPONSIBILITY	PRIORITY
	Town centre	Wider Richmond	Short term	Longer term		
	Implement parking policy and gain better control over parking usage, patterns and locations. Include parking amenity improvements and strategic use of parking areas.		✓		TDC - Transportation	High
		Design and implement improved public transport options as part of the overall public transport strategy.	✓	✓	TDC - Transportation	Medium
		Work with Waka Kotahi to look at ways to improve traffic congestion, safety and movement around and across the State Highway for all vehicles, walking and cycling. This would also include involvement in the form and timing of any future bypass development.	✓		TDC - Transportation	High
		Undertake an accessibility audit to identify areas of improvement for accessibility and connectivity throughout Richmond.		✓	TDC - Transportation	Medium
		Investigate options to improve cycling connections to the Great Taste Trail and to the Richmond Hills.		✓	TDC - Transportation	Medium
	Develop a strategic parks and open space plan that identifies the range of spaces needed to support growth and the areas within which additional land or facilities are needed to facilitate high amenity for increased residential density – quality and quantity of spaces. [This is a key move to support more targeted projects that would fall under this strategy.]		✓		TDC – Reserves and Facilities	High
	Use tactical interventions to improve greening of Queen Street as a “green spine” to the green street network e.g. planting upgrades.	Undertake tree planting in key road and reserve corridors, considering appropriate species and scale of planting and the ability to differentiate	✓		TDC	High

OBJECTIVE/S ACHIEVED	ACTION		TERM		RESPONSIBILITY	PRIORITY
	Town centre	Wider Richmond	Short term	Longer term		
		areas through themes or styles of planting.				
	Begin investigation into possibility of day-lighting streams in and around the Town Centre.			✓	TDC	Medium
		Investigate options to enhance park spaces with introduction of retail or commercial activity in or adjacent to these spaces to attract and support users. Ben Cooper Reserve is identified as being suitable for this type of intervention.		✓	TDC	Medium
	Investigate options for a large scale destination playground facility that provides a community asset and attraction, preferably in or close to the town centre.			✓	TDC	Medium
	Use tactical interventions to weave story-telling elements about the streams that run under Richmond and improve greening of public spaces associated with current and historic waterways			✓	TDC	Medium
	Investigate options to use historic stream channels under the Town Centre as a way to improve stormwater management			✓	TDC – Infrastructure planning	Medium
		Investigate options to improve stormwater management including acquisition of land to facilitate improved assets.	✓		TDC – Infrastructure planning	High
		Investigate policy and rule options to restrict new development in areas subject to risk from natural hazards and climate change.	✓		TDC – Environmental Policy	High

OBJECTIVE/S ACHIEVED	ACTION		TERM		RESPONSIBILITY	PRIORITY
	Town centre	Wider Richmond	Short term	Longer term		
		Continue coastal hazard projects to consider responses to sea level rise such as retreat.	✓		TDC – Environmental Policy	High
	Investigate opportunities to establish a development agency and/or public private partnerships between Council and developers, to assist with initiating development generally and to support opportunities to undertake land amalgamation to enable larger comprehensive developments.		✓		TDC – Strategic Policy	Medium
	Investigate a design competition or a partnership with a developer to undertake an exemplar development on a key Council owned site that shows mixed use opportunities can be undertaken successfully and with high amenity outcomes.		✓		TDC	High
	Set up a team / process to work with developers on key projects with a Richmond Development Champion who can coordinate Council functions to provide support to navigating approvals processes, infrastructure constraints/opportunities, and also advocate for the Council's strategic urban outcomes.		✓		TDC	Medium

OBJECTIVE/S ACHIEVED	ACTION		TERM		RESPONSIBILITY	PRIORITY
	Town centre	Wider Richmond	Short term	Longer term		
	Provide clear policy direction towards prioritising consolidation of the existing urban area of Richmond in the first instance. This will have the benefit of avoiding poorly managed development spreading across the highly productive soils or within areas at risk from natural hazards and climate change. In time, and once intensification of the current urban area has increased, strategic consideration of expansion areas can be undertaken.		✓		TDC – Environmental Policy	High

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Appendix 1: Key Statistics for Richmond

The following statistics have been provided by TDC and are for two main areas of Richmond.

Richmond Main is defined as the established urban area, contained by Bateup and Hart Roads to the south/west, Gladstone Road/SH6 to the north, Champion Road to the north/east, and the Richmond foothill.

The data is for the following Stats NZ SA2 areas: Richmond Central; Wilkes Park; Templemore; Easby Park; and Fairose.

Richmond West is defined as the Richmond West SA2 area and include the relatively recent development such as Berryfields and the Meadows subdivisions.

KEY FINDINGS:

Richmond Main

- Steady population growth until 2020, with a slight decrease in 2021 and 2022
- An average of 50 new dwellings a year since 2017, mostly stand-alone houses
- Growth in 15-39 and 65+ age groups, with a decline in the number of 0-14 year olds
- 23% of the population aged 65+

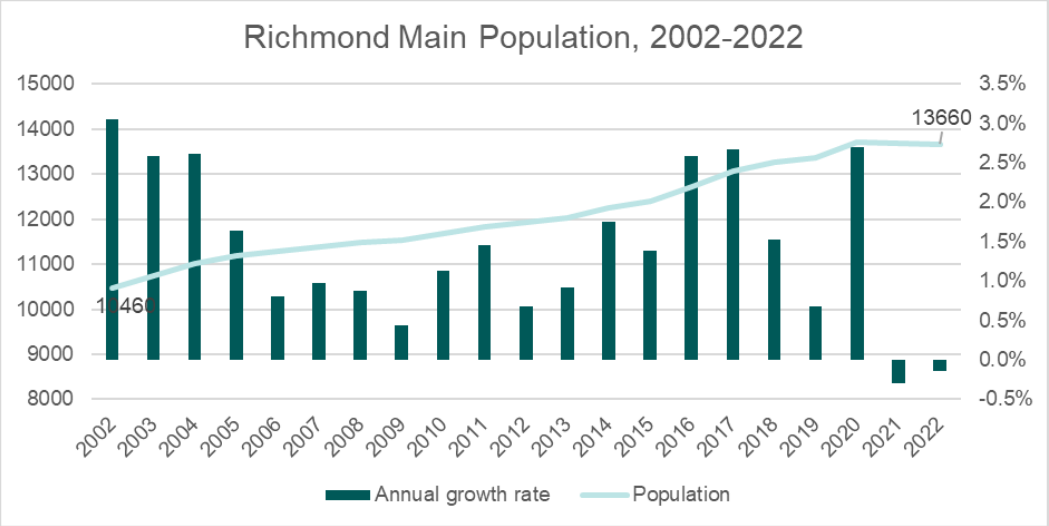
Richmond West

- Significant growth in recent years, increasing by 1,500 residents between 2017 and 2022
- An average of 193 dwellings a year since 2019, mostly stand-alone houses
- 32% of the population aged 65+

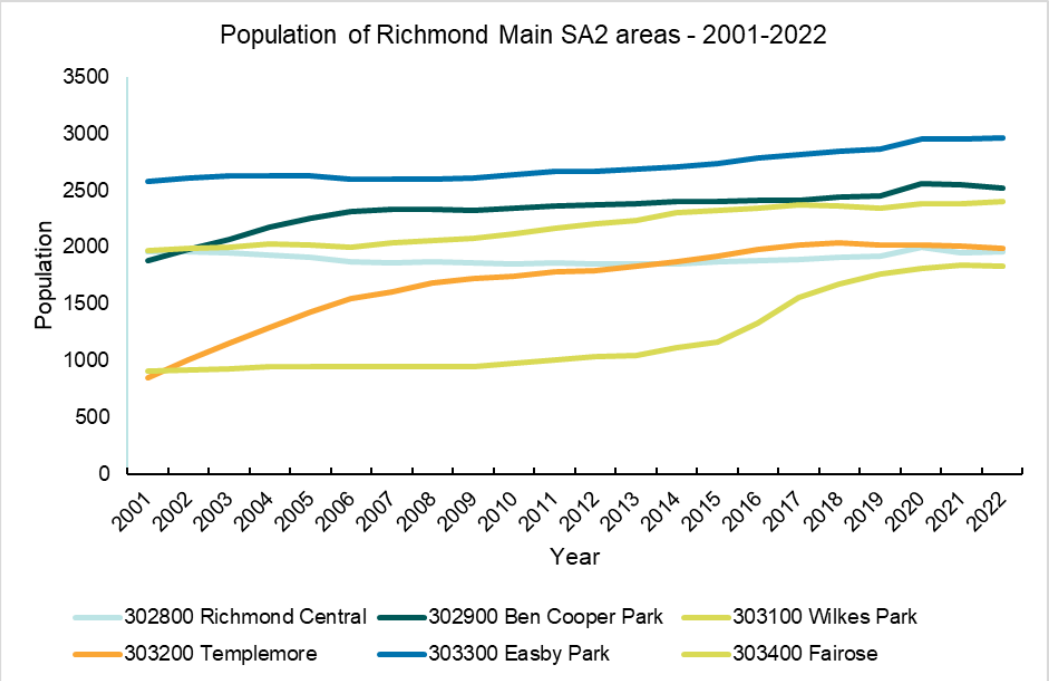
POPULATION TRENDS

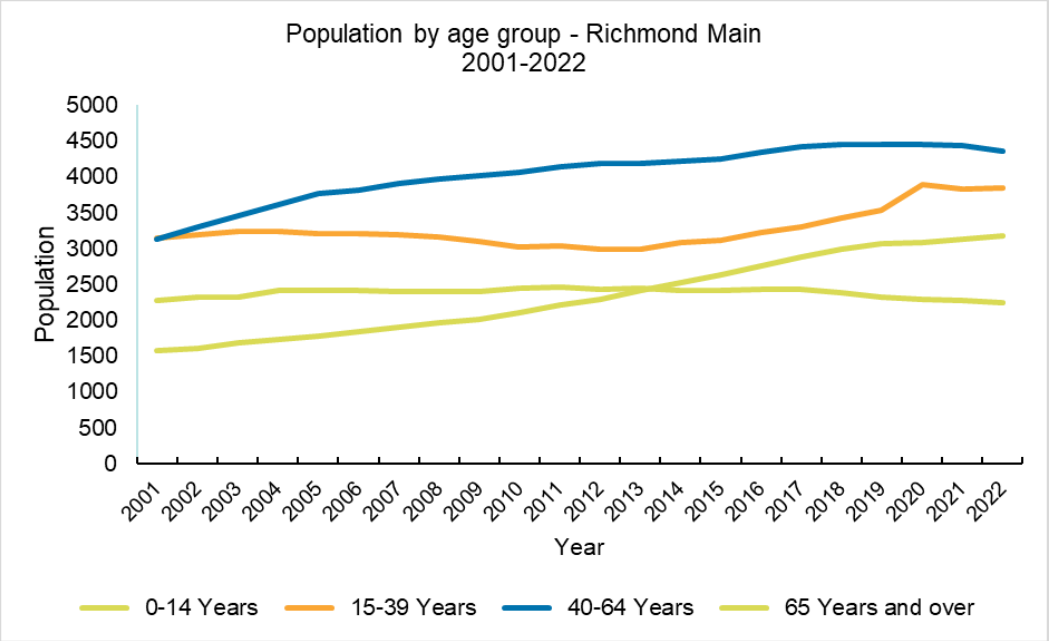
Richmond Main

Richmond Main has experienced relatively steady growth over the last 20 years, increasing from 10,460 in 2002 to 13,660. Annual growth rates between 2002 and 2020 ranged between 0.4% and 3.1%. However, Stats NZ provisional estimates for 2021 and 2022 indicate a slight decrease in total population.



Analysis of the SA2 areas within Richmond Main show that the Templemore area experienced strong growth up until 2008 and the Fairose area has experienced strong growth in 2016-2019. All the SA2 areas in Richmond Main have experienced low or no growth in 2021 and 2022.



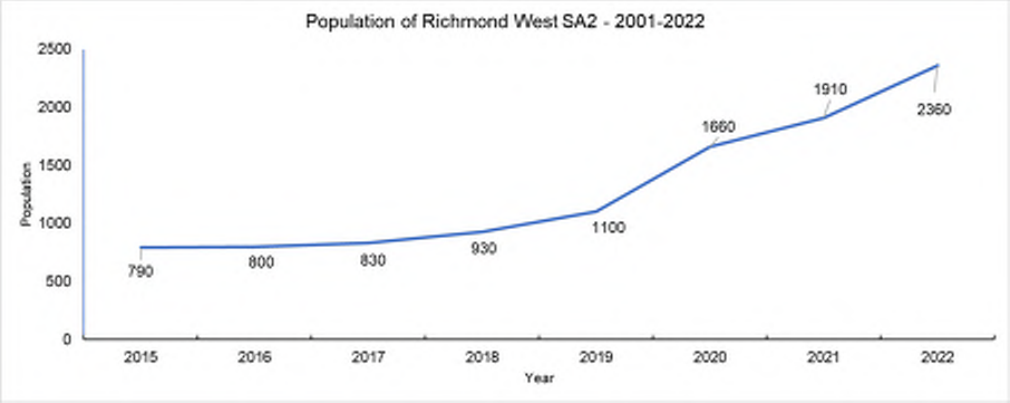


In the last ten years, Richmond Main has experienced an increase in the 15-39 and 65+ age groups. The 65+ age group makes up 23% of the population. There has been a decline in the number of 0-14 year olds which now contributes 16% of the population.

Age Group	Population		Population Share	
	2012	2022	2012	2022
0-14 Years	2,430	2,240	20%	16%
15-39 Years	2,990	3,850	25%	28%
40-64 Years	4,190	4,360	35%	32%
65 Years and over	2,300	3,180	19%	23%

Richmond West

The population of Richmond West was relatively constant until 2017. Between 2017 and 2022, the population of Richmond has grown from 830 to 2,360 residents.



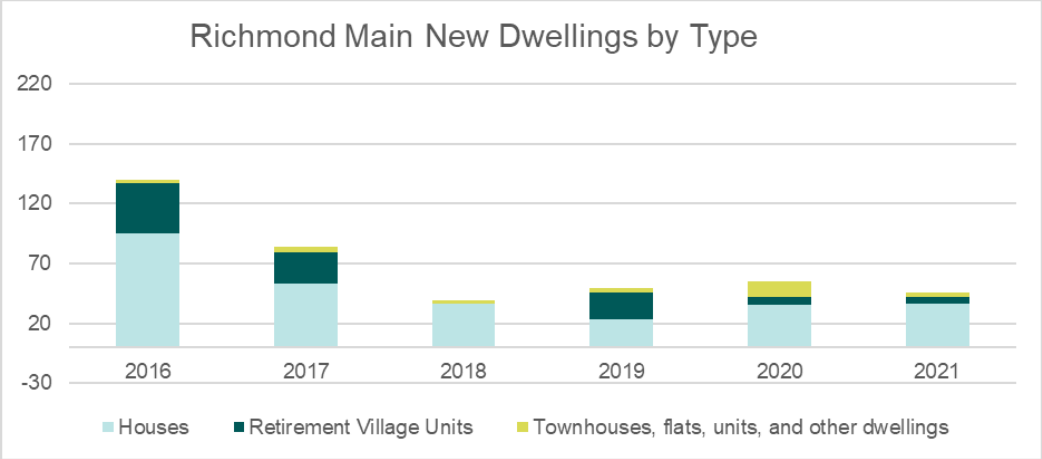
Given the growth in Richmond West from greenfield development, all age groups have increased in number. However, compared with Richmond Main, there is a higher proportion of the population which is aged over 65 years.

Age Group	Population 2022	Population Share 2022	
	Richmond West	Richmond West	*Richmond Main*
0-14 Years	370	16%	*16%*
15-39 Years	640	27%	*28%*
40-64 Years	590	25%	*32%*
65 Years and over	760	32%	*23%*

BUILDING TRENDS

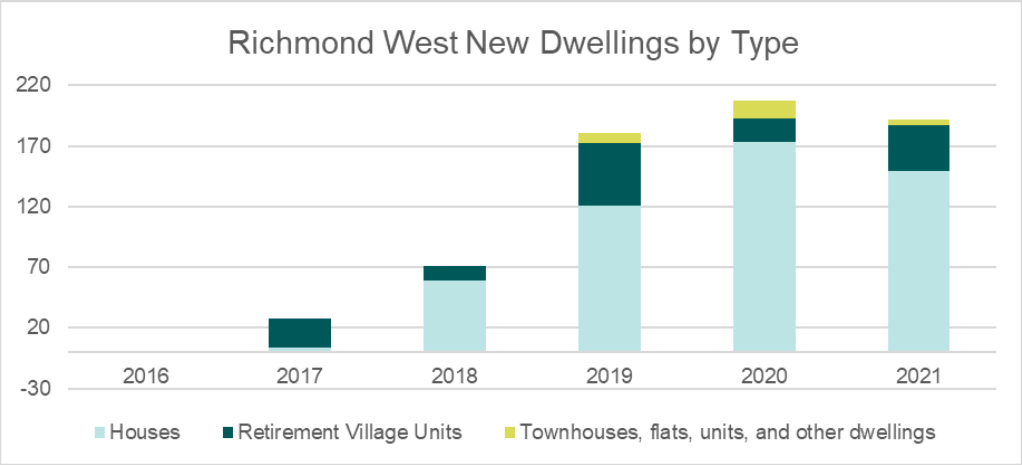
Richmond Main

Since 2017, there has been an average of 55 new dwellings a year in the Richmond Main area. In the five years 2017 to 2021, two-thirds of new dwellings have been stand-alone houses, 23% have been retirement village units, and 10% have been townhouses/attached dwellings.



Richmond West

In the three years 2019 to 2021, there has been an average of 193 new dwellings a year in the Richmond West area. During those three years, three-quarters of new dwellings have been stand-alone houses, 19% have been retirement village units, and 5% have been townhouses/attached dwellings.



FUTURE PROJECTIONS

In Tasman District Council's Growth Model for the 2021 Long Term Plan, Richmond Main was projected to grow by approximately 50 new dwellings a year between 2021 and 2051.

Richmond West was projected to grow by approximately 900 new dwellings between 2021 and 2031. However, development has occurred at a faster rate than expected and most of the Richmond West residential zone is now expected to be developed by 2026.

We will be updating the Growth Model in 2023 with updated population projections and development information.

For the Richmond Ward, the percentage aged 65+ years was projected to increase from 22% in 2018 to 31% by 2033, and 37% by 2048. The ageing population is driving a change in the average household size for Richmond, projected to decrease from 2.6 in 2021 to 2.5 in 2031, and 2.3 by 2051. The numbers of one-person households and couple without children households are projected to increase.

Appendix 2: Intensification Consents Analysis

Observations on intensification consents in RIDA (Richmond Intensive Development Area) 2018-2022, provided by TDC

Intensification started to occur in Richmond just before the RIDA Plan Change was operative in Dec 2018 with six resource consents being granted within the RIDA area providing a net additional 13 dwellings. The RIDA Plan Change became operative on 15th December 2018. Since then consents granted within RIDA have been monitored.

Between December 2018 and November 2022, 71 net additional dwellings have been created through consents in RIDA. Most consents are quickly implemented.

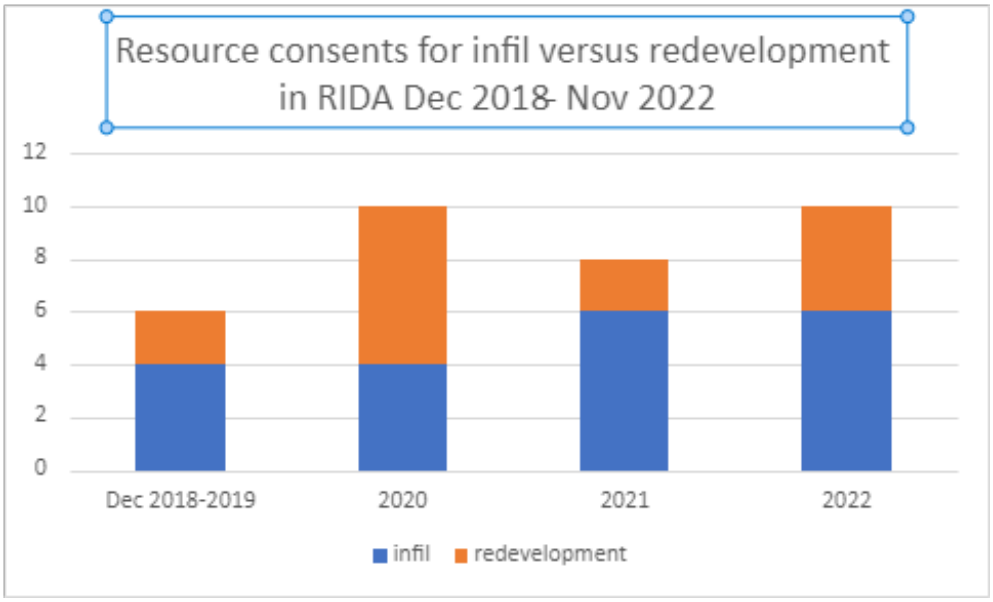
Year	Net increase in dwellings
Dec 2018-2019	8
2020	25
2021	10
2022	27

A mix of consents have been issued for both infill (where only one other dwelling is usually added) and redevelopment of the site (where the original house is removed and a number of medium density dwellings are built.)

The graph below shows the number of resource consents granted for intensification in RIDA and the net increase in the number of dwellings provided by those consents.

In 2020 and 2022 more dwellings were provided by a slightly larger number of consents, as redevelopment consents provided a greater number of new dwellings i.e. removing the original house and replacing it with a number of dwellings, as opposed to infill. Both 2019 and 2021

were much quieter for intensive housing consents with 8 net new dwellings created in each year relying more on infill development (i.e. one additional dwelling on the front or rear section).



Who are the developers?

There is a mix of developers:

- "Mum and Dad" developers are the vast majority of applicants, 68% of all 34 resource consents granted between Dec 2018 and Nov 2022 are from "mum and dad" type applicants. Essentially the landowners on a number of these are seeking an additional dwelling on their land either for a child or an elderly relative. These usually take the form of infill developments for a second dwelling and are probably a symptom of an unaffordable housing market
- Real estate agents/developers - e.g., Carppe investments – Anthony Carppe, Bayleys – 4 Hunt St
- Kāinga Ora – two redevelopments in RIDA consented 2019 and 2020 yielding seven affordable homes
- Habitat for Humanity – 171 Queen St
- First time developers of intensification (by redevelopment) e.g., Owen Workman 29 Talbot St; C. Satherly 1 & 3 Oxford St;
- Established developers from the region e.g., David Orange – 7 Oxford St and 15 Lowry St; Florence Street Developments Ltd, Justin Candish (Scotts)- 11 Florence St and a current application for an intensification development in Motueka; Whiteridge construction, Rhys Horncastle – 21 and 64 Gladstone Rd;
- Construction companies such as Asphalt & Construction, Nelson (Jarrod Du Plessis) - 23 Sutton St

Activity Status

While Plan Change 66 enabled consents for subdivision and land use (residential building activity) to be applied for separately, a large number of applicants apply for both types of consent at the same time. A very small number applied for one first and then the other subsequently. Subdivision for intensive housing in RIDA is a controlled activity under the Tasman Resource Management Plan provided that a complying building envelope is shown, and key standards are met. Land Use is a Restricted Discretionary activity if key standards are met.

RIDA falls within the Residential zone and there are two types of housing that can be built there – standard residential and intensive residential. It is not mandatory to build intensive housing. For this reason when applications are considered by the consents team, the starting point is to assess the proposals against the standard residential rules, since they could enable a higher activity status, starting with permitted. For infill proposals, contraventions are identified with these permitted activity rules, as well as assessing actual and potential effects on the environment, before assessing whether the proposal is in line with the objectives and policies for RIDA. For redevelopment proposals where there are more than two dwellings proposed in total and it does not meet the controlled land use standards for standard residential, the RIDA rules are deferred to.

Hearing

Of all the 35 resource consents for intensive housing in RIDA only one went to a hearing following notification (21 and 64 Gladstone Road). The application was subsequently consented.

Affordability

With the exception of the developments by Kāinga Ora, Habitat for Humanity's development and Whiteridge construction's development which is being underwritten by Kāinga Ora, few of the consents have delivered affordable housing. There is no official definition of affordable housing in New Zealand but typically it is housing where there is some form of assistance for renters or owners to meet housing costs. Affordable housing sits between market rate housing where owners and occupiers can cover housing costs without any assistance and social and emergency housing where occupiers are completely dependent upon government subsidies and/or direct provision by social agencies. Affordable housing generally means households would spend around 30-35% of their income on housing costs.

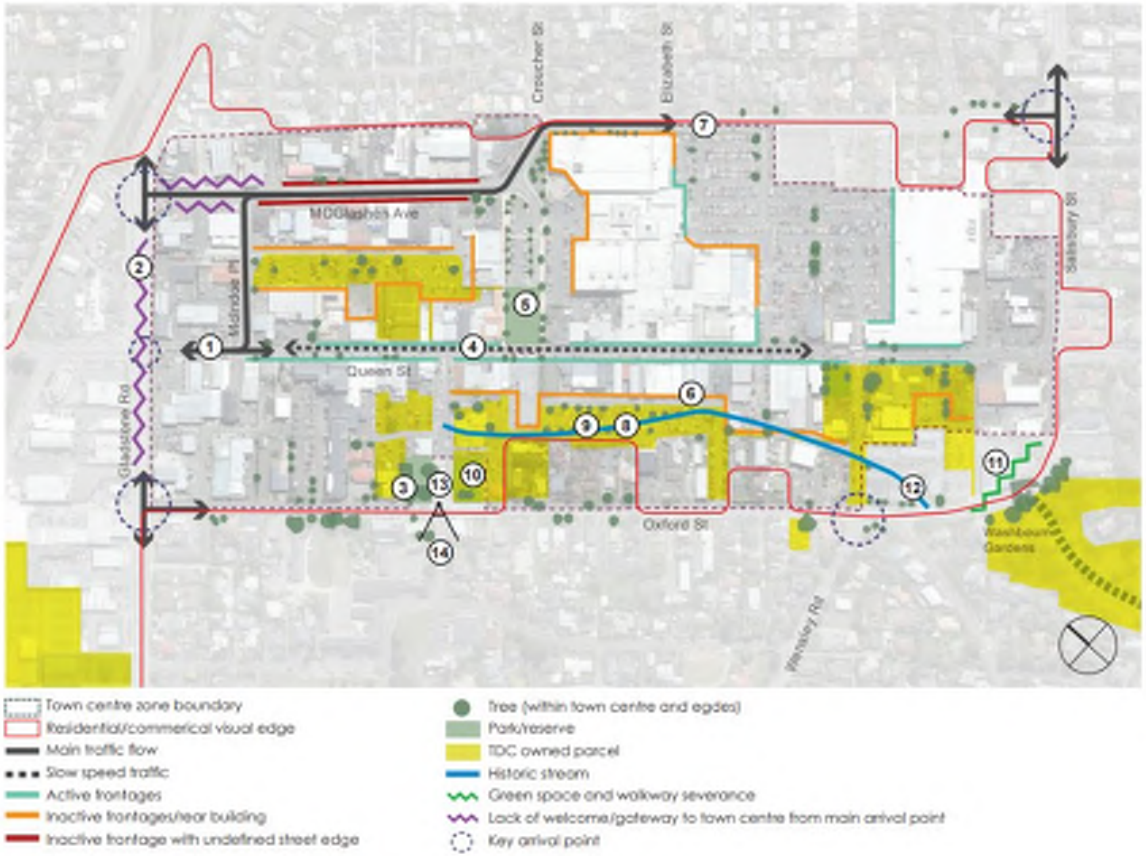
Map showing RIDA consents 2017-2022

Red = consented 2018-2022; Purple = consented just before RIDA rules operative but rules influenced consent; Green = current applications as of Jan 2023

Croucher Street area most active. Upper Queen St area and Cautley St area similarly active. Noticeably active along Gladstone Rd frontage

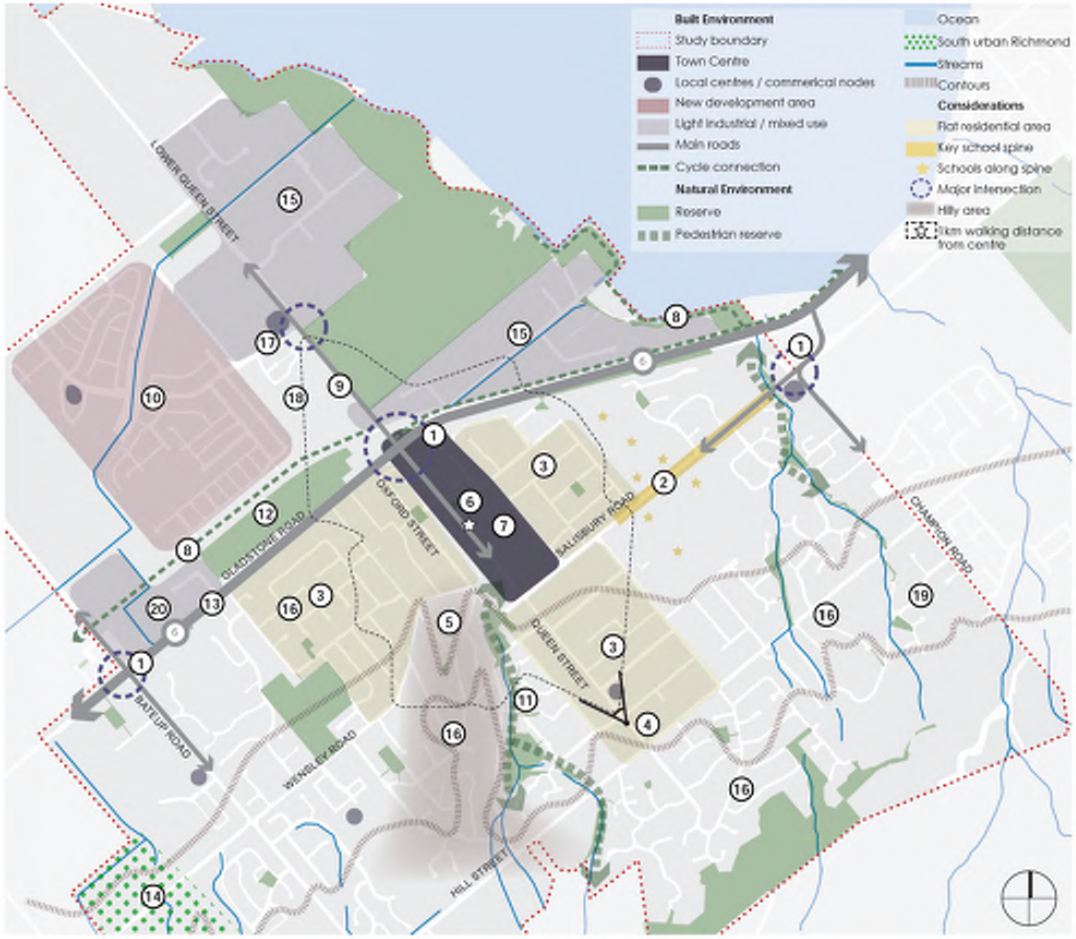
Appendix 3: Summary of Engagement Feedback

Appendix 4: Town Centre Constraints and Opportunities



1. Traffic entering from Lower Queen St is diverted around McGlashen Avenue and Talbot Street. Traffic can only enter from Lower Queen Street - no turn access from Gladstone Road.
2. Poor frontage along Gladstone Road provides no sense of gateway or arrival into Richmond Town Centre from the key arrival point.
3. Street and private trees more prevalent to the south-west, with more hardscape and building coverage to the north-east.
4. Queen Street has a positive interface along the town centre component. It is a car-dominated environment, however has some greening and cars travel at a slow and considerate pace.
5. Sundial square is a great space and green relief, however it is under-utilised and not part of a bigger network of urban spaces.
6. Rear of buildings are visible from car parks and with a frontage more suited to a service laneway than a populated area and the arrival for those travelling by car, and those walking into the Town Centre.
7. Talbot Street has a poor street interface to the edge of the town centre. There is an abrupt change in land-use between the mall, car park and single-storey residential to the north-east.
8. Council-owned land is predominantly car parking. This suggests an under-utilisation of Council land and an opportunity to provide exemplar developments as the city centre seeks to intensify.
9. Car parking reduces perceived pedestrian permeability of the centre, as it has created larger blocks, is a less attractive environment to walk through with no shop frontages or amenity for pedestrians.
10. Pockets of open green space lie within the Town Centre, with a larger more diverse green space adjacent to the centre at the Washbourn Gardens.
11. Potential to bring green spine through the town centre from Washbourn Gardens to meet Sundial Square. Currently connection ends abruptly with no link to centre.
12. No indication of historic stream which was once present meandering between Queen and Oxford Streets.
13. Cambridge Street has a generous width, with surrounding sites that are a potential opportunity for development.
14. Direct sightline from town centre to the Holy Trinity Anglican Church - which is an important historical building. There is poor walking and cycling connection between town centre and the southwest of the Church.

Appendix 5: Wider Richmond Constraints and Opportunities



1. Busy intersections and key vehicle entrance points to Richmond, all intersections are vehicle focused and create a severance to the area north of State Highway 6. Feeds heavy traffic into main roads in Richmond, notably Salisbury, Champion and Bateup Roads.
2. Salisbury Road is a major route and school hub, serving five schools. The road design prioritises vehicle use, and requires upgrading to better support walking and cycling for students and those using it as a connector.
3. Three flat areas are located within a 1km walking distance to the Richmond town centre. These are ideal areas for intensification. The average lot sizes of these areas varies, but are mostly larger lots with older homes which make them ideal for redevelopment.
4. Central spine down Upper Queen Street provides views over the Richmond precinct including over land and out to sea.
5. General slope towards the south across Richmond, Wensley Road has a rolling gradient and creates a severance in the walkability and flat layout of Richmond's residential neighbourhoods.
6. Town centre features both a main road and a private mall, both of which are well-used. Town centre is predominantly single-storey and there is an abrupt transition between the mall and the stand-alone, single-storey residential area, with potential for more mixed-use buildings to create a transitional change that allows for different housing typologies.
7. The mall is privately owned and has a large carpark in its centre. It severs the connectivity of a large part of the town centre.
8. An existing popular cycle route and shared path runs along the old rail line. While it provides a good feeder route to Nelson, it's integration to the local network is limited and will be integrated as part of the Walking and Cycling Strategy.
9. The industrial area and heavy truck use create a hostile street environment of Lower Queen St which disconnects the newer residential areas from the rest of Richmond's residential areas.
10. Newly established Berryfields development provides a mix of medium-sized-lot and more dense housing arrangements. Typologies are all detached, with a local cafe and pub in walking distance for residents.
11. Jimmy Lee Walkway provides a high amenity green spine to Richmond, linking the hills to the centre, through residential areas, ending in Washbourn Gardens. There is an opportunity to utilise this amenity and accessibility to provide medium density along this corridor.
12. Houses along Gladstone Road turn their back to Jubilee Park. Potential to create a better utilised green space, integrate the road and park, and connect to new development at Berryfields.
13. Gladstone Road 21,000+ vehicle-a-day route from through traffic to south and north-west. Hostile living environment with loud, frequent traffic.
14. Very small availability of greenfield at Richmond South. Not as connected to main centres and public transport and potential fertile soils.
15. Industrial and mixed-use zones have a variety of older buildings and newer areas. There is a reliance on private vehicles for workers to access these areas.
16. Lack of commercial centres servicing residential areas
17. Growing local centre with cinema and other tenancies. Opportunity for a secondary town centre with mixed-used, medium and high density residential.
18. Opportunity for redevelopment and increased residential density, and better connect Richmond along Queen Street with the new development in the west.
19. Some pockets of greenfield area available in more suburban Richmond along with some larger sites with older homes along Hill Street. Opportunity for small scale medium density.
20. Organic change at south-western end of Gladstone Road from residential to commercial and light industrial. Future Development Strategy has supported this through zoning changes.

Appendix 6: Stellar Projects memorandum

Appendix 7: Modelling

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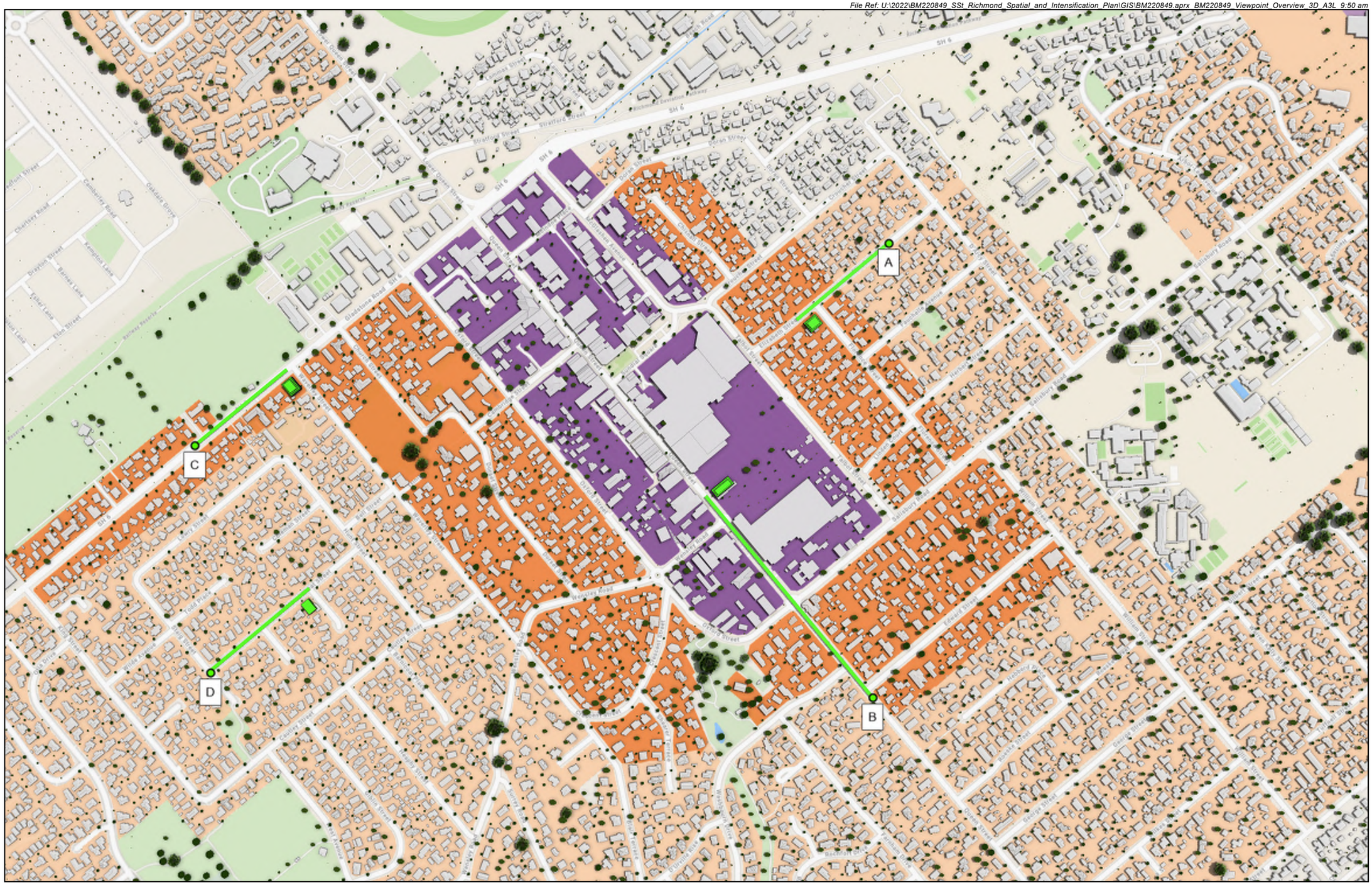

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Data Sources: Source: Airbus,USGS,NGA,NASA,CGIAR,NLS,OS,NMA,Geodatastyrelsen,G and the GIS User Community, Map data © OpenStreetMap contributors, Microsoft, Facebook, Google, Esri Community Maps

Projection:

LEGEND

- Viewpoints
- Sight Lines
- Building examples
- Town Centre
- Local Centre
- Medium Density 1
- Medium Density 2

RICHMOND SPATIAL PLAN

Viewpoint Overview

Date: 21 March 2024 | Revision: 0

Plan prepared for Tasman District Council by Boffa Miskell Limited

Project Manager: Stephanie.Styles@boffamiskell.co.nz | Drawn: DHi | Checked: MMo

Map 3

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The models over the following pages explore possible height limits within the proposed Spatial Plan zones. These models give insight as to what the massing of buildings could look like within these zones.

The scenarios are labelled as following:

	Scenario 1	Scenario 2	Scenario 3
Viewpoint A Elizabeth Street	Six storeys	Five storeys	Four storeys
Viewpoint B Queen Street	Six storeys	Five storeys	Four storeys
Viewpoint C Gladstone Road	Six storeys	Five storeys	Four storeys
Viewpoint D Alfred Street	Three storeys		

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Data Sources: LINZ, Tasman District Council, Source: Airbus,USGS,NGA,NASA,CGIAR,NLS,OS,NMA,Geodatastyrelsen,G and the GIS User Community, Map data © OpenStreetMap contributors, Microsoft, Facebook, Google, Esri Community Maps

Projection:

LEGEND

- Town Centre
- Local Centre
- Medium Density 1
- Medium Density 2

RICHMOND SPATIAL PLAN

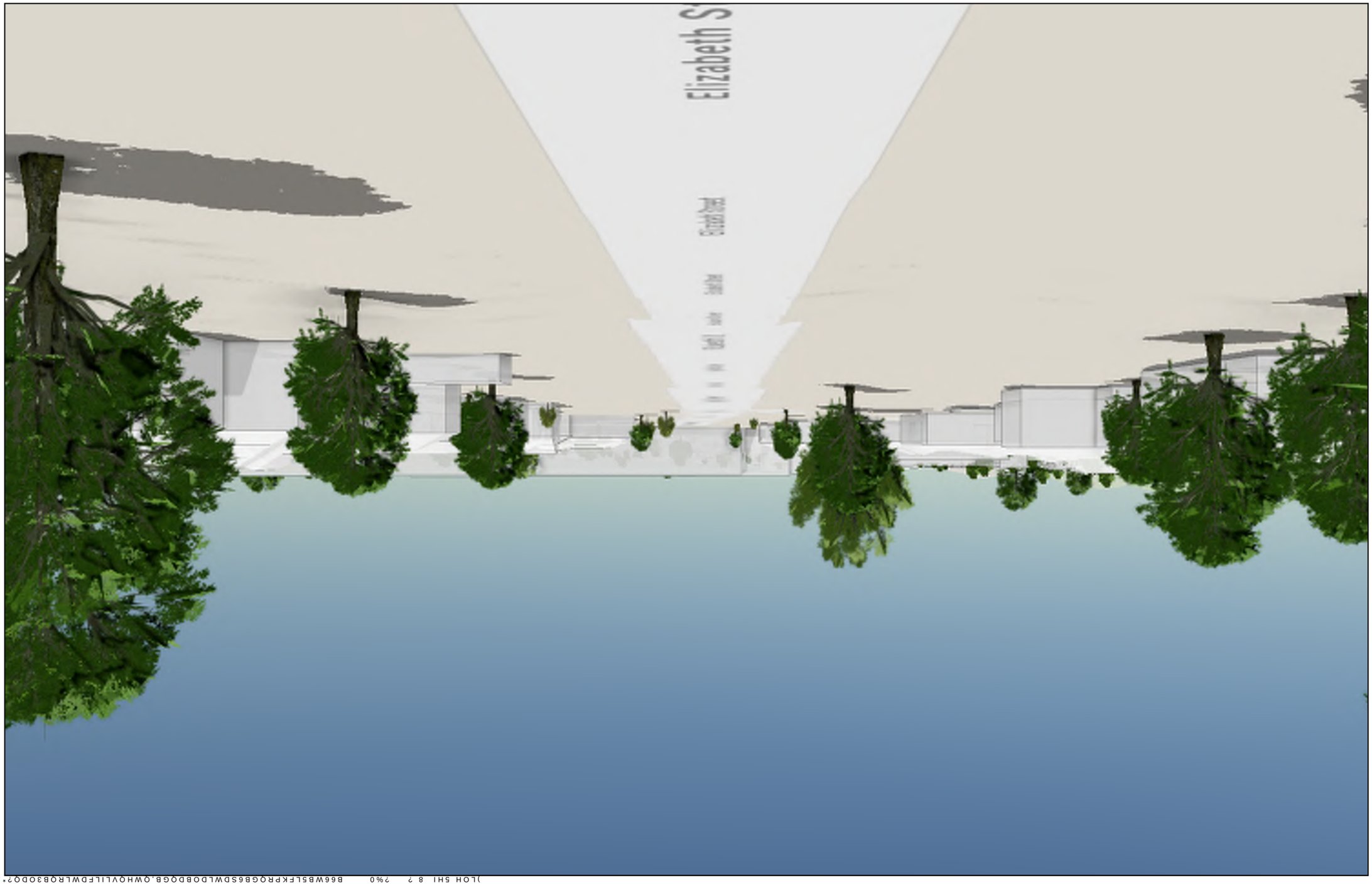
Spatial Plan (wide extent)

Date: 20 March 2024 | Revision: 0

Plan prepared for Tasman District Council by Boffa Miskell Limited

Project Manager: Stephanie.Styles@boffamiskell.co.nz | Drawn: DHi | Checked: MMo

Map 1



Strategy and Policy Committee Agenda – 18 April 2024

Strategy and Policy Committee Agenda – 18 April 2024

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Scenario 2

RICHMOND SPATIAL PLAN

Viewpoint B (Queen St)

Date: 03 April 2024 | Revision: 0

Plan prepared for Tasman District Council by Boffa Miskell Limited

Project Manager: Stephanie.Styles@boffamiskell.co.nz | Drawn: DHi | Checked: MMo

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Scenario 2

RICHMOND SPATIAL PLAN

Viewpoint B (Queen St)

Date: 03 April 2024 | Revision: 0

Plan prepared for Tasman District Council by Boffa Miskell Limited

Project Manager: Stephanie.Styles@boffamiskell.co.nz | Drawn: DHi | Checked: MMo

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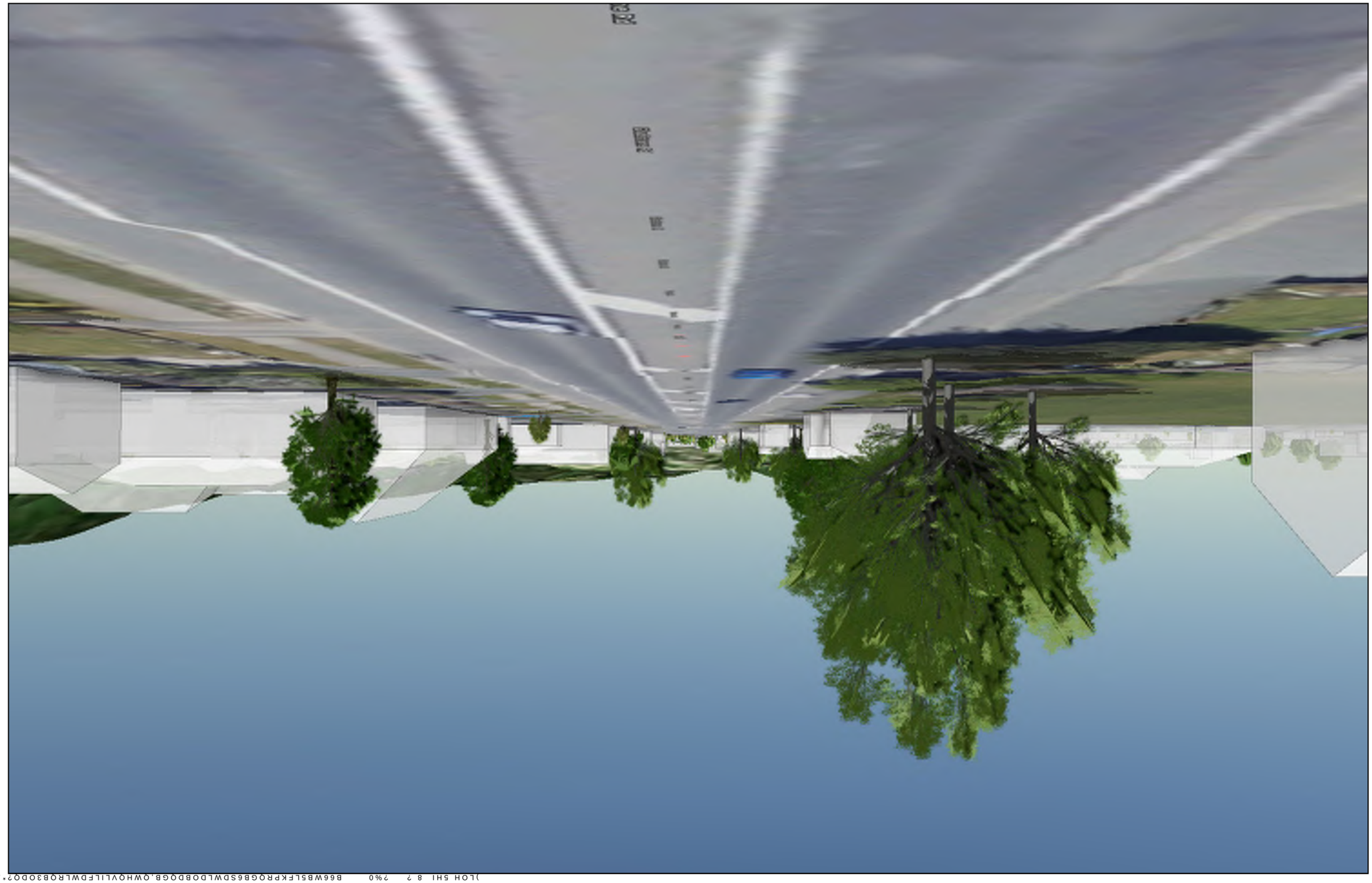

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Alfred Sheard Oval

About Boffa Miskell

Boffa Miskell is a leading New Zealand professional services consultancy with offices in Whangarei, Auckland, Hamilton, Tauranga, Wellington, Nelson, Christchurch, Dunedin, and Queenstown. We work with a wide range of local and international private and public sector clients in the areas of planning, urban design, landscape architecture, landscape planning, ecology, biosecurity, cultural heritage, graphics and mapping. Over the past four decades we have built a reputation for professionalism, innovation and excellence. During this time we have been associated with a significant number of projects that have shaped New Zealand's environment.

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7.3 APPROVAL OF GOVERNMENT POLICY STATEMENT ON TRANSPORT SUBMISSION

Report To:	Strategy and Policy Committee
Meeting Date:	18 April 2024
Report Author:	Bill Rice, Senior Infrastructure Planning Advisor - Transportation
Report Authorisers:	Dwayne Fletcher, Strategic Policy Manager; John Ridd, Group Manager - Service and Strategy
Report Number:	RSPC24-04-3

1. Purpose of the Report / Te Take mō te Pūrongo

1.1 This report seeks retrospective approval for Council's submissions on the draft Government Policy Statement on Land Transport (GPS), which have been submitted to the Ministry of Transport.

2. Summary / Te Tuhinga Whakarāpoto

2.1 The draft GPS was consulted on from 5 March to 2 April 2024, the four week consultation period allowed little time for Council to develop a submission, and obtain formal approval.

2.2 A workshop was held with Councillors on 25 March 2024 where staff outlined issues in the draft GPS and sought direction from Councillors on issues to be addressed in the Council's submissions.

2.3 A joint submission was prepared with Wakatū Incorporation regarding the specific issue of maintenance funding for roads on General Land held in collective ownership by Māori (Attachment 1). This submission was signed by both the Council's and Wakatū Incorporation's CEOs, and submitted to the Ministry of Transport

2.4 Staff prepared a draft submission on the more general issues affecting Tasman. This was shared with Councillors, and email feedback sought from Councillors. All feedback received supported the draft. Staff prepared a final submission (Attachment 2) with no changes. This was signed by the Council's Mayor and CEO, and submitted to the Ministry of Transport.

2.5 The general submission broadly supported submissions on the draft GPS from the following organisations:

- Joint Nelson Tasman Regional Transport Committee
- Taituarā – Local Government Professionals Aotearoa
- South Island Regional Transport Committee Chairs Group

2.6 These submissions are included as Attachments 3, 4, and 5.

3. Recommendation/s / Ngā Tūtohunga

That the Strategy and Policy Committee

1. receives the Approval of Government Policy Statement on Transport Submission report RSPC24-04-3; and

2. **approves retrospectively the joint Tasman District Council and Wakatū Incorporation specific submission on the draft Government Policy Statement on Land Transport (Attachment 1 to the agenda report), which was submitted to the Ministry of Transport; and**

3. **approves retrospectively Tasman District Council's general submission on the draft Government Policy Statement on Land Transport (Attachment 2 to the agenda report), which was submitted to the Ministry of Transport.**

4. Attachments / Tuhinga tāpiri

tasman district council | Te Kaunihera o te tai o Aorere

27 March 2024

Te Manatū Waka Ministry of Transport

Wellington

gps@transport.govt.nz

Tēnā koe

Tasman District Council's Submission on the Draft Government Policy Statement on Land Transport 2024-2027

Thank you for the opportunity to submit on the Draft Land Transport Government Policy Statement (**GPS**) 2024-27.

Background

Te Kaunihera o te tai o Aorere - Tasman District Council (the Council) is a Unitary Authority serving a mix of rural and township settlements at the top of the South Island. There are eight iwi who whakapapa to whenua in Te tai o Aorere. These eight iwi have a strong attachment to their whenua and are seeking to develop that whenua for the benefit of their uri and the wider community.

Our Submission

This joint submission from Tasman District Council and Wakatū Incorporation on the Draft GPS 2024-27 in relation to private roads on General Land held in collective ownership by Māori, includes the following:

1. **Tasman District Council Request for the Draft GPS 2024-2027**
2. **Wakatū Incorporation Submission on the Draft GPS 2024-2027**
3. **Kainga Ora Housing New Zealand Supporting Statement**

Please contact the following for clarification of any points in our submission, if required:

- Marie Callander, Corporate Counsel, Tasman District Council, marie.callander@tasman.govt.nz
- Iain Sheves, Tumu Whenua me te Mātanga Rautaki, Wakatū Incorporation Iain.Sheves@wakatu.org

Thank you again for the opportunity to lodge this submission on the Draft GPS 2024-27. If there is an opportunity to speak to our submission in person, this would be most appreciated.

Na māua noa, nā

Leonie Rae
Chief Executive Officer
Tumu Whakarae
Tasman District Council

K C Johnston

Kerensa Johnston
Chief Executive
Tumu Whakarae
Wakatū Incorporation

Tasman District Council
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Website www.tasman.govt.nz
24 hour assistance

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Phone 03 543 8400
Fax 03 543 9524

Murchison
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New Zealand
Phone 03 523 1013
Fax 03 523 1012

Motueka
7 Hickmott Place
PO Box 123
Motueka 7143
New Zealand
Phone 03 528 2022
Fax 03 528 9751

Takaka
78 Commercial Street
PO Box 74
Takaka 7142
New Zealand
Phone 03 525 0020
Fax 03 525 9972

1. **Tasman District Council Request for the Draft GPS 2024-2027**

General Land Held in Collective Ownership by Māori

We are concerned that while in principle the Land Transport Management Act 2003 (**LTMA**) permits an regional land transport plan (**RLTP**) to include as an activity for the National Land Transport Programme (**NLTF**) funding maintenance of a private road, under the current Government Policy Statement on Land Transport (**GPS**) for the 2021-2024 period a road:

- constructed on general land held in collective Māori ownership being subdivided into a leasehold subdivision with through roads linking to other local roads, and
- with an easement granted to a local authority for roading purposes with the local authority having full control and responsibility for the operation of the road,

is a 'private road' rather than a 'road' under the Local Government Act 1974, and therefore under the LTMA cannot receive funding as it falls outside the "Local Road Pothole Prevention and Local Road Operations" activity classes.

If the proposed roadway was over Māori customary land or Māori freehold land and the easement or roadway laid out by order of the Māori Land Court under the Te Ture Whenua Māori Act 1993, then Waka Kotahi could fund such a private road. Section 22 of the LTMA expressly permits Waka Kotahi to treat a Māori roadway as a local road for the purposes of funding.

The position is arguably a policy lacuna, in that a roading easement over general land held in collective Māori ownership is intended to achieve a position similar to a Māori roadway but that reflects the particular historical context and legal status of the land.

A current example of the problem that this lacuna creates is where The Proprietors of Wakatū who hold general land that is corpus land of high significance for them want to develop (through their statutory incorporation, Wakatū Incorporation) a 200+ home leasehold subdivision. This development has support from Kainga Ora and Wakatū wishes to grant an easement to Tasman District Council for the purpose of roading through the subdivision and linking to other existing local roads.

The current exclusion of this non-vesting easement arrangement for a 'private road' (that will be a key connecting local road) from the "Local Road Maintenance" activity class means that the costs of maintaining this road must fall on either Wakatū or Tasman District ratepayers.

This is inconsistent with funding arrangements for other local roads performing the same function and ignores the importance to Māori of retaining ownership of their corpus land while endeavouring to improve housing outcomes for Motueka.

The position could be addressed by amendments to the new GPS for the 2024-2027 period, to extend the "Local Road Pothole Prevention and Local Road Operations" activity classes to allow maintenance of certain private roads to be funded.

2. Wakatū Incorporation Submission on the Draft GPS 2024-2027

21st March 2024

Wakatū House
28 Montgomery Square
PO Box 440
Whakatū (Nelson) 7040
Aotearoa (New Zealand)

Ph +64 3 546 8648
Fax +64 3 548 3226
info@wakatu.org
www.wakatu.org

Te Manatū Waka
Ministry of Transport
Wellington
gps@transport.govt.nz

BY EMAIL ONLY

Tēnā koe,

Submission on the Government Policy Statement on Land Transport 2024-2034

Thank you for the opportunity to submit on the above matter.
We would use this to bring to your attention an apparent discrepancy regarding the funding of roading under the LTMA and the proposed GPS.

Wakatū Incorporation is a Māori Incorporation based in Whakatū/Nelson and is a significant land owner in Te Tau Ihu. Wakatū is currently working to deliver 200 affordable homes on land which it owns in Motueka (classed as general land owned by Maori) and has partnered with Kainga Ora and Tasman District Council through the Infrastructure Acceleration Scheme in order to bring delivery forward.

The dwellings in the development will be delivered on a pre-paid leasehold basis in order to allow the Incorporation to retain long term ownership of this important Corpus land while still releasing the land for affordable housing in an area of significant housing need. In order to allow the land to be retained by the customary owners while also addressing the housing needs in the region, we have been working on a solution that avoids the requirement to vest any land within the development to the Council or other party. Easement instruments in gross in favour of the Tasman District Council are proposed to be employed over Wakatū lands for access/roading and infrastructure, reserves would be leased to the Council and the areas for development would be leased on long term leases to Housing Providers.

The easements would in substance create a public access/roading network (but on privately held land), initially built by Wakatū in line with the local Land Development Manual as part of its infrastructure development but under the full control and management of the Council through the easement instrument. There remains, however, an outstanding matter which requires resolution, regarding the question of the proposed roading qualifying for maintenance funding under the GPS.

We understand the Tasman District Council's view is that this could be resolved by making a minor amendment to the new GPS for the 2024-2034 period to extend the "Local Road Maintenance" activity class to allow maintenance of public access/roading arrangements of this nature but over private land held by Maori to be funded. We feel that this would remain within the intention of the legislative framework and would remove a key barrier to the development of Māori land.

It is understood that a number of Iwi and other Māori groups have expressed interest in releasing land for development while retaining long term ownership to align with current legislation and policies and so this matter is unlikely to be unique to this situation.

Should you wish to discuss this matter further please do not hesitate to contact me on the number above.

Nāku, nā,

Iain Sheves

Iain Sheves MRICS

Tumu Whenua me te Mātanga Rautaki

3. Kainga Ora Housing New Zealand Supporting Statement

Our(Kainga Ora Housing New Zealand Ltd) response in support of your application for GPS amendment:

Kāinga Ora, acting as the agent of the Crown has entered into an Infrastructure Acceleration Fund (IAF) funding agreement with Tasman District Council to fund Enabling Infrastructure Projects to unlock and enable Housing development. The IAF has also entered into a Housing Outcomes Agreement with Tasman District Council, Wahanga 2017 Limited Partnership and The Proprietors of Wakatū for Motueka West Phase 1 Development ("Motueka Development") to enable 200 homes on leasehold lots.

To fully realise the benefits of the Crown funding via the IAF, the housing outcomes must be achieved. The Motueka Development is on corpus land which is of utmost significance to Wakatū and the landowners. As part of the land development works for housing development, the developer (Wakatū) will have to ensure that local infrastructure (such as roads, potable water, wastewater, stormwater etc) are provided and connected to the trunk infrastructure (partly funded by the IAF).

Given that the land is corpus land, Wakatū and the landowners have made it clear that they will not vest the land on which the local infrastructure is constructed, rather enter into easement arrangements with the Council. Eventually this local infrastructure will have to be maintained by the Council (and other asset owners). We understand that Tasman District Council has been informed that the current GPS does not allow for any maintenance funding from Waka Kotahi of private roads and are seeking amendments to GPS 2024-27 for Land Transport so that such funding is being made available.

We support the Council's application seeking amendments to the GPS 2024-27 for Land Transport so that funding is made available in the short term whilst a longer term solution is further discussed. We see this being critical to accelerating the housing development and the intended housing outcomes. There is a real risk of the entire housing development not progressing any further if the maintenance funding was not available.

If you need any further clarification, please do let me know.

Kind regards

Suresh Ram

Senior Lead - Commercial

IAF

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2 April 2024

Te Manatū Waka Ministry of Transport
Wellington
gps@transport.govt.nz

Tēnā koe

Tasman District Council submission on the draft Government Policy Statement on Land Transport 2024

Thank you for the opportunity to submit on the draft Government Policy Statement on Land Transport 2024 (GPS).

Overview

Tasman District Council and Nelson City Council (Nelson-Tasman) are adjacent Unitary Councils with a shared transport network. The two Councils recognise this shared network through a Joint Regional Transport Committee.

This submission is from the Tasman District Council and supplements separate submission from the Joint Nelson Tasman Regional Transport Committee (JNTRTC).

We would welcome the opportunity to meet and discuss our submission, and to demonstrate the need for and value of the projects and programmes in Tasman and Nelson discussed below.

Submissions from Other Organisations

Tasman District Council broadly supports the submissions on the draft GPS from the following organisations:

- Joint Nelson Tasman Regional Transport Committee
- Taituarā – Local Government Professionals Aotearoa
- South Island Regional Transport Committee Chairs Group

In addition, Tasman District Council wants to make the following points for emphasis:

- We strongly support the Hope Bypass as a Road of National Significance. Tasman and Nelson are high growth regions, have no network resilience at present, and have significant and growing economic activity being generated by our primary industries – most of which is channelled through a congested and vulnerable network.

- We request that SH6 Rocks Road resilience, walking and cycling project be included as a project of priority with regional significance. In the absence of a rail connection in the Nelson Tasman area, the Hope Bypass and Rocks Road are both critical and interdependent parts of the main link between Tasman and the Nelson port or the inter-island ferry terminal at Picton. Rocks road is vulnerable to landslip from above, and coastal erosion from below. An extended closure would have significant impacts on the economy of the Tasman District.

- Tasman and Nelson have recently changed our joint public transport operations, resulting in an increase in patronage of over 100% in the past 6 months. We are enormously proud of this, offering modern and efficient, cost effective and well used public transport options for our communities - especially those struggling most in the cost of living crises. Our new service provider invested heavily in a modern electric fleet to provide this. We are very concerned that the recent advances may be put at risk with reductions in public transport funding. We ask that the government ensure that these new services are not placed at risk by the GPS.

- We have a different view on rail to both Taituara – Local Government Professionals Aotearoa and the South Island Regional Transport Committee Chairs Group. We note that our region has no rail and therefore agrees with the draft GPS in that no cross subsidisation from revenue gathered in Nelson Tasman from road users should fund rail. Like the JNTRTC we request that our lack of rail infrastructure in the region be a key consideration when assessing funding for significant transport projects.

- Given the lack of rail connections, and the vulnerability of the road connections, to this region, we support coastal shipping as a sustainable and resilient option for Nelson – Tasman.

- We suggest that funding that is made available from the reduced funding for Road to Zero be used for other road safety activities, such as policing, including policing of alcohol and drug impairment.

Yours sincerely
Nāku noa nā

Tim King
Mayor
Te Koromatua o te tai o Aorere

Leonie Rae
Chief Executive
Tumu Whakarae

Nelson City Council
Te Kaunihera o Whakatū

tasman district council | Te Kaunihera o te tai o Aorere

22 March 2024

Te Manatū Waka Ministry of Transport
Wellington
gps@transport.govt.nz

Tēnā koe

Nelson-Tasman Joint Regional Transport Committee submission on the draft Government Policy Statement on Land Transport 2024

Thank you for the opportunity to submit on the draft Government Policy Statement on Land Transport 2024 (GPS).

Nelson City Council and Tasman District Council (Nelson-Tasman) are adjacent Unitary Councils with a shared transport network. The two Councils recognise this shared network through a Joint Regional Transport Committee. This is a submission from the Joint Nelson Tasman Regional Transport Committee (JNTRTC), acting in their capacity as the Regional Councils.

Please note there may be separate submissions from the two respective Councils.

Overview

The Nelson-Tasman region has a combined population of 113,200. Our economy is principally based on primary production and processing.

Items the JNTRTC support

- Strongly support Hope bypass as a road of National Significance noting that this represents a significant investment at a key location in the network that is delaying a significant number of journeys daily. We note that we would like to be involved in setting the scope to ensure best regional outcomes are achieved. Matters we would like to raise during the scope setting include effects on existing and future multi-modal networks, and alignment with the Nelson-Tasman Future Development Strategy.
- Support increased transport funding up 30% from that allocated in GPS 2021.
- Support the increased focus and funding on getting maintenance back to a sustainable level.
- Support resilience being a strategic focus but request clarity around how emergency works are to be funded noting that the draft GPS suggests emergency funding will need to come from maintenance allocations (page 26).
- Commend the move to a 10 year GPS and NLTP approach (noting that this better enables better procurement outcomes, and better alignment with national and local priorities and delivery). However we note that the big swings between emission reduction activities vs roading centric projects which supports unlocking of economic productivity in changing of governments are very challenging for the sector. We support a more bipartisan consensus to encourage the 10 year transport programme having balance.

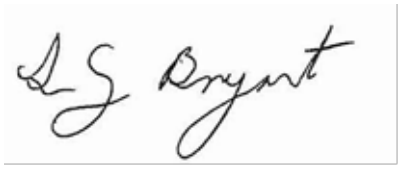
- We support the Government's view that the current shortcomings of the revenue system need to be addressed as quickly as possible, noting that there is some concern over the ability to avoid RUC payment through manipulating speedometers, the challenge for some to budget for this as a once off payment, and the proposed administration charge which is significant for those living pay day to pay day and unable to pay for a larger distance in advance.

Items the JNTRTC request for change or reconsideration

- Request that SH6 Rocks Road resilience, walking and cycling project be included as a project of priority with Regional Significance. Suggest inclusion in the schedule of projects in Appendix B of the GPS.
- Concern about the highly prescriptive nature of the draft GPS as it seems to undermine the autonomy of local councils, and may cause delays to projects that are already planned/consented. For example excluding traffic calming or raised platforms, which are low cost, effective and well-accepted safety solutions near schools and the prescriptive nature of the RONS (4 lane and grade separated) may result in options with better long term value for money not being considered.
- Request that the FAR for walking and cycling maintenance stay the same, i.e. parity with road maintenance, to enable local government to effectively maintain the significant footpath and cycleway asset class.
- International research supports safe speeds as one of the four pillars of road safety. Concerned that removal of this pillar is likely to result in more people getting harmed.
- Nelson Tasman have grown public transport patronage close to 100% in the last six months through a combination of reduced fares and improved electric bus service. Increased fares to support an increased farebox recovery may jeopardise patronage and increase congestion. We request clarity on both farebox recovery expectations and how existing long term committed public transport contracts will be funded noting that MoT's Public Transport Operating Model favoured 10 year contracts. Any reduction in funding is of major concern for us as a region.

The JNTRTC also broadly supports the submission by Taituarā – Local Government Professionals Aotearoa, but has a different view on rail. We note that our region has no rail and therefore agrees with the draft GPS in that no cross subsidisation from revenue gathered from Nelson Tasman road users should fund rail. The JNTRTC also requests that our lack of rail infrastructure in the region be a key consideration when assessing funding for significant transport projects.

Yours sincerely,
Joint Nelson Tasman Regional Transport Committee



Stuart Bryant
Chair – Joint Nelson Tasman Regional Transport Committee and Deputy Mayor (TDC)

Nick Smith

Mayor Nelson and Deputy Chair – Joint Nelson Tasman Regional Transport Committee

Draft Government Policy Statement on land transport 2024-34 – Submission

What is Taituarā?

1. Taituarā — Local Government Professionals Aotearoa (Taituarā) welcomes the opportunity to submit on the *Draft Government Policy Statement on land transport 2024-34* (GPS). Taituarā is an incorporated society of approximately 1000 members drawn from local government: Chief Executives, senior managers, and council staff with significant policy or operational responsibilities. Our contribution lies in our wealth of knowledge of the local government sector and of the technical, practical, and managerial implications of legislation.

2. Our vision is: Professional local government management, leading staff and enabling communities to shape their future. Our role is to help local authorities perform their roles and responsibilities effectively and efficiently.

3. Effective land transport is vital to Aotearoa New Zealand's future. The consequences of decisions made today will impact future generations. Long-term environmental, as well as economic outcomes, must be taken into consideration. Negative environmental impacts have clear economic costs.

System Reform

Long Term Planning and Alignment with Local Government Processes are required

4. We are pleased to see longer term planning horizons for transport and the GPS and note that 10 years matches with local government's Long Term Plans. However, this is still considerably shorter than the requirement for 30-year infrastructure strategies. Furthermore, alignment will only be secured when timing as well as timeframes line up. We recognise that the lack of alignment of this GPS with local government long term planning processes was somewhat unavoidable. Nonetheless it is still sub-optimal for local government. Ideally, future GPSs would be available at least 15 months before the due date for long term plans to be adopted and would enable

integration with the development, consultation and finalisation of Long Term Plans, Regional Land Transport Plans, and Public Transport Plans.

5. Given the proposed shift in priorities will likely affect programme business cases, activity management plans and uncommitted work for the forthcoming council Long Term Plans 2024-34, Regional Transport and Public Transport Plans, we recommend that NZ Transport Authority | Waka Kotahi (NZTA) be enabled to engage with councils at the earliest opportunity to assist with any revisions and rework that might be necessary to meet the new strategic priorities and activity class requirements.

6. Ten-year investment plans are a starting point for alignment. We support the development of a 30-year plan for transport infrastructure and recommend this be coupled with a 30-year investment plan that includes the major strategic projects. Having a well-defined, committed and funded programme of work will give certainty to business, the transport and construction industry, communities, local government and NZTA.

7. The 30-year plan for transport infrastructure should be integrated with land use, housing, energy, communications infrastructure, nationally significant waste and water infrastructure, ports, airports, tertiary hospitals and education facilities, and nationally significant sites for conservation and nature. It should address critical matters such as climate change – both adaptation and mitigation – and natural hazards. An integrated plan like this could then be represented spatially – a national spatial plan – and would guide strategic decision making on national and inter-regional issues over the long term and increase the effectiveness and efficiency of decision-making.

Recommendations:

1. Future GPSs are adopted at least 15 months before the start of the financial year that they apply to.
2. NZTA engage as early as possible on any revisions to local government business cases, activity management plans, and previous approvals, to ensure local government Long

Term Plans and Regional Transport Plans are fit for purpose and do not require substantial last-minute rework or unnecessary amendment.

3. Consideration is given to developing a national integrated spatial strategy to guide strategic decision making.
4. A 30-year plan for transport infrastructure is developed at pace and includes a thirty-year investment plan for significant programmes and projects.

Overhauling Revenue, Financing and Funding

8. The future of revenue systems is a piece of work fundamental to the success of future GPS, along with long-term funding and financing tools.

9. We note the significant investment required from local government each year ($1.5 billion) in this GPS and highlight that there are limited revenue streams for local government to access to meet this expectation. The main area of income for local government is rates. Across the country many regions are already predicting rates increases in double figures, with huge investment required for essential infrastructure projects. Meeting the local share of transport investment has become increasingly difficult. Affordability is both a local, regional and national issue. Therefore, new tools, such as congestion charging to manage demand and value capture, are not just welcomed – they are necessary.

10. The graph on page 8 of the draft GPS is compelling and backs up the consensus that Fuel Excise Duty (FED) is reaching its use by date. Moving from FED to Road User Charges (RUC) is a step towards road pricing alternatives – particularly if time and location-based charging were included.

11. The commitment to not increasing FED or Road User Charges (RUC) during this term of government creates concern that when increases do arrive, that they will not be gradual, and households will be unable to easily absorb these costs.

12. When these costs are coupled with –
    - increases to Motor Vehicle Registrations in 2025 and 2026

- changes to revenue and funding expectations for public transport services – farebox recovery
- rail not competing on an equal footing with roads
- reduced (halved) funding for walking and cycling

there is genuine concern that the GPS will limit mode shift, decrease access to economic and social opportunities and exacerbate current inequities within communities and between them.

13. On page 15 of the consultation document, it states that "it is unfair to ask people using the roads to fund rail infrastructure." However, this view fails to acknowledge that most people benefit from freight being delivered via rail rather than by road. Freight going via rail makes roads safer, with fewer heavy vehicles on the road resulting in less wear and tear. It reduces congestion and emissions. Furthermore, often those travelling via road will be the consumers of goods moved by rail freight. Therefore, a subsidy is necessary, and the level of the subsidy must be reasonable.

14. The need for a social licence to essentially change the country's tax system shouldn't be underestimated. Especially considering the feedback Tauranga City Council received on its congestion charging Long Term Plan 2024-34 proposal[1] and recent findings from Te Waihanga on people's willingness to pay for infrastructure investment.

15. While the GPS might be the first step in articulating the story, government should have a plan for change that takes people with them on this journey. This plan must include a communications and engagement strategy. Simply receiving a report from the Ministry of Transport and NZTA will not be enough.

[1] SunLive - Tauranga puts brakes on congestion charge study - The Bay's News First

Recommendations:

5. Investigate and then implement new funding and demand management tools to support local government.
6. Revisit the decision to remove funding for rail infrastructure from the revenue generated from road users.
7. Provide a clear plan that outlines the future of the transport revenue system to build the social licence for change.

Strategic Priority – Economic Growth and Productivity

16. The draft GPS approaches future funding and activity from predominantly an economic lens – the top priority being to support economic growth and productivity. While the first purpose of a land transport network is to move goods and people – and transport is a critical economic enabler – the over-riding focus risks missing the vital role transport plays as the servant of the community and an enabler of increased community, as well as societal, wellbeing and standards of living.

A stable climate underpins economic growth and productivity

17. The GPS fails to sufficiently recognise wider societal outcomes – including health and climate change – by placing pre-eminence on economic growth. This is a concern, not least because of the impact of transport emissions.

18. We cannot forget that the transport sector is the country's second biggest source of greenhouse gas emissions and the lion's share of this comes from land transport. Most emissions come from the vehicles using the land transport system, but transport infrastructure also creates greenhouse gases during its lifecycle of construction (embodied emissions), operation and maintenance.

Putting off decarbonisation signals at this stage is unhelpful

19. 'Between 1990 and 2021, transport emissions rose approximately 69%, faster than any other sector.'[2] Yet transport has the potential to be almost fully decarbonised by 2050. While the second Emissions Reduction Plan (ERP2) is still in development, given:
    - transport's emissions profile
    - transport's potential to contribute to net zero by 2050
    - the step changes required to meet our Paris targets

    the complete omission of climate mitigation from the draft GPS isn't justified and even a different sectoral policy mix shouldn't lead to a vastly different ERP2 given the emissions reductions we need in outer years.

20. The omission influences the investment choice between classes of transport activity within the draft GPS and could undermine a long term, inter-generational, and integrated approach to planning and investment across national, regional and local strategies and plans.

21. Also, integration of ERP2 later does not sit well with the focus on a move towards pricing signalled throughout the document. A properly set road price will include the environmental costs of road use – especially emissions.

Electrifying the vehicle fleet requires infrastructure and a 'lite' business case

22. One of the few initiatives to decarbonise the vehicle fleet contained in the draft GPS is the coalition agreement commitment to deliver 10,000 public EV chargers, subject to a cost benefit analysis. The work on the cost benefit should be completed before the final GPS is adopted to give certainty to the direction of travel for electric vehicles. Given the work that is already completed in this area and the potential revenue stream attached, this should be a simple, incentivised activity. The business case should be proportionate to the issue, costs and risks.

[2] MOT-Strategic-Briefing-to-the-Incoming-Minister.pdf (transport.govt.nz), p11.

23. More will need to be done to support the transition to an electric fleet, including ensuring a consistent supply of electricity, and enabling people, including freight operators to transition to an electric vehicle.

Avoiding perverse outcomes for housing

24. There is a focus within the economic growth and productivity priority on land being unlocked for thousands of new homes. While housing is certainly needed, and some sites are suitable for greenfield development, consideration needs to be given so that:

- highly productive land or land susceptible to high natural hazard risk, including the risks associated with climate change, is not released for housing. For example, the Hamilton Southern Links Road of National Significance raises the potential for new homes on peat soils that will flood, and homes could become uninsurable.

- supporting infrastructure, such as water and wastewater, is planned and adequately funded and local government has access to new funding tools – for example to capture the value associated with land value increases – in advance.

Recommendations:

8. Include climate mitigation / emissions reductions as a strategic priority in the final GPS on land transport 2024-34.
9. Articulate how transport emissions are being decoupled from economic and population growth to meet Paris commitments and emissions budgets and the achievement of net zero by 2050.
10. Complete a 'lite' cost benefit analysis regarding 10,000 EV chargers before the adoption of the GPS.
11. Consider additional policy levers including incentives to electrify the vehicle fleet[3].
12. Include the environmental costs of road use – especially emissions – in road pricing.
13. Ensure transport enabled housing growth is –

[3] Productivity Commission | Low-emissions economy

a. carefully planned to avoid development in places of unacceptable risk.
b. integrated with plans for other essential infrastructure and appropriate funding tools.

Strategic Priority - Increased maintenance and resilience

25. We welcome the focus on preventative maintenance for resilience but note that resilience is best built into the initial design and this needs to occur very early in the process. Another critical stage is replacement.

26. The amount spent on reseals and rehabilitation and the length of work done are disappointing but not unexpected given the challenges faced by local government – inflation, cost-escalation, contractor availability, weather events etc.

27. Therefore, the pothole funding – covering road resealing, road rehabilitation and drainage maintenance – is endorsed in principle. Much of the work needed 'to fix' the potholes in the near term will be rehabilitation work which is more expensive and more complex and dependent on dry weather than other options such as a resealing in the road corridor. It is probably not what the general public think of when they think of 'fixing the pothole' problem either. It is unclear how this fund sits alongside other maintenance needs – operations – and what the calculations are that sit behind the two amounts of funding allocated to the road maintenance activity. For example, is the funding allocated to the pothole fund based on condition assessments and resilience cost data?

28. The scale and complexity of pothole fixing for the long term – the need for resurfacing and rehabilitation which is best done in summer – also begs also the question whether a 24-hour target to 'fix' potholes on the state highway network will be effective, efficient or even practicable.

29. Many of the potholes in our roads are caused and exacerbated by heavy freight being moved – particularly over older pavement types and on roads not designed with them in mind. A commitment to move freight back to rail, would have a

significant and positive impact on the network performance our roads, including those of national significance.

30. We welcome the retooling of the Road Efficiency Group (REG). It also needs to look at sources of supply for strategic materials, for example there have been concerns about the availability of aggregate, and at procurement practice - are we paying the price for overspecification in the design and tender stages? However, we need to be mindful of potential overlap of functions with new entities such as Infrastructure Agency.

Recommendations:

14. Clarify the basis for the funding allocations across state highway and local roads – potholes, operations and improvements and identify what, if any trade-offs, have been made.
15. Review the practicality of requiring a 24-hour target to 'fix' potholes on the state highway network to ensure it will be effective, efficient and practicable.
16. Road Efficiency Group to look at strategic material supply issues and procurement practice.

Safety

31. Initiatives to improve road safety that target the highest contributing factors in fatal road crashes are supported. It will be important to resource the police sufficiently to perform this function while not adversely affect the performance of other critical police duties that the public rely on. The focus on specific enforcement targets for Police, along with the potential tripling of driving infringement fees, could be interpreted as a revenue gathering exercise and undermine the public's trust and confidence in the changes.

32. Speed affects the severity of all crashes. Even if it is not the cause of a crash it can determine its outcome. Speed should be consistent with the design speed of the road, and roads should be designed to be safe for all users, including pedestrians and cyclists. We note the reduced funding for traffic calming measures in the Local Road

Improvement funding and think this sends the wrong signal. Where a Benefit-Cost analysis suggests this is the right measure for the right road and surrounding environment there should not be a deterrent to its use.

33. Road Controlling Authorities will appreciate legislative certainty around their role in setting speed limits, the timeframes for this and consistent benefit-cost analysis criteria. Sufficient funding for this activity will be required.

Recommendations

17. Ensure Police are adequately resourced to perform the traffic law enforcement function in a way that does not adversely affecting the performance of other critical police duties and targets don't create perverse incentives for policing and negatively affect other aspects of community safety.
18. Ensure there is sufficient funding available for Road Controlling Authorities to do the necessary work and public engagement on speed limits.

Value for money and resilience

34. Value for money should be viewed in terms of whole of life costs – including greenhouse gas emissions impacts – quality, wider societal benefits and resilience.

35. In addition to building resilience into initial designs, long term resilience should be a factor in future asset replacement, particularly where network disruption frequently occurs at the same place. Increased resilience options include the potential to move key infrastructure out of danger zones, which requires sufficient funding to be available to make this step-change improvement to the network. While the GPS notes funding for North Island Weather Events comes out of separate Crown Funding, there will be more weather, natural hazard and climate related events in the future. In delivering resilience for the community broader social as well as economic objectives – and their inter-dependencies – are important.

36. We note that resilience already forms part of strategic business cases, but question whether enough is being done for communities frequently affected by network

disruption because of natural hazards, weather and climate impacts. For example, whether secondary pathways that could be future primary routes are being adequately considered and funded as part of adaption responses. Areas such as Thames Coromandel, Northland and Tairawhiti come to mind given the frequency of events and sea level rise.

37. The priority accorded to economic productivity could undermine the achievement of 'resilience, reliability, and safety' for all users of the transport network and communities that depend on it.

38. We note there are potential tensions between the "no frills" specification or least cost aspects of the draft GPS and creating an integrated network that contributes to resilience and improved quality of life. It will be important for NZTA, KiwiRail and councils to continue to work together on programmes and projects to maximise opportunities for win/win solutions within the bounds of the GPS, Ministerial Expectations and relevant legislation.

Recommendations:

19. Value for money should be viewed in terms of whole of life costs – including greenhouse gas emissions impacts – quality, wider societal benefits and resilience.
20. Value for money assessments should capture non-monetised value indicators, take a long-term view and apply discount rates that reflect the life of the asset, and enable adaptation options that increase long term community and infrastructure resilience.
21. Achieving value for money requires parties to work in partnership to achieve national, regional and local strategic objectives.

Efficiencies throughout the system

39. All of the public sector, including local government, is currently looking to improve its effectiveness and be efficient in delivering strategic priorities and what matters on the ground. Alongside finding necessary savings, a close working relationship between local government and NZTA that
    - builds better business cases

- improves asset management and investment outcomes
- delivers an integrated transport network that meets the needs of New Zealander's

is a highly valued aspect of the current system and essential to the achievement of wider council objectives under the Local Government Act 2002. Councils don't want to lose the opportunities – from capability building to place making – that this relationship provides.

Temporary traffic management and the potential for savings

40. A reduction in expenditure for temporary traffic management costs is welcomed. These not only affect councils as Road Controlling Authorities, transport operators and delivery partners but they affect council and community led projects and events. How this works to maintain safety standards for workers and road users and council responsibilities as Person Conducting a Business or Undertaking (PCBU) needs to be carefully thought through with local government at the table. Compliance with revised guidance may not be sufficient to discharge all duties.

Recommendations:

22. Ensure there is sufficient funding for proactive State Highway and local road resilience improvements - including new roads and realignments that deliver genuine improvements for communities at risk of network interruption – to begin within the NLTP investment categories.
23. Involve local government in revised temporary traffic management arrangements including standards or guidance that aim to reduce expenditure to ensure.

Roading – Funding Allocation

41. There is more funding in roading infrastructure under the draft GPS, which given the state of the roading network, cost escalations and affordability issues is required. It is unclear how the local road pothole prevention fund figures were derived – we assume based on condition assessments etc - and how this activity class sits with other maintenance needs in local road operations. It has the bulk of the funding, and it is forecast to grow a great deal more rapidly than the other over the life of the GPS.

Recommendation:

24. It would be good to publish the underlying assumptions and comparisons behind the funding figures provided for local road maintenance.
25. Ensure whole of life costs are taken into account when costing infrastructure.

Public Transport – Funding Allocation

42. The GPS sends mixed messages. It notes the intent to invest in public transport in Auckland and Wellington, and we agree that substantial investment in the public transport system there is required. However, the proposed levels of investment will not grow the commuter base. Furthermore, overall public transport is losing funding. This sends mixed messages about the government's priorities in this area. A commitment for central government to work more closely with local government in this, and other areas, is required. Revenue sharing is needed to ensure that there is adequate funding to support infrastructure.

43. We note that increased fare-box recovery is not a viable option until there is improved service, i.e. reliable with acceptable journey times, which is dependent on the state of the assets. This encompasses tracks, trains, buses, roads, and includes priority for public transport. We currently have a national shortage of train and bus drivers who are key assets in the system and government support for workforce development is needed.

44. There is a history of underinvestment in rail. Achievement of strategic plans is dependent on a reliable network, with hubs that enable the rural hinterland to connect with ports and markets. If the network isn't reliable and the infrastructure isn't up to task – with strategic connections – this leads to less usage, and ultimately increased funding requirements to bring the network back to an agreed level of service. This is the situation we are in now.

45. Under previous GPS for land transport, the expectation had been that more goods will be moved by freight, and across a larger part of the network than described in this draft GPS.

46. There is therefore a concern around the stated funding ranges for the rail network, particularly if rail is to play a part in reducing carbon emissions, a resilient transport network and an enabler of growth. There are substantial differences in upper and lower range bounds. The rationale for such a significant range, with the figure at the lower level of funding being so small - particularly from the 26/27 year - is not clear. It appears to imply that beyond the Golden Triangle and Lower North Island – and whatever is built into the programme already – there is little that will be supported.

47. The Lower South Island network and the Mid Canterbury Network could be viable under the revised funding model so long as groups of customers are prepared to invest but options beyond these lines appear limited, particularly with significant money already committed.

Recommendations:

26. Work with local government to determine effective, and cost efficient, ways to support public transport.
27. Publish the assumptions underpinning the quantum of funding and upper and lower bounds of the range for public transport.
28. Road users should subsidise rail infrastructure due to the benefits of removing freight from roads - reduced congestion, improved safety and lower emissions.
29. Clarify the Government's position on the future of rail freight networks such as the lower South Island network and the Mid Canterbury Network under the revised funding model.

Active Transport

48. In the GPS any new investment in walking and cycling is constrained by the need for either increasing economic growth or improving safety - where volumes of pedestrians and cyclists already exist. The multiple benefits from active transport, including health benefits to individuals, and ultimately, the health system, along with benefits to the environment, with fewer emissions released through these modes of transportation, are missing from the GPS. Funding for active transport improvements is effectively halved.

49. There are concerns that any reference to safety - safer roads, safer drivers, and safer vehicles - does not include the safety of the public using the transport system as a whole.

Recommendations:

30. Ensure that the safety of the public, not only those of road users, is taken into consideration.

28 March 2024

Ministry of Transport
PO Box 3175
Wellington 6140

By email: GPS@transport.govt.nz

Tēnā koe,

South Island Regional Transport Committee Chairs Group submission on the draft Government Policy Statement on land transport 2024

Thank you for the opportunity to provide feedback on the draft Government Policy Statement on land transport (GPS) 2024. This letter forms the submission from the South Island Regional Transport Committee Chairs Group (the Chairs Group), setting out the collective feedback of the Chairs from each of the Regional Transport Committees in the South Island.

The Chairs Group was formed in 2016 for the purpose of significantly improving transport outcomes to, from and within the South Island through stronger interregional collaboration and integration. This approach has sought to ensure that the needs and aspirations of our South Island communities – including those of more than 1.2 million people – for our transport system are well recognised and understood. While each region in the South Island is unique, they also share many of the same transport priorities and challenges.

The Chairs Group wishes to express support for the individual submissions provided by South Island Regional Transport Committees. This includes those made from Canterbury, Nelson/Tasman, and Otago/Southland.

This submission highlights and reinforces some of the shared views expressed by South Island Regional Transport Committees on the draft GPS. Our key points are set out below.

The South Island transport network is critical for unlocking the economic potential of New Zealand, but faces significant resilience issues that will impact our economic productivity and output if not addressed.

The South Island's transport network is vast. It includes around 5,000km of state highways, more than 35,000km of local roads and over 1,500km of railway lines (including two main lines, two secondary lines and several branch lines). It connects our communities and underpins their prosperity and wellbeing, while simultaneously being critical for supporting economic growth and productivity in the South Island and New Zealand. The South Island generated $78.9bn of GDP during the year ended March 2022 – 22% of national GDP.

Current levels of road network maintenance and renewals are proving inadequate to maintain acceptable levels of service across the South Island. Underinvestment and constraints on the delivery of increased road maintenance and renewals, coupled with increases in travel from population, tourism and economic growth, is resulting in deteriorating conditions.

Our transport network is also highly vulnerable to disruption from a range of natural hazards – earthquakes, flooding, landslides and coastal erosion, to name a few. The NZ Transport Agency's National Resilience Programme Business Case (for state highways) identifies the top of the South, the West Coast, Canterbury and Otago as four of the top five 'at-risk' regions in New Zealand by number of natural hazards, and the top four regions by criticality (ie. the number of risks with a 'major' or 'critical' risk rating).

The impacts of climate change are only expected to increase the vulnerability of our transport network over time. Unplanned disruption on our network has significant impacts on the efficiency and reliability of freight movements, which reduces productivity and potential economic output. Longer disruptions greatly reduce visitor flows, which can have significant impacts on our local economies.

There is an extensive programme of work to increase the maintenance and resilience of the South Island's transport network that requires funding commitment from Government.

We strongly support the increased focus on maintenance and resilience in this draft GPS, and commitment made to progressing a number of key resilience projects in the South Island during this GPS period. This includes the Second Ashburton Bridge in Canterbury and investing in the resilience of a number of critically important bridges across the island. Replacing our ageing bridge infrastructure is of particular importance to the South Island.

However, we are concerned a number of other key resilience projects across the South Island are not identified in the draft GPS. This includes, for example, moving SH6 in the West Coast south of the Waiho River away from the floodplain. These projects are also important for helping to address the resilience issues we face in the South Island, and reduce the economic and social impacts of disruption from extreme events.

The South Island freight task is forecast to grow significantly over the coming decades. Continued investment in our rail network is required to support the efficient movement of goods and reduce the pressure on our roads.

In addition to our road and rail networks, the South Island has a long-haul international airport in Christchurch, two short-haul international airports in Dunedin and Queenstown, and eight domestic airports. We also have two major container ports at Lyttelton, Christchurch and Port Chalmers, Dunedin, and six regional ports.

We are linked to the North Island via coastal shipping and road/rail ferries between Picton and Wellington. There is a strong reliance on the ferry link for inter-island freight and passenger travel, and it is well known that the ferry fleet requires upgrading. With the cancellation of the Inter-island Resilient Connection (iReX) project, the number of trucks travelling on state highways in the South Island are likely to increase at a faster rate than previously estimated.

We urge the Government to invest in freight to ensure that there is a reliable link between the South and North Islands that has the capacity to meet future demands for moving both freight and people. This is critical for the South Island and national economies.

In 2017, the total freight movements in the South Island (to, from and within) represented approximately 32 percent of the national total. A significant share of this freight movement is internal to the South Island (ie. inter- or intra-regional movements). South Island freight volumes are projected to increase substantially over the coming decades. Having freight and supply chain systems that efficiently move goods across the South Island, and beyond to the North Island and international markets, is crucial for our continued economic growth and productivity.

While our road freight sector will remain the dominant mode for moving goods into the foreseeable future, rail and coastal shipping also play a role in moving freight, and there are opportunities to increase the share of the freight task moved by these modes. Shifting freight from road to rail and coastal shipping has a number of benefits for our economy, communities and environment; for example, reducing the pressure on our road network, improving safety in our communities, and reducing emissions and pollution from heavy vehicles.

We support the commitment made in the draft GPS for continued investment in the national rail freight network. While the draft GPS makes a particular point about the importance of moving goods by rail in the Auckland, Hamilton and Tauranga triangle, we stress the importance of rail for also moving freight to, from and within the South Island. We expect to see continued investment in the South Island rail network during this GPS period, and as a Chairs Group, continue to aim to see a greater share of our freight task moved by rail.

Public transport is a key enabler of growth and productivity in the South Island's main urban areas. Underinvestment in public transport risks the future of our urban areas.

No mention of public transport investment outside Auckland and Wellington is a stark omission of this draft GPS. Public transport comes in various forms in the South Island and is a key enabler of growth and productivity in our main urban areas of Greater Christchurch, Dunedin, Nelson/Tasman and Queenstown. There are strong expectations from our communities to see enhanced public transport in our urban areas in the near future.

We would expect that the GPS, at a minimum, recognises the importance of public transport in all main urban areas in New Zealand. This includes the main urban areas in the South Island noted above. It should also acknowledge that public transport plays a role in supporting people and communities to access their needs in a number of smaller urban areas, and that investment in these services will be continued.

There is constrained funding for public transport in this draft GPS. Couple this with the additional activities now funded through the public transport activity classes (ie. inter-regional rail), and escalated costs for service delivery and infrastructure improvements, means the available funding to improve, or even just operate existing services, will be limited. The focus on farebox recovery and increased expectations for 'user pays' is concerning, and likely to

create barriers to increasing patronage, reducing congestion, and implementing or trialling new services in some urban areas.

If funding for public transport is reduced, the only way to make savings will be to reduce our levels of service (ie. reduce frequency and/or remove lower patronage services).

We ask that the public transport activity classes are funded at the upper ranges.

A fit-for-purpose land transport funding system in New Zealand is urgently required

It is clear that New Zealand's land transport funding system is under extreme pressure and is no longer fit-for-purpose. This is due in large part to the additional activities being funded from the National Land Transport Fund over and above those anticipated when the hypothecation of funds for transport was put in place.

We remain deeply concerned about the medium- to long-term land transport funding situation and urge that the work on the Future of the Transport Revenue System review be progressed as a priority by the Ministry of Transport, ideally in time to inform the 2027 GPS. Through this work, we expect that the Regional Transport Committees in the South Island are involved in a collaborative way. This will support alignment between revenue, funding and pricing expectations across both central and local government.

We support the system reform signalled in the draft GPS. While the GPS has had a ten-year focus for strategic outcomes, the reality is that the focus has always been on short-term funding outcomes that have the potential to change with successive governments. This has created a very short-term focus for transport planning in New Zealand based around funding requests included in the Regional Land Transport Plan six-year cycle and mid-term reviews.

Ensuring the GPS requires Approved Organisations submit detailed ten-year transport programmes for inclusion in Regional Land Transport Plans will provide the Government with a forecast of required long-term funding that can be relied on. This requirement should apply to both local government and the state highway sector.

The current misalignment of the GPS with Road Controlling Authorities' Activity Management Plan cycles and subsequent Regional Land Transport Plan legislative timeframes is almost guaranteed to result in the Government's strategic outcomes from the GPS not being reflected in the planning documents that should underpin the National Land Transport Programme. We support legislative changes signalled in the draft GPS that support greater alignment between the various national, regional and local transport planning processes.

For this GPS period, we strongly support the commitment made in the draft GPS to progressing a number of major transport projects in the South Island. However, we note that not all the regions in the South Island benefit from this proposed investment programme and the number of major transport projects identified in the South Island is relatively small when compared with the North Island.

We continue to urge that the Government and NZ Transport Agency ensures that the level of investment directed into the South Island is equitable and at least commensurate with the

contribution the South Island makes to the national economy. The right investment in our transport network provides a significant opportunity for the Government to unlock the economic potential of New Zealand.

Closing remarks

We thank all those involved in preparing this draft GPS document and for the opportunity that has been afforded to provide feedback on it.

We ask that you note that while the NZ Transport Agency is invited to attend the meetings of the Chairs Group, this submission does not reflect their views.

The Chairs Group's secretariat is available to clarify or answer any questions that the Ministry may have about our submission. Please contact Jesse Burgess, Senior Strategy Manager at the Canterbury Regional Council on 027 381 5102, jesse.burgess@ecan.govt.nz if you have any questions or would like to discuss the submission further.

Yours sincerely

Kate Wilson
Chair, South Island Regional Transport Committee Chairs Group
Councillor, Otago Regional Council

9.6 STRATEGIC POLICY AND ENVIRONMENTAL POLICY ACTIVITY REPORT

Information Only - No Decision Required

Report To:	Strategy and Policy Committee
Meeting Date:	18 April 2024
Report Author:	Alan Bywater, Team Leader - Community Policy; Barry Johnson, Environmental Policy Manager; Dwayne Fletcher, Strategic Policy Manager
Report Authorisers:	John Ridd, Group Manager - Service and Strategy
Report Number:	RSPC24-04-4

1. Summary / Te Tuhinga Whakarāpoto

1.1 This report provides the Committee with an update on some of the key highlights of the Service and Strategy Group's Strategic Policy and Environmental Policy work.

2. Recommendation/s / Ngā Tūtohunga

That the Strategy and Policy Committee

1. receives the Strategic Policy and Environmental Policy Activity Report RSPC24-04-4.

3. Strategic Policy Update – Dwayne Fletcher and Alan Bywater

3.1 The following tables contain an update of the key projects and activities that the Strategic Policy Team either manages or is involved in.

Community Policy

Project	Description	Status	Comments
Corporate Planning			
Annual Report 2023/2024	Preparation of the Council's Annual Report for the 2023/2024 year.	On track	**Target date: 31 October 2024** This project has commenced and staff are preparing information for Audit NZ to undertake an interim audit in May 2024. Six-monthly performance target results are being collected for July – December 2023. Where available, these will be reported to the Operations Committee in May 2024.
Residents Survey 2024	Annual survey of a representative sample of residents to get	On track	Target completion date: 2 July 2024 Research First will undertake the telephone survey in May. It will

	feedback on Council performance		include mobile phone numbers as well as landlines. The completed reports will be available by July 2024.
Schedule of Fees and Charges 2024/2025	Preparation of the Council's Schedule of Fees and Charges for the 2024/2025 year.	On track	Target date: 30 June 2024 The Council adopted the draft schedule on 25 March 2023. Consultation is underway and finishes on 28 April 2024. Hearings and deliberations (jointly with the Long Term Plan) are scheduled for May.
Long-Term Plan 2024-2034	Preparation of the Long Term Plan 2024-2034.	On track	The audit process for the LTP consultation document and associated documents has been completed. The Council adopted the consultation document, concurrent consultations and supporting information on 25 March 2024. Consultation commenced on 28 March and is due to close on 28 April. During this period there is a series of meetings with community/residents associations around the District. Hearings are scheduled for 8, 9 and 10 May. 7 May has been booked in case additional time is required. Deliberations are booked for 23, 24, 29 and 30 May. Audit NZ is booked in to carry out the audit on the final LTP documents between 4-19 June. The LTP is scheduled to be adopted on 27 June.
Reserves and community facilities			
Review of Richmond and Lakes-Murchison Wards reserve management plans (RMP)	Project to review the two existing RMPs.	On track	Target completion date: Feb 2025 The initial feedback round closed on 28 March 2024. The timeline and some of the feedback received can be viewed on the maps on the Shape Tasman project page: https://shape.tasman.govt.nz/rmp-reviews. Staff are analysing all feedback and will use it to develop draft text for both RMPs.
Classification of existing reserves in Richmond and	Project to classify existing reserves in two Wards (this step is	Delayed	New target completion date: August 2024

Lakes-Murchison Wards	required before Council can publicly notify draft RMPs).		Staff have finished collating information about all the parks and reserves in Richmond and Lakes-Murchison Wards. The Department of Conservation is working through this information to confirm which reserves are already classified and which still need to be. We are working with iwi to prepare proposals for classifying reserves. Maps have been created showing the location of all parks and reserves in both Wards. We will present a report to the Council in the next few months outlining the proposed process for classifying reserves for these Wards.
Community Leasing and Licensing Policy	Development of a new internal policy to guide operational decision-making around entering into and reviewing leases of Council owned land	On hold	Target completion date: 3rd quarter 2024 We held a workshop with councillors on 16 August 2023 to get direction on this policy. Staff currently in the process of drafting a policy for formal consideration in mid-2024 with formal consultation following the LTP. This work will be picked up after the adoption of the Long Term Plan.
Climate change and environmental			
Tasman Climate Response Strategy and Action Plan (2023-2035)	The draft document is available on the Shape Tasman webpage.	On track	Target completion date: 27 June During the LTP consultation period, concurrent consultation on the draft Tasman Climate Response Strategy and Action Plan document is taking place. Submissions opened on 28 March and close on 28 April 2024. The LTP hearings and deliberations will include consideration of public feedback and staff recommendations on the draft document. The revised document will be presented to the Council for adoption in late June. Quarterly Progress Report: Staff provide regular updates on progress implementing the Strategy and Action Plan in the 'Climate Change Update' reports to alternate Strategy and Policy Committee meetings. The next quarterly report will be presented at the May meeting.

Organisational greenhouse gas inventory	Annual monitoring of greenhouse gas emissions from Council operations.	Complete 	Target completion date: April 2024 The 2022/23 report was completed and verified in March. See separate report on agenda.
Community greenhouse gas inventory	Bi-annual monitoring of greenhouse gas emissions for the Tasman District	Delayed	New target completion date: May 2024 Inventories for the 2018-2020 period have been prepared and audited. The revised landfill emissions calculations (which have already been verified by the auditor) need to be incorporated into the report and it will then be presented to the Committee at a future meeting. Staff are also starting to plan for the inventories for subsequent years.
Nelson-Tasman Climate Change Risk Assessment (NTCCRA) project	Regional assessment to identify the likelihood of future climate hazards and their potential impacts for our communities. This is fundamental for informing the prioritisation of climate action and will provide the foundation for regional climate change adaptation planning and resilience building.	Delayed	New target completion date: May 2024 Staff from Tasman District Council and Nelson City Council are collaborating on the project developing a regional climate change risk assessment and a geospatial supporting tool. The first pass assessment has been completed. Domain and place-based workshops took place September / November 2023. As the project progresses, the tool is being developed, and more user issues are being addressed. Although this has caused delay in the completion of this job, the project's cost will not increase. Tasman and Nelson staff are currently reviewing the methodology report while the final assessment is underway.
Bylaws and Regulatory Policy			
Public Places Bylaw	Currently no bylaw in force. Review needed for bylaw to regulate activities, such as hawking, busking, and food vendors in public places. If needed, make new bylaw.	On track	Target completion date: Fourth quarter 2024 Staff supporting the Regulatory Services team. The issues were discussed at a workshop on 10 October 2023. Early engagement has been analysed and staff are in the process of drafting the bylaw. The proposed content will be

			workshopped with Councillors on 21 May 2024.
Dog Control Bylaw	Cyclic review of Dog Control Bylaw	On track	Target completion date: Fourth quarter 2024 Staff supporting the Regulatory Services team. The issues were discussed at a workshop on 10 October 2023. Early engagement has been analysed and staff are in the process of drafting the bylaw. The proposed content will be workshopped with Councillors on 21 May 2024.
Cat Bylaw	Currently no bylaw in place. If Council supports, make a new bylaw.	On track	Target completion date: Fourth quarter 2024 Staff supporting the Biosecurity team. The issues were discussed at a workshop on 10 October 2023. Early engagement has been analysed and staff are in the process of drafting the bylaw. The proposed content will be workshopped with Councillors on 21 May 2024.
Water Bylaw	Review to align with changes to Government legislation and improve current protection levels.	On track	Target completion date: Fourth quarter 2024 Staff supporting the Community Infrastructure team. Amendments to the bylaw are considered relatively minor and may not require public consultation. If public consultation is not required, the amended water bylaw will be drafted for presentation to a future Council meeting in October/November 2024.
Introductory Bylaw	Bylaw that has provisions common to all bylaws such as issuing licences or permits, and notice requirements.	On track	Target completion date: Fourth quarter 2024 The issues were discussed at a workshop on 10 October 2023. Minor amendments to the bylaw are to be made.
Navigation Safety Bylaw	Update and reissue lapsed bylaw	On track	Target completion date: Fourth quarter 2024 Staff supporting the Harbourmaster. This project will be introduced to Councillors at the workshop on 21 May 2024.
Dangerous Dams Policy	Preparation of a new policy on dangerous,	On track	Target completion date: June 2024

	earthquake-prone and flood-prone dams		Supporting the Building Assurance team. The Council adopted the statement of proposal and draft policy for consultation on 28 March 2024. Consultation commenced on 1 April and is due to close on 5 May. The Submissions Hearing and Deliberations meeting is on 22 May. The Environment and Regulatory Committee will make decisions on adopting a policy on 6 June.

Infrastructure Planning and Policy

Project	Description	Status	Comments
General			
Kāinga Ora Housing and Communities Infrastructure Acceleration Fund (IAF)	New three waters and roading infrastructure which will support the first phase of the housing development by Wakatū Incorporation in Motueka West	On track	Target Completion Date: October 2024 The installation of water mains is complete and wastewater infrastructure is on track. The Manoy Street roundabout design has undergone a safety assessment, which is being considered. The construction of the stormwater project is underway. Wakatū has submitted a resource consent application and further information has been requested. The plan change process is also progressing in parallel and submissions have been received.
LTP support work	Overseeing AMP development for LTP and directly providing planning support for three waters, solid waste, transport, rivers and coastal infrastructure	On track	The infrastructure planning team has been heavily involved in LTP preparation, including the application of the newly-developed prioritisation and risk framework to capex and opex activities/GLs, in collaboration with asset managers; drafting of AMPs; and project growth driver analysis to support the Development Contributions Policy update. AMPs were audited, finalised and issued for consultation, accompanying the LTP. The next steps will include responding to any AMP-related submissions received during the consultation period.

Transport			
Joint Speed Management Plan	Undertake a review of speeds across Nelson and Tasman, culminating in a Joint Speed Management Plan to submit to Waka Kotahi. The new speed limits can be introduced over time once approved.	On track	Target completion date: June 2024 Consultation has occurred from 13 November until 29 February 2024. Drop-in sessions have been held at Libraries, and at A & P shows. Over 1,900 submissions have been received. Next stages are hearings on 28 & 29 April, workshop with RTC on 13 May, and with Joint Council on 20 May, deliberations by RTC 19 June, and by the Joint Committee of Council 9 July
Regional Land Transport Plan and Regional Public Transport Plan (RLTP & RPTP)	Review of Joint Regional Land Transport and Public Plans together with Nelson City Council.	On track	Target completion date: June 2024 Consultation closed 22nd February. 85 submissions have been received. A hearing was held on 20 March, with deliberations (RTC) 17 April. The RTC will refer the plans to Tasman and Nelson Councils for adoption. The final form of the RLTP will be influenced by the Government Policy Statement on Land Transport (GPS), and the State Highway Investment Programme (SHIP). The SHIP had not been released at time of writing. This may result in a delay to the RTC deliberations meeting on 17 April
Discount rates for Motueka to Takaka Bus	A trial subsidy for Tasman/Nelson residents on GB Coachlines	On track	Target completion date: 30 June 2024 The initial trial was a success. The trial has been amended to 20 subsidised rides a month for local residents until 30 June 2024. Work is underway to see if Waka Kotahi funding is available in 2024/2025 year.
Planning input	Providing transport advice to various planning processes	Ongoing	Ongoing Staff are currently involved with Richmond Intensification, Mapua Masterplan, Motueka West Plan Change, Wakefield Plan Change, Plan Change 79, and Plan Change 81.

Stormwater & Rivers			
Richmond South Stormwater Programme	Development of a stormwater management programme for existing and future development areas in Richmond South, including cross-section designs for planned drain upgrades. The Stormwater Management Plan will feed into a future structure plan for the area.	On track	Target completion date: Ongoing programme of work The initial phase of a robust business case is underway, to inform the Options Report which will be brought to Strategy & Policy Committee in May 2024 (planned). Adoption of the Options Report will enable exercise of Public Works Act authority for compulsory acquisition if needed in the future. Several property purchases are in progress.
Māpua, Ruby Bay, and Coastal Tasman Catchment Management Plan Now the Māpua Master Plan	A stormwater model for Māpua, Ruby Bay, and Coastal Tasman to identify locations that are at risk of stormwater flooding in 1% and 10% AEP events was prepared in 2022, with the intention of completing the Catchment Management plan as required under Tasman District Council's stormwater discharge consent. The CMP has now been incorporated into the Māpua Master Plan process, which was approved/adopted by Council in February 2023.	On track	Target completion date: June 2024 for Draft Masterplan Consultation for the second round of engagement occurred in February 2024. Staff are now reviewing and responding to public feedback and proceeding with the development of the draft Masterplan.
Brightwater and Wakefield Catchment Management Plan	Development of a stormwater catchment management plan for the Brightwater and Wakefield Urban Drainage Areas, as required by Tasman District Council's stormwater discharge consent.	Delayed	Target completion date: Existing Q2 2024 New Q3 2024. Work has been delayed by prioritisation of other more time-sensitive work. Updates to the existing Brightwater-Wakefield stormwater model are complete and establish baseline conditions. The consultant has issued an update report. Further review of cost-effective opportunities is ongoing as few clear "winners" have been identified. The next steps

			will be to consult with iwi and the community. The Draft CMP is now being prepared. Previous presentations to both Community Associations took place in June 2023 and November/December 2023.
Richmond stormwater monitoring programme	Under the conditions of consent, the Council is required to develop a stormwater monitoring plan for Richmond. Future planning for other UDAs is also underway, with Motueka next in line.	On track	Target completion date: Ongoing Staff initiated the monitoring programme in April 2023, starting with biological and water quality monitoring at three locations along Jimmy Lee Creek. Monitoring is intended to expand to Motueka in the 2023/2024 financial year, following completion of the Motueka CMP in 2022.
Richmond Central Stormwater Business Case	Business case to assess the management of stormwater in the Richmond CBD catchment	Delayed	Target completion date: Q2 2024 (for second stage) Q4 2024 (for final stage). The first stage of technical work has been completed, which included the re-assessment of the proposed options to gauge effectiveness in removing flood risk. The second stage is currently ongoing, which will involve assessment of potential new options to create a more robust business case. The final stage will involve costing and compilation of the business case for review by Council. Work has been delayed by prioritisation of other more time-sensitive work.
District-wide Stormwater Flood Modelling	Stormwater modelling covering the entire District at a high level to inform future Catchment Management Plans (CMP) for smaller Urban Drainage Area, and to assist with rural stormwater management.	Delayed	Target completion date: Q3 2023 (To be reassessed) Project priority is being reassessed to adjust to Annual Plan 2023/24 budgets and overall strategic policy team resources. The updated proposal is that the next model will be limited to Golden Bay to permit those CMPs to be completed first.

			Staff are still assessing timing of this work.
River Management Plan(s)	Development of the Council's first River Management Plan, as required under the Rivers Activity Management Plan, to help us meet strategic long-term goals for multiple issues and values on Council's X and Y rated rivers.	On track	Target completion date: Q4 2024 Staff are working to scope an appropriate brief for this work, considering infrastructure needs and coordination with iwi. Work is commencing with an internal review of current best practice policies and consent compliance measures (see item below).
Review of River consent, Environmental Management Plan and Best Practices Guide	The Rivers team is initiating a review of the Environmental Management Plan (EMP) that governs our various river works, as required by the consent. We are using this opportunity to overhaul and update the EMP to incorporate the NPS-FW and Te Mana o te Wai more explicitly. The project will also include an overhaul and update of our Best Practices Guide which provides direction on how we do our work.	On track	Target completion date: Q2 2024 Work is underway with expected completion as per target completion date.
Water and Wastewater			
Wastewater modelling	Modelling of Waimea Wastewater network Network monitoring, data analysis and model outputs will inform the timing of specific capital works projects that are planned as part of the Waimea Wastewater Network Strategy	On track	Target completion date: Q3 2024 Staff have engaged consultants to undertake a four-staged modelling project for the Waimea wastewater trunk main. Consultants have recommended the collection of additional flow data before building and calibrating the model. The planned installation of flow monitoring devices is underway. The target completion date has been previously extended due to a lack of storm events and associated flows to help staff test any model against.
Te Tai o Aorere Regional Wastewater Philosophy	An initiative between Council, NRSBU and potentially NCC to develop a blueprint of iwi and	On track	Target completion date: July 2024 Early engagement with iwi commenced in July 2022 and a

	community aspirations for future wastewater networks. The plan will identify values, objectives, and outcomes.		pōwhiri and hui were held at Te Awhina Marae. A small working group of four members (two iwi, one Council and one NRSBU) are drafting the philosophy and ensuring progress is supported at regular full hui. This work will be completed in draft by end of October/December 2023. A Council workshop was held on 3 July 2024 to review this work and its relation to the planned Motueka Wastewater Treatment Plan relocation project. Iwi have indicated that this project is a key priority for them.
Motueka Wastewater Treatment Plant Relocation	Restarting the Motueka Wastewater Working Group to start the extensive collaborative process of relocating the Motueka WWTP prior to the current consent expiry in 2035.	On track	Reactivation of the Motueka Wastewater working group is scheduled for May July 2024, depending on availability of Council staff, (post LTP) and iwi. Tasking with Working group will follow this hui.
Waste Management and Minimisation			
Joint Waste Minimisation and Management Plan (Waste Plan)	Review the Joint Waste Minimisation and Management Plan (Waste Plan), as required under the Waste Minimisation Act 2008.	On track	Target completion date: July 2025 A new project timeline has been agreed to with NCC. The first working group meeting was in February 2024, with a view to public consultation beginning November 2024 and final plan adopted July 2025.
Coastal			
Update of Coastal Protection Policy	Update of Overarching Coastal Protection Policy with linkages to Proposed Reserves and Roads (other land) policies	On track	(proposed) Target completion date: Q4 2024 A report was presented at the 28 March Council meeting. A follow-up workshop is proposed to discuss bonds in particular. Further work will also consider Reserve land outside of the Reserves Management Act, Roads and other Council owned land in the coastal zone.

4. Environmental Policy Update – Barry Johnson

4.1 In October 2023 the Strategy & Policy Committee resolved to pause the whole of plan review and development of its replacement of the Tasman Environment Plan to focus in the short term on five key Environmental Policy workstreams. The aim of the reset is to maintain progress on key topics while we await pending and potential changes to New Zealand's environmental legislation.

4.2 The short-term focus environmental workstreams are:

- **Urban growth** - implementing the Nelson Tasman Future Development Strategy (FDS);
- **Natural Hazards** – responding to hazards and climate change;
- **Freshwater** – implementing the National Policy Statement for Freshwater Management. See From the Mountains to the Sea;
- **Outstand Natural Landscapes and Features** – progressing a plan change to address a longstanding obligation; and
- **Coastal** – Port Tarakohe, marine ecological research, and implementing the New Zealand Coastal Policy Statement within the above workstreams.

4.3 Alongside these workstreams there are a number of other areas of work that are also covered off in the sections below.

Urban Growth

4.4 The initial stages of scoping a plan change to re-zone FDS sites for housing and business purposes have been completed. Alongside rezoning land, the plan change will also include changes to rules to enable and encourage redevelopment and higher densities in some of the District's existing urban areas.

4.5 There was a Council workshop on 11 April to discuss and get direction from Council on the scope of the plan change. The next steps will now involve discussions with affected landowners and further development of intensification rules.

4.6 A hearing for Plan Change 76 (Wakefield) is scheduled for 12 June 2024. There has been a delay due to the availability of expert witnesses. Staff have met with landowners and interested groups to settle on a way forward that has enabled the plan change to proceed to a hearing.

4.7 Plan Change 80 Motueka West was notified in December with the submission period running through until early February. Four submissions were received. The time for further submissions on the plan changes is 19 April 2024. Following the round of further submissions, staff will assess whether any further analysis is required ahead of scheduling a hearing, if one is required.

Richmond Spatial and Intensification Plan (RSIP)

4.8 The RSIP project, rebranded as "Richmond on the Rise" or (ROTR) is nearly complete. There is a separate paper on today's agenda to consider adoption of the Plan.

4.9 The Plan includes a number of actions that look to guide and shape the future growth of Richmond. Some of the actions will be implemented through the upcoming Urban Growth plan change.

Natural Hazards

4.10 Early scoping work is progressing well with a workshop to confirm the initial scope of the plan change held on 9 April. The next steps include the completion of an Issues & Options report that will be released for community feedback in the last quarter of 2024. While it is still early days, staff anticipate the release of a draft plan change in 2026.

Coastal Policy update

4.11 The coastal planning team are developing a Structure Plan for Port Tarakohe. There is no current strategic plan covering Port Tarakohe and its surrounds so this project will provide a strategic framework to help guide the growth and development of the port. The project so far has identified a number of issues with the current planning provisions for Port Tarakohe. There is a need to amend the zoning for the port and adjoining land to align with its anticipated future use and the New Zealand Policy Statement (NZCPS). Additionally, consultation to date identified a number of significant issues (and opportunities), and this project provides an opportunity to address the issues.

4.12 An Issues and Options report incorporating and updating previous planning work, iwi and community feedback was released for public feedback until 1 March. The report outlines eight key issues and a set of possible responses to issues such as planning, legislation, and development.

4.13 The feedback received is currently being collated and a draft structure plan will be prepared for Council's consideration.

Te Waikoropupū Water Conservation Order progress update

Partnership with iwi

4.14 Staff have had a number of very constructive hui with Ngati Tama representatives so far this year to discuss the process for implementing the Te Waikoropupū Water Conservation Order (WCO) and protecting the Springs. Outcomes from the hui will be incorporated into a paper setting out the Council’s obligations, it’s work programme and work underway that will go to the Strategy and Policy Committee in May 2024.

Freshwater monitoring

4.15 The WCO requires monthly monitoring of Nitrate and Dissolved Reactive Phosphorus (DRP) at the Springs (both main Spring and Fish Creek Spring WCO site) and five yearly monitoring of Dissolved Oxygen and Water Clarity over October to January at the Main Spring.

4.16 The frequency of Nitrate and DRP sampling at the Main Spring and Fish Creek Spring was increased from three monthly to monthly in June 2023 and is ongoing. Further sampling of the Fish Creek Spring WCO site also commenced monthly from June 2023. All results are publicly available on the Council’s website. While these results provide an indication of water quality at the Springs, establishing compliance with the WCO limits can only be assessed once five years of verified data has been collected for analysis (ie July 2028).

4.17 The first round of Dissolved Oxygen and Water Clarity monitoring is scheduled for October 2024 and is influenced by the availability of NIWA staff to assist with the complex instrumentation used for continuous monitoring in the Main Spring over at least three months.

4.18 The flow monitoring for the main spring has been ongoing for years as part of the Council’s hydrological monitoring network. Real time data is available online on the Council website under Tasman District Council river flow and under the name Arthur Marble Aquifer at Te Waikoropupū Springs.

Science investigations and information

4.19 A peer review of the freshwater monitoring programme in relation to the Springs is expected to be completed in 2024. Council will have to consider the findings of the peer review, including any recommendations as required by the Court. The cost of any recommendations will need to be addressed through the normal budgeting processes.

4.20 Further investigation work covering sources of nitrate, climate effects on nitrate in the aquifer system and management of karst features, is underway or being initiated. Some of this work is being funded via Envirolink grants to reduce costs.

4.21 Environment Information staff have also created new land use maps for the catchment which will facilitate better understanding of potential nitrate loads in the WAMARA.

Plan change development

4.22 The Land and Freshwater Plan Change workstream, that incorporates the WCO and supporting framework, is progressing well. Plan drafting work, including collaboration with iwi and key stakeholders is on track to produce a draft plan for community feedback.

4.23 There are a number of outstanding pieces of information that are required to enable the plan change to be drafted. It is likely that community engagement ahead of release of a draft plan change will be required to collect the information and staff are committed to notify a plan change as soon as possible.

Freshwater farm plans

4.24 Work by Environment Information staff on development of the resources to support the roll out of the Freshwater Farm Plan regulations in Tasman is well in train. This was previously signalled for January 2025, but the latest messaging from central government suggests this could be delayed by six to 12 months.

4.25 Farmers in the recharge area are already undertaking actions to meet the protections for the Springs, including physiographic mapping of their properties and further nutrient management planning.

Action Plan – focused on nitrate

4.26 A draft of the Action Plan is in progress and should be available for discussion by the end of April. This includes consideration of both regulatory and non-regulatory options and focuses on achieving the nitrate reduction required in the WCO.

Public communications

4.27 A dedicated WCO webpage has been created and regularly updated as workstreams progress.

4.28 A mailout is planned for all properties in the Springs recharge area and Fish Creek catchment to ensure all landowners who may be affected by the WCO and subsequent plan changes are aware of the current process and avenues to obtain further information.

4.29 Information on further public engagement on the WCO plan change will be included in the paper to the Strategy and Policy Committee meeting in May 2024.

Outstanding Natural Landscapes and Features

4.30 A plan change to identify Tasman's Outstanding Natural Landscapes and Features alongside a second plan change that will redefine the Coastal Environment line in Tasman is

progressing well. The projects are at the point where the actual plan provisions are being drafted. Once completed the draft plan changes will be released so affected landowners and any interested people can provide informal feedback. This will be followed by public notification, beginning the start of the formal legal plan change process. Public notification is planed for later this year.

Deferred Zones

4.31 Consultation with landowners and affected neighbours on draft proposals is underway with notification of a proposed plan change anticipated mid 2024.

4.32 The following table gives a brief update on the major environmental policy work streams.

Project	Description	Status	Comments
Whole of Plan review	Review of the Tasman Regional Policy Statement and Tasman Resource Management Plan	On hold	Paused until there is more clarity on the government's intentions. Work programme has been reset to focus on key priorities.
E-Plan	Procurement and implementation of an electronic plan to replace paper-based planning documents	In progress	Procurement is complete. Project is planned to be completed by October.
Future Development Strategy Implementation	A programme of work to implement the Nelson Tasman Future Development Strategy	In Progress  FDS & IMPLEMENTATION PLAN COMPLETED	FDS implementation plan was adoption by Joint Nelson Tasman Committee on 14 November. The Housing and Business Assessment is now complete. Implementation is through Urban Growth Plan Changes.
Growth – Richmond Central	Development of a spatial & intensification plan for the existing Richmond urban area.	Complete 	Richmond on the Rise spatial plan to be adopted at this Strategy and Policy Committee meeting. Implementation through Urban Growth plan change.
Growth – Richmond South	Development of a potential structure plan for Richmond South FDS growth area and consideration of possible re-zoning for growth	On-hold	Two rounds of community engagement completed; further progress paused until after the Richmond on the Rise completed.
Growth plan changes	Plan changes to enable higher density housing on residential zoned land and some re-zoning of rural land to residential in Murchison, Wakefield, Brightwater and Motueka.	On track  Murchison & Brightwater	Murchison and Brightwater operative. Māpua is on hold pending Mapua Master Plan project outcomes. Wakefield hearing June 2024. Motueka notified, next step hearing.
Land & Freshwater plan change Including Takaka & Waimea	Plan change to address freshwater management in Tasman, including Te Waikoropupū WCO	On track	Staff are working with iwi, Nelson, and Marlborough councils to develop plan chance content. WCO plan provisions in development.

Project	Description	Status	Comments
Natural Hazards, including Coastal Hazards	Project to update TRMP to manage effects of natural hazards in Tasman.	In progress	Issues and Options report due 3rd quarter 2024. Community engagement late 2024. Draft plan change 2026.

5. Attachments / Tuhinga tāpiri

Nil

7.5 COUNCIL'S GREENHOUSE GAS EMISSIONS INVENTORY FOR 2022/23

Information Only - No Decision Required

Report To:	Strategy and Policy Committee
Meeting Date:	18 April 2024
Report Author:	Anna Gerraty, Senior Community & Reserves Policy Advisor
Report Authorisers:	John Ridd, Group Manager - Service and Strategy; Alan Bywater, Team Leader - Community Policy
Report Number:	RSPC24-04-5

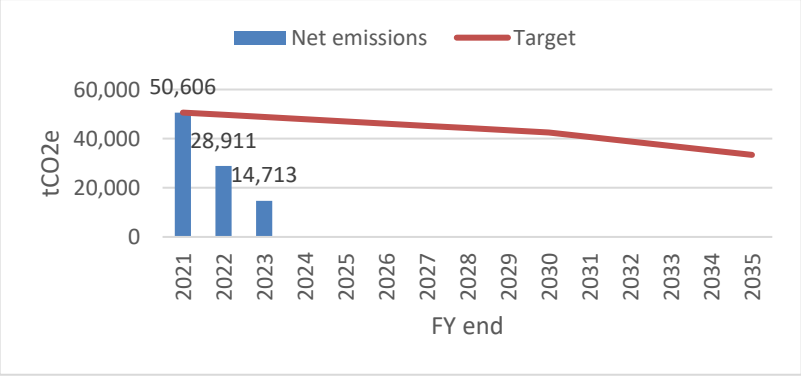
1. Summary / Te Tuhinga Whakarāpoto

1.1 Staff have recently completed the annual inventory of the Council's greenhouse gas emissions for the 2022/2023 period (see Attachment 1). The report has been independently verified by an external auditor (see Attachment 2).

1.2 The *operational control consolidation approach* was used to prepare this report. Previously the *equity share method* was used to calculate the annual inventory. Baseline year emissions were recalculated using the operational control method, to enable consistency of comparison and identification of accurate trends across time. Landfill emissions were also recalculated for all years, using the *Unique Emissions Factor* (UEF) that now applies to the York Valley Landfill.

1.3 Net greenhouse gas emissions from the Council's operations during the 2022/2023 financial year were 14,713 tonnes of carbon dioxide equivalents (tCO_2e). This represents a 71% reduction in emissions (i.e. 35,893 tCO_2e in total) when compared to our baseline 2020/2021 year.

1.4 The Council needs to decrease its emissions by 1,745 tCO_2e per annum to meet its target of zero net emissions by 2050. Significant gains in reducing emissions from the York Valley landfill have been made over the past two years, meaning the Council is making good progress against the target.



2. Recommendation/s / Ngā Tūtohunga

That the Strategy and Policy Committee

1. receives the Council's greenhouse gas emissions inventory for 2022/23 report RSPC24-04-5.

3. Purpose

3.1 To report on the Council's organisational greenhouse gas emissions for the 2022/23 financial year and provide a comparison to the baseline year 2020/21.

4. Council's emission reduction targets

4.1 Submissions are currently open on the draft Tasman Climate Response Strategy and Action Plan (2023-2035), which includes the following emissions reduction targets:

a) biogenic methane emissions reduce by 10% below 2017 levels by 2030 and 24-47% by 2050 or earlier;

b) net emissions of all other greenhouse gases reduce to zero by 2050; and

c) net emissions of all other greenhouse gases from the Council's activities reduce 16% by 2030 and 34% by 2035, compared to the 2020/21 baseline.

4.2 Note that targets a) and b) apply to both Tasman District (i.e. the entire region) and the Council's operations, whereas target c) applies only to emissions from Council's operations.

4.3 Our targets are measured against the Council's 2020/2021 baseline inventory.

4.4 If the Council was to reduce its gross emissions to zero by 2050, it would need to decrease its emissions by an average of 1,745 tCO2e annually.

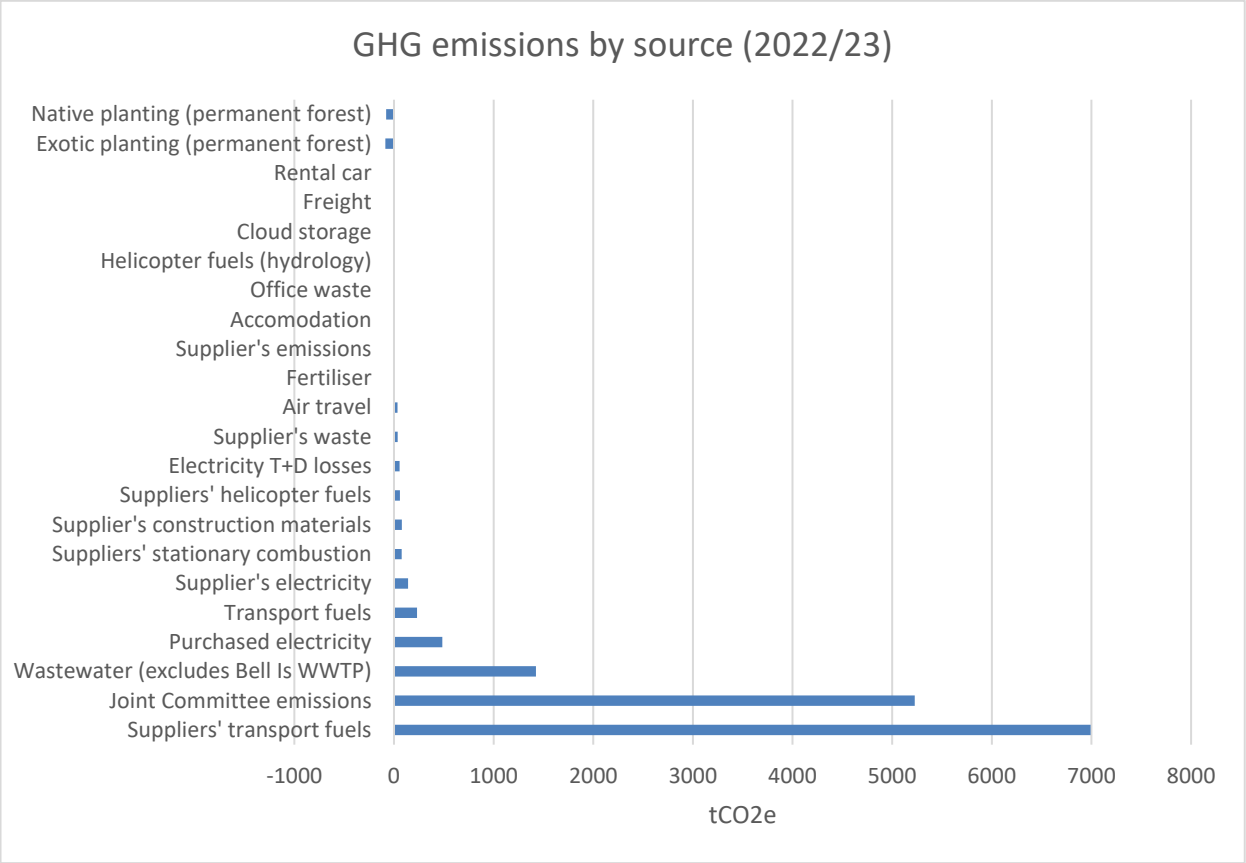
5. Emissions inventory for 2022/2023

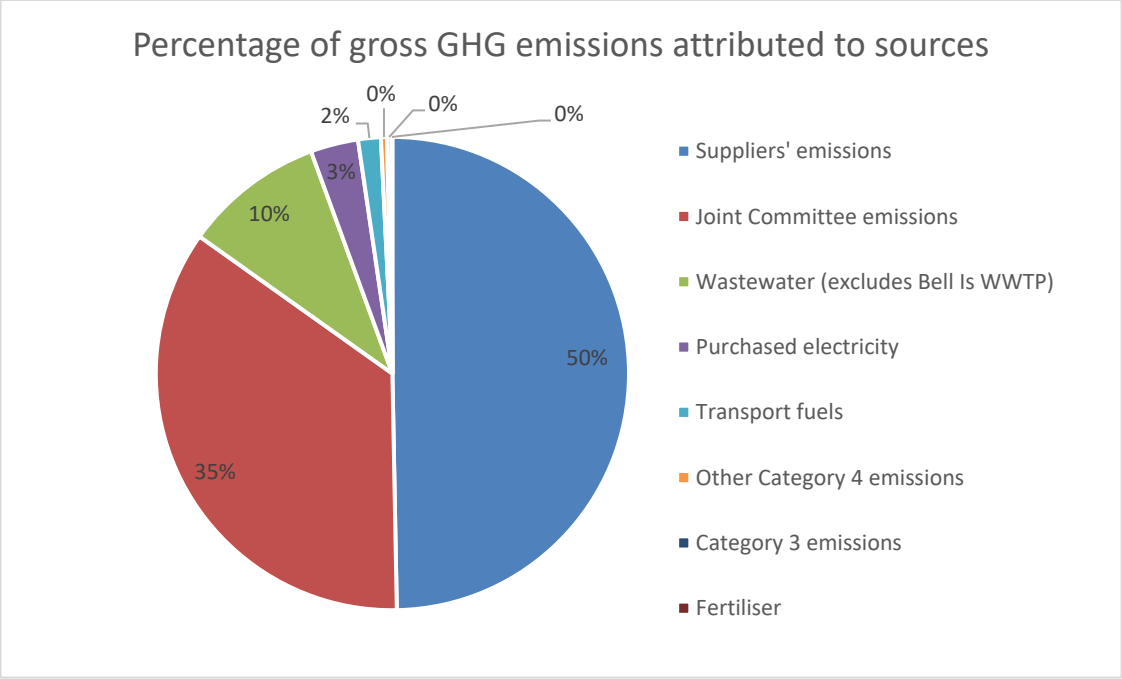
5.1 For this reporting period, we changed methodology from the *equity share approach* (used for our two previous inventories) to the *operational control consolidation approach* to account for the Council's emissions. Most other councils, including Nelson City Council (NCC), use the latter approach.

5.2 We also changed our measurement of landfill emissions, to align with the methodology now used by both NCC and the Nelson Tasman Regional Landfill Business Unit (NTRLBU). The Ministry for the Environment (MfE) default emission factor that we previously used to calculate landfill emissions was replaced by the Unique Emissions Factor (UEF) developed for York Valley landfill.

5.3 The net emissions of greenhouse gases from Council's operations for 2022/2023 were 14,713 tCO_2e. The Council's primary emissions sources were from supplier transport fuels (6,875 tCO_2e) and Joint Committee emissions (5,227 tCO_2e). The Council's other large emission sources were other wastewater treatment plants, purchased electricity, and Council's transport fuels. Together, these sources make up 97% of our gross carbon emissions for the 2022/23 period.

5.4 Joint Committee emissions are the Council's 50% share of emissions from York Valley Landfill, Bell Island wastewater treatment plant and Nelson-Tasman Civil Defence and Emergency Management (CDEM). The remaining 50% of these emissions are included in Nelson City Council's GHG inventory.

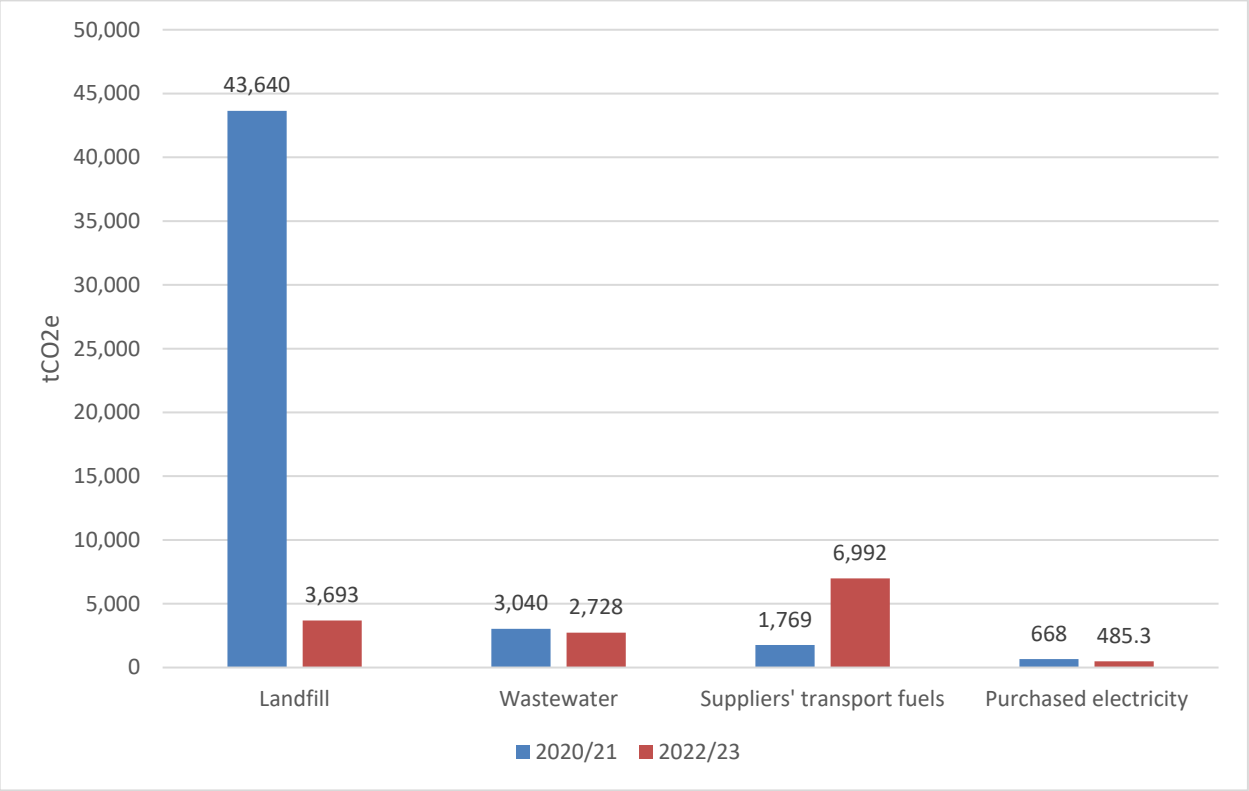




6. Comparison to baseline year

6.1 In the 2022/23 period, the Council's gross greenhouse gas emissions totalled 14,879 tCO_2e. This is a notable reduction (a 71% decrease) from the baseline year of 2020/21, when the Council's gross emissions were 50,642 tCO_2e. Reducing 35,763 tCO_2e of greenhouse gas emissions over two years is like removing 7,152 internal combustion engine (ICE) cars from the road for that same period.

6.2 The following graph compares the Council's top four greenhouse gas emissions between the baseline year and 2022/23.



6.3 **Landfill emissions reduction**: There was a substantial reduction in biogenic methane emissions from the York Valley Landfill, which decreased by 91.5% compared to the baseline year. This reduction is due to application of the unique emission factor (UEF) in calculations because of significantly increased methane capturing ability at the landfill, as well as the re-routing of NCC green waste from landfill to composting companies. Note that UEFs have also been used to recalculate the landfill emissions for previous years, for consistency of comparison.

6.4 **Increase in supplier transport fuels**: PF Olsen (the contractor who manages the Council's plantation forests) provided data on their transport fuel usage for the first time in 2023. This additional information makes it look like there has been a significant increase in the suppliers' transport fuel total for the 2022/23 period, when compared to previous years. A similarly intensive harvesting programme has been underway for the Council's forests during the last few years, meaning the baseline figure for suppliers' transport fuels was likely similar to the figure for 2022/23.

6.5 **Energy efficiency measures**: The decrease in electricity emissions is due to changes in MfE emission factors and implementation of a range of energy efficiency measures across various Council buildings and infrastructure, including pump stations.

6.6 **Recalibration and refinement**: By recalculating emissions from previous reporting periods using consistent methodologies, we ensured the integrity of our data and enabled meaningful comparisons over time. This rigorous approach underscores our commitment to accountability and continuous improvement.

7. Conclusion

7.1 The Council's organisational emissions decreased by 71% in 2022/23, compared to our baseline emissions in 2020/21, meaning we are on track to meet our net-zero target by 2050.

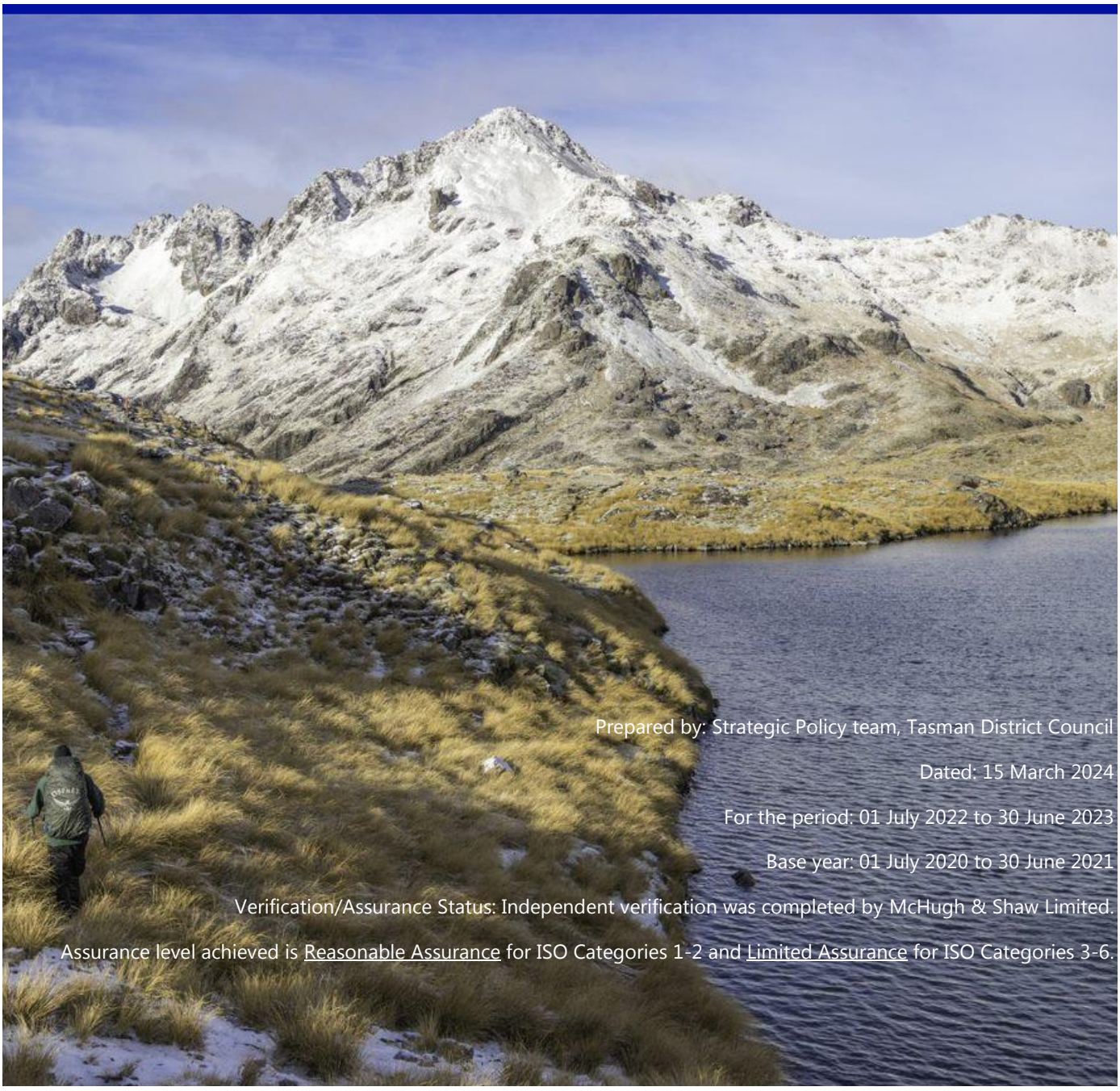
8. Attachments / Tuhinga tāpiri

tasman district council | Te Kaunihera o te tai o Aorere

Greenhouse Gas Emissions Inventory Report

2022 – 2023

Prepared in accordance with ISO 14064-1:2018



Prepared by: Strategic Policy team, Tasman District Council

Dated: 15 March 2024

For the period: 01 July 2022 to 30 June 2023

Base year: 01 July 2020 to 30 June 2021

Verification/Assurance Status: Independent verification was completed by McHugh & Shaw Limited.

Assurance level achieved is Reasonable Assurance for ISO Categories 1-2 and Limited Assurance for ISO Categories 3-6.

Contents

Executive Summary

This is the annual greenhouse gas (GHG) emissions[1] inventory report for Tasman District Council (the Council) covering the measurement period 1 July 2022 to 30 June 2023. The Council's net emissions for the 2022/23 period were 14,713 tCO_2e (tonnes of carbon dioxide equivalents).

The Council's primary emissions sources were from supplier transport fuels and Joint Committee emissions[2]. The Council's other large emission sources were other wastewater treatment plants, purchased electricity, and Council's transport fuels. Together, these sources make up 97% of our gross carbon emissions for the 2022/23 period.

Table 1: GHG emissions summary (tCO2e)[3]

Category (ISO 14064-1:2018)	2020/21 (Base year)	2021/22	2022/23
Category 1: Direct emissions	1,970	1,725	1,666
Category 2: Indirect emissions from imported energy (location-based method)	668	777	485
Category 3: Indirect emissions from transportation	35	27	44
Category 4: Indirect emissions from products used by the organisation[4]	2,731	2,695	7,457
Category 5: Indirect emissions associated with the use of products from the organisation	0	0	0
Category 6: Indirect emissions from other sources	0	0	0
Total gross GHG from TDC	**5,404**	**5,223**	**9,652**
Joint Committee emissions (external)	45,239	23,723	5,227
TOTAL	**50,642**	**28,946**	**14,879**
Category 1 direct removals	(37)	(35)	(166)
Total net GHG emissions	**50,606**	**28,911**	**14,713**

Emissions intensity for 2022/23 period	Total emissions
Total gross GHG emissions (tCO_2e) per rateable unit[5]	0.57
Total gross GHG emissions (tCO_2e) per resident[6]	0.25

[1] Throughout this document 'emissions' means GHG emissions.
[2] Joint Committee emissions are the Council's 50% share of emissions from York Valley Landfill, Bell Island WWTP and Nelson-Tasman Civil Defence and Emergency Management (CDEM). The remaining 50% of these emissions are included in Nelson City Council's GHG inventory.
[3] The figures in this summary table have been recalculated for all years using the operational control method and UEF for landfill emissions.
[4] PF Olsen, the contractor who manage Council's plantation forestry, provided data on consumption of transport fuels and other emissions sources for the first time in 2022/23.
[5] Total number of rateable rating units as of 1 July 2023: 25,910
[6] Total population as of June 2023 estimated: 59,800

Table 2 describes the Council's GHG emissions in detail. This table is organised by emissions category, as recommended by ISO 14064-1:2018.

Table 2: GHG emissions inventory summary for 2022/23[7]

	Category (ISO 14064-1:2018)	**GHG emissions**[8]			
	Source	**tCO_2e**	**tCO_2**	**tCH_4**	**tN_2O**
Scope 1	**Category 1: Direct emissions**				
	Wastewater (7 WWTPs, excludes Bell Island WWTP)	1,425	0	1,102.9	322
	Transport fuels	231	224.8	1.5	4.8
	Fertiliser[9]	9.7	1.1	0	8.6
	Refrigerants[10]	-	-	-	-
	Total Category 1/Scope 1 emissions	**1,666**	**226**	**1,104**	**335**
Scope 2	**Category 2: Indirect emissions from imported energy**				
	Purchased electricity	485 .3	471.6	12.7	1
	Total Category 2 /Scope 2 emissions	**485.3**	**471.6**	**12.7**	**1**
Scope 3	**Category 3: Indirect emissions from transportation and distribution**				
	Rental car	0.6	0.6	-	-
	Air travel	35	34.4	0.1	0.5
	Accommodation	3.7	-	-	-
	Freight	1.8	1.7	-	-
	Helicopter fuel (environmental monitoring)	2.7	2.7	-	-
	Total Category 3 emissions	**43.8**	**39.4**	**0.1**	**0.6**
	Category 4: Indirect emissions from products used by the organisation				
	Electricity transmission and distribution losses	56.3	54.7	1.5	0.1
	Cloud storage	2.3	-	-	-
	Employee office waste	3.2	-	-	-
	Suppliers' transport fuels	6,991.6	6,874.7	10.8	97.9
	Suppliers' helicopter fuel (plantation forestry and wilding pine control)	59.9	59.4	0	0.5
	Suppliers' stationary combustion	77.9	77.2	0.3	0.3
	Suppliers' construction materials	79.3	268.8	246.2	24
	Suppliers' electricity	141.3	135.9	3.7	0.3
	Suppliers' waste	37.3	-	-	-

[7] Numbers in brackets indicate converted tCO_2e units. Numbers may not add up to tCO_2e due to rounding or lack of data. Numbers may not be reported if they are minimal (<0.5 tCO_2e). Some emission sources were only reported as tCO_2e rather than split into constituent gases.

[8] During the 2022/23 period there were no emissions from HFCs, SF_6 or NF_3, hence their omission from this table.

[9] Pre-verified data from the supplier (Nelmac).

[10] Based on refrigerants purchased, not refrigerants used. No refrigerants were purchased this year.

	Category (ISO 14064-1:2018)	GHG emissions[8]			
	Source	**tCO_2e**	**tCO_2**	**tCH_4**	**tN_2O**
	Suppliers' emissions[11]	8.0	-	-	-
	Suppliers' refrigerants (Richmond Aquatic Centre)	-	-	-	-
	Total Category 4 emissions	**7,457**	**7,470**	**262**	**123**
	Category 5: Indirect emissions associated with the use of products from the organisation				
	Not reported	N/A	-	-	-
	Cateorgy 6: Indirect emissions from other sources				
	Not reported	N/A	-	-	-
	Joint Committee emissions				
	Waste landfilled LFGR Garden and Food	1	-	-	-
	Waste landfilled LFGR Mixed waste	3,355	-	-	-
	Waste landfilled LFGR Wood	147	-	-	-
	Waste landfilled LFGR Inert waste	190	-	-	-
	Wastewater Bell Island	1,303	-	-	228
	Electricity + Electricity losses: Bell Island WWTP, York Valley landfill and CDEM	231	-	-	0.05
	Total Joint committee emissions	**5,227**			
	Total Scope 3 emissions	**12,728**	**7,510**	**263**	**124**
Scopes 1-3	**All emission sources**				
	Total direct emissions	1,666			
	Total indirect emissions	13,213			
	Total gross emissions	**14,879**			
Scope 1	**Removals**				
	Sink	tCO_2e	tCO_2	tCH_4	tN_2O
	Exotic forestry planting for permanent forest cover	(86.5)	-	-	-
	Native forestry planting	(79.3)	-	-	-
	Total removals	**(165.8)**			
Total net emissions		**14,713**			

Please note the GHG emissions inventories for the 2020/2021 base year and the 2021/22 period (published online at https://www.tasman.govt.nz/my-region/climate-change/what-is-council-doing/) are not comparable to the 2022/23 GHG emissions inventory for the following reasons:

- The methodology used to prepare the 2022/23 inventory was the operational control consolidation approach, whereas in previous years the equity share approach was used.

[11] Data on Scope 3 emissions provided by one of our suppliers (Tonkin & Taylor) was not separated by source. Instead they reported a combined total of 7.95 tCO2e for their business travel, working from home, transmission and distribution losses, and well to tank emissions.

- As part of the move to an operational control approach, the 2022/23 inventory includes a new category of emissions: 'Joint Committee emissions'. Emissions from the three Joint Committee business units (i.e. the York Valley regional landfill, Bell Island wastewater treatment plant, and Nelson-Tasman Civil Defence and Emergency Management CDEM) had been included as Category 1-4 emissions in previous inventories.
- A unique emissions factor was used to calculate emissions from the regional York Valley Landfill for the 2022/23 period, whereas the Ministry for the Environment (MfE) national average emissions factor had been used in previous years.
- PF Olsen (the contractor who manages Council's plantation forests) provided data on their transport fuel usage for the first time in 2023. This additional information makes it look like there has been a significant increase in the suppliers' transport fuel total for the 2022/23 period, when compared to previous years.

Based on these changes in methodology and additions to the inventory since 2021, the Council has recalculated landfill emissions for the previous two reporting periods, to ensure reasonable comparisons can be made between the baseline year and most recent inventory results. The recalculated landfill emissions comprise part of the total Joint Committee emissions described in Table 1 and other sections of this report. The figures included within tables comparing reporting periods also have been recalculated using the operational control method, for consistency of comparison and identification of accurate trends over time.

Figure 1: Gross greenhouse gas (GHG) emissions by category (2022/23)

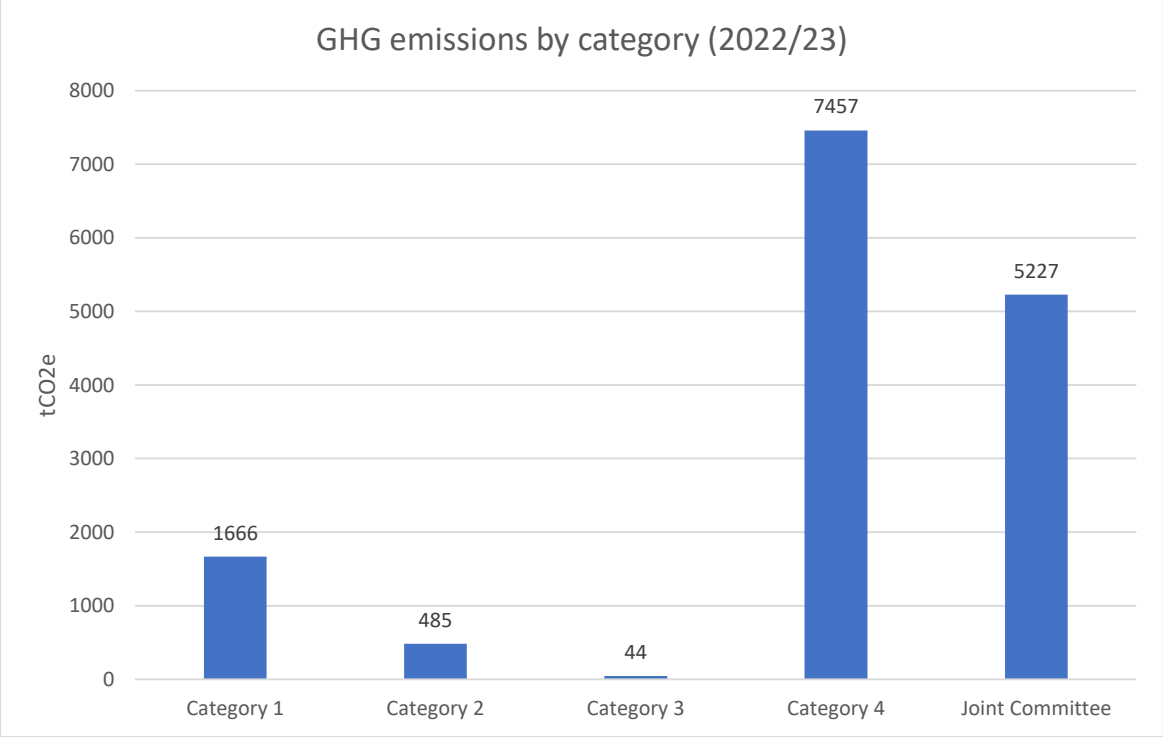


Figure 2: GHG emissions by source (2022/23)

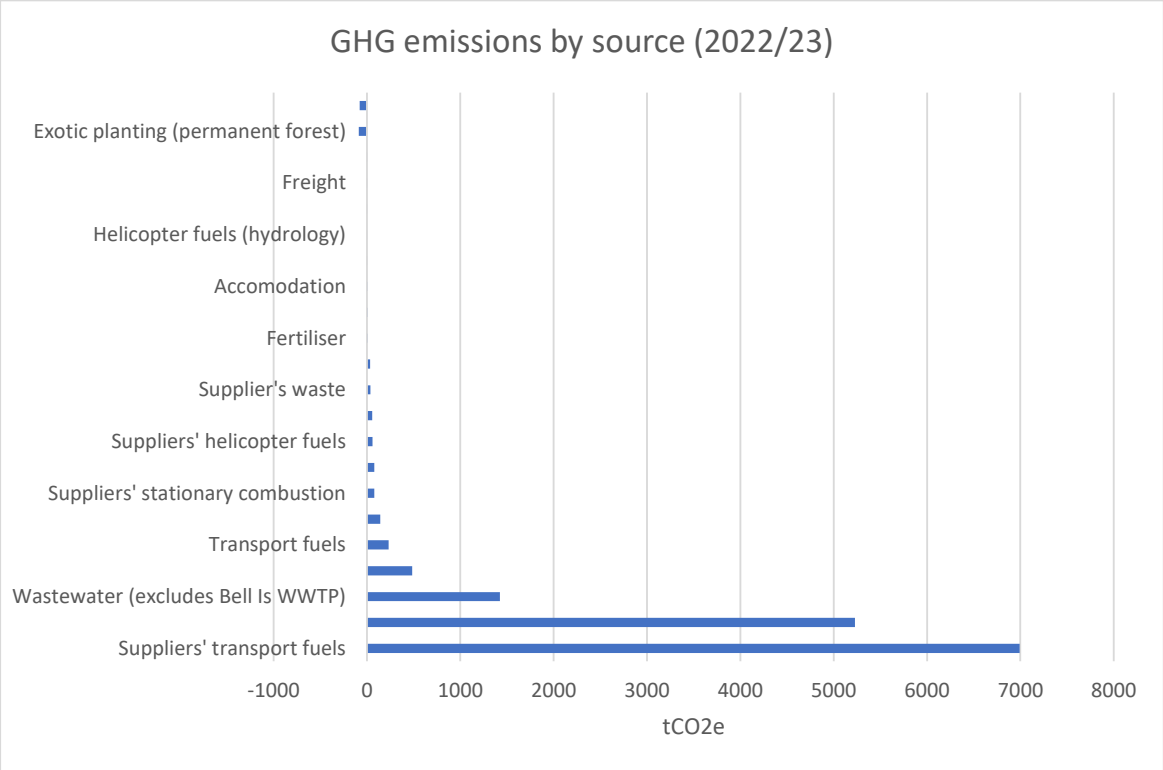
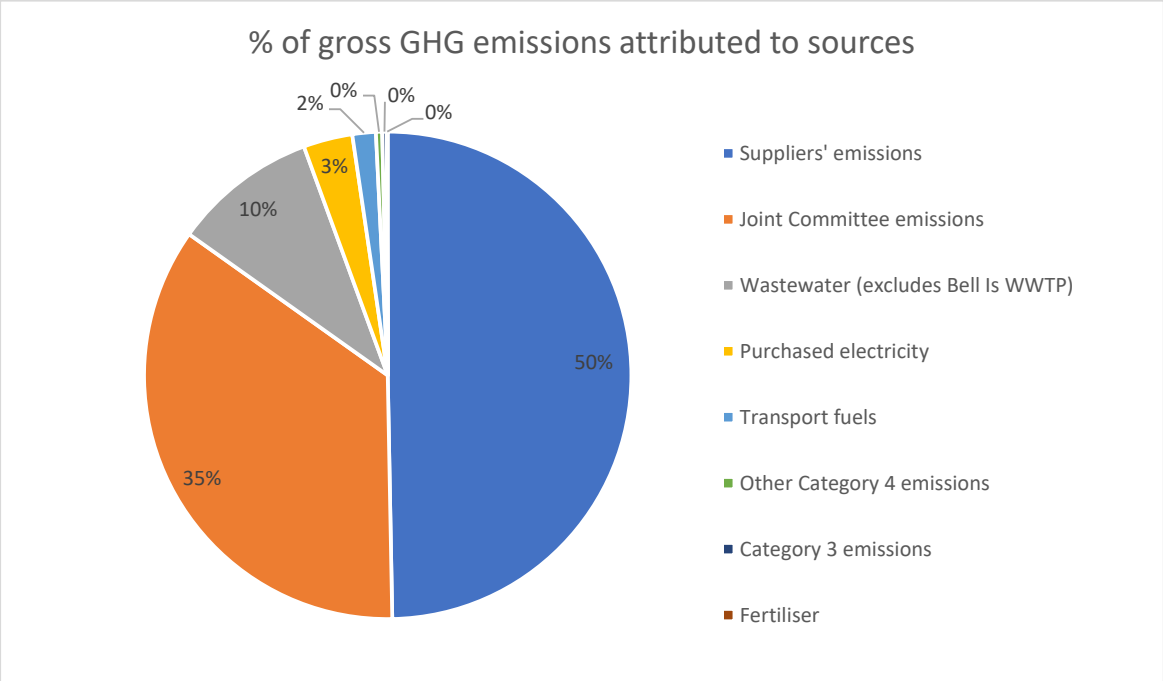


Figure 3: Percentage of gross GHG emissions attributed to sources



1 Introduction

This report is the annual greenhouse gas (GHG) emissions inventory for Tasman District Council.

The purpose of this report is to quantify the GHG emissions that can be attributed to the Council's operations within the declared boundary and scope for the July 2022 to June 2023 period.

The Council has prepared this inventory following the requirements of the *Ministry for the Environment Detailed Guide for Organisations*, the *Greenhouse Gas Protocol: A Corporate Accounting and Reporting Standard (Revised Edition 2015)*, and *ISO 14064-1:2018 Specification with Guidance at the Organization Level for Quantification and Reporting of Greenhouse Gas Emissions and Removals*[12].

To ensure the representativeness of the base-year inventory, Council has re-calculated the GHG emissions to account for substantial cumulative changes in the base-year emissions resulting from a change in one emission factor. The MfE default emission factor previously used for landfill emissions was replaced by the Unique Emissions Factor (UEF) developed for York Valley landfill. For comparison purposes, the UEF was not only replaced for base-year, but also in the intervening period (2021/22). This is discussed further in Section 4.3 of this report.

This inventory is part of the Council's ongoing commitment to measure and reduce its operational emissions, as set out in our *Climate Action Plan*[13].

1.1 Organisational description

Tasman District Council/Te Kaunihera o te Tai o Aorere (Council) is the territorial authority for the Tasman District of New Zealand. The Tasman District spans 9,786 square kilometres of Te Tau Ihu (the top of the South Island), extending from Richmond to Golden Bay/Mōhua in the north-west and Murchison in the south.

We are one of six unitary councils in Aotearoa, meaning we do the work of both a regional council and a district council. We provide a wide-ranging of services to our communities, including:

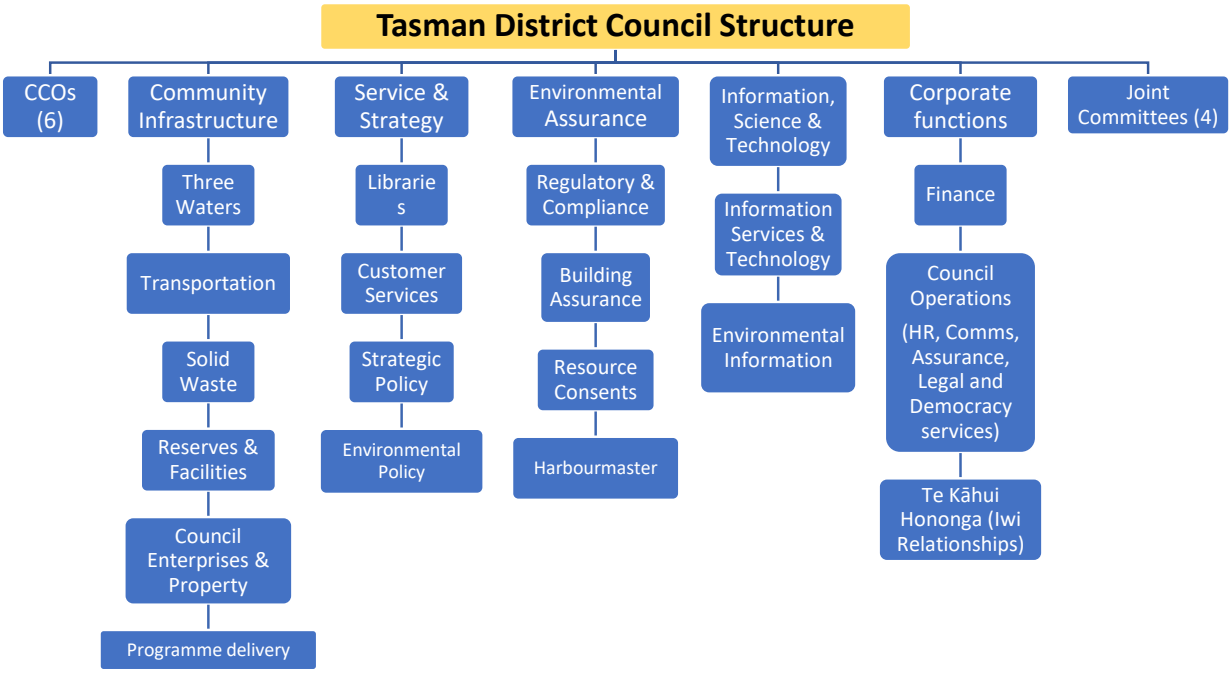
- Water supply and regulation
- Wastewater collection and treatment
- Stormwater management
- Solid waste management
- Parks, reserves and community facilities
- Libraries and museums
- River and flood control
- Environmental protection and monitoring
- Biosecurity and pest control
- Civil defence and emergency management
- Maritime navigation and safety
- Commercial enterprises
- Food premises and liquor licensing

[12] Throughout this document 'GHG Protocol' means the *GHG Protocol Corporate Accounting and Reporting Standard* and 'ISO 14064-1:2018' means the *International Standard Specification with Guidance at the Organizational Level for Quantification and Reporting of Greenhouse Gas Emissions and Removals*.
[13] Our Tasman Climate Action Plan and progress reports are available on our website.

- Transportation infrastructure and street lighting
- Subdivision, building and resource consents processing
- Animal control
- Policy and planning
- Community partnerships
- Responding to climate change

The activities and services that each business unit within Council manages is shown in Figure 4.

Figure 4: Tasman District Council's organisational structure



Council jointly controls four Council Controlled Organisations (CCOs). These are Waimea Water Ltd (who manage the Waimea Community Dam), Port Nelson Ltd (a port company), Nelson Airport Ltd and Tasman Bays Heritage Trust (who operate the Nelson Provincial Museum). Council is also a minority shareholder in two national organisations with CCO status: Civic Financial Services Ltd and Local Government Funding Agency Ltd.

Management and funding of the following activities/services is shared jointly with Nelson City Council and governed by Joint Committees, with equal representation from elected members of both councils:

- the Nelson-Tasman Civil Defence and Emergency Management (CDEM) Group oversees CDEM activities in both regions (the CDEM office is located in Tasman District)
- the Nelson Tasman Regional Landfill Business Unit (NTRLBU) manages the regional landfill (located at York Valley in Nelson City)
- the Nelson Regional Sewage Business Unit (NRSBU) manages the wastewater treatment plant at Bell Island (located in Tasman District)

- the Saxton Field Joint Committee is responsible for the regional sportsfield facility, Saxton Field (located in Nelson City).

Council owns many properties and administers many reserves across Tasman District. Council directly manages many of its properties and facilities, while contracting the operation to others. For example, community housing is managed in-house, whereas maintenance of most parks and reserves is contracted to Nelmac, the Richmond Aquatic Centre is contracted to CLM and bus services are contracted to SBL. Some of the buildings on Council-administered lands are leased to businesses at market rates, while others are leased at a subsidised rate to community organisations such as sports clubs and community groups.

The Tasman region, like many other parts of the world, is grappling with the impacts of climate change. Urgent action is required to mitigate emissions and respond effectively to the challenges already affecting us.

Our *Climate Action Plan* sets out the Council's response to these issues. It serves as our roadmap, steering us toward a low-carbon, resilient, and innovative Tasman District. Key focus areas include reducing greenhouse gas emissions, building climate resilience, leading by example, and empowering communities to take action. Priority actions include emission reduction measures in the transport, energy, and waste sectors, along with initiatives to build the resilience of our communities and ecosystems.

This report helps us understand how we're tracking our efforts to reduce the Council's emissions.

1.2 People responsible

Council's Strategic Policy team is responsible for overall emission inventory measurement and reduction performance, as well as reporting results to management and elected members. The Senior Data Analyst - Waters and Wastes is responsible for sourcing data, populating the MfE workbook and calculating emissions.

1.3 Third-party verification

Independent verification was completed by McHugh & Shaw Limited. The assurance level achieved is Reasonable Assurance ISO Categories 1-2 and Limited Assurance ISO Categories 3-6.

1.4 Intended use and users

The Council has developed this report to help our staff and elected members identify, mitigate, and reduce our greenhouse gas emissions. This report forms part of the Council's commitment to measure and reduce our emissions, as stated in our *Climate Action Plan*. We share these results yearly to keep our community informed about the Council's emissions and our efforts to reduce our carbon footprint.

1.5 Dissemination policy

We will make this report publicly available on our website at: https://www.tasman.govt.nz/my-region/climate-change/what-is-council-doing/, and present this report to the Strategy and Policy Committee of Council.

1.6 Documentation retention and record-keeping

The Council keeps records associated with our GHG emissions on a secure cloud-based server. The Council handles these documents following our GHG information management procedures.

1.7 Base year recalculation policy

We will consider a base-year recalculation in the case of changes to reporting boundaries, improvements in reporting methodology (such as additional ISO Category 3-6 emission sources), or the identification of significant errors in the methodology.

1.8 Reporting period, base year, and frequency of reporting

This inventory covers the period from July 1 2022 to June 30 2023. This choice aligns with global standards and the Council's financial reporting. The base year is July 1 2020 to June 30 2021. We will continue to measure our emissions annually.

1.9 Performance against targets

The Council's *Climate Action Plan* aims to reduce emissions from Council activities by 16% by 2030 and 34% by 2035, compared to our 2020-2021 baseline. This target is based on the annual averages of the emissions budgets[14] set in the national *Emissions Reduction Plan*[15]. Our baseline net GHG emissions were 50,606 tCO_2e (recalculated using a UEF for landfill and the operational control method). This means are targets are: 42,509 tCO_2e by 2029/2030: and 33,400 tCO_2e by 2034/2035.

The Council is already exceeding these targets by a significant margin, with net emissions decreasing to 28,911 in 2021/22 and further decreasing to 14,713 in 2022/23 (see Figure 10).

1.10 GHG information management procedures

The Council has established GHG information management procedures that conform with *GHG Protocol* and *ISO 14064-1:2018* standards. These information management procedures provide regular checks to ensure the accuracy and completeness of our inventory. Our information management procedures document the following:

- Staff responsible for GHG inventory development

[14] Emissions budgets and the emissions reduction plan - Ministry for the Environment
[15] Emissions reduction plan - Ministry for the Environment

- Training procedures for staff responsible for GHG inventory development
- Organisational boundaries and how we review them
- GHG sources, sinks, and how we review them
- Quantification approaches (including data and models used for quantification) and how we review them
- Use, maintenance, and calibration of measurement equipment
- Data collection systems and how we review them
- How regular accuracy checks, internal audits, and reviews of information management take place
- Triggers for recalculating base-year emissions, for consistency of comparison and identification of accurate trends over time.

1.11 Methodological changes

We have made the following methodological changes from previous year.

Table 3: Methodological changes from the last reporting period

Change	Reason
Change from equity share approach (used for our two previous inventories) to operational control consolidation approach to account for the Council's emissions.	We decided to change to the operational approach because the equity share approach was not providing a good reflection of the actual emissions that the Council had direct control over. Most other local authorities in New Zealand, including NCC, use the operational control approach, therefore it makes sense for us to switch to this approach for consistency.
Review of organisational boundaries (see section 2 of this report) to exclude a number of business units we had previously reported on.	We were not receiving full and complete data from our Council Controlled Organisations (CCOs) and a few of our major suppliers, which added uncertainty to our inventory.
The MfE default emission factor used for landfill emissions was replaced by the Unique Emissions Factor (UEF) developed for York Valley landfill.	To align with emissions reporting from the Nelson Tasman Regional Landfill Business Unit and NCC. To ensure the representativeness of the base-year GHG inventory, Council has re-calculated the GHG emissions to account for substantial cumulative changes in the base-year emissions resulting from a change in one emission factor. For comparison purpose, the UEF was not only replaced for base-year, but also in the intervening period (2021/22). This is discussed further in Section 4.3 of this report.

2 Organisational boundaries included for this reporting period

Organisational boundaries were set with reference to the methodology described in the *GHG Protocol* and *ISO 14064-1:2018* standards. The *GHG Protocol* allows two distinct approaches to consolidate GHG emissions: the equity share or control (financial or operational) approaches. We used an operational control consolidation approach to account for emissions.

We previously used an **equity share consolidation approach** to account for the Council's emissions. For the 2022/2023 reporting period, we have changed to an **operational control approach**. An equity share approach accounts for GHG emissions based on the Council's proportionate share of equity in an entity, even if the Council doesn't have operational control over that entity. An operational control approach focuses on GHG emissions that the Council directly controls and manages through its operational activities.

We decided to change to the operational approach because the equity share approach was not providing a good reflection of the actual emissions that the Council had direct control over. In addition, we were not receiving full and complete data from our Council Controlled Organisations (CCOs) and a few of our major suppliers, which added uncertainty to our inventory.

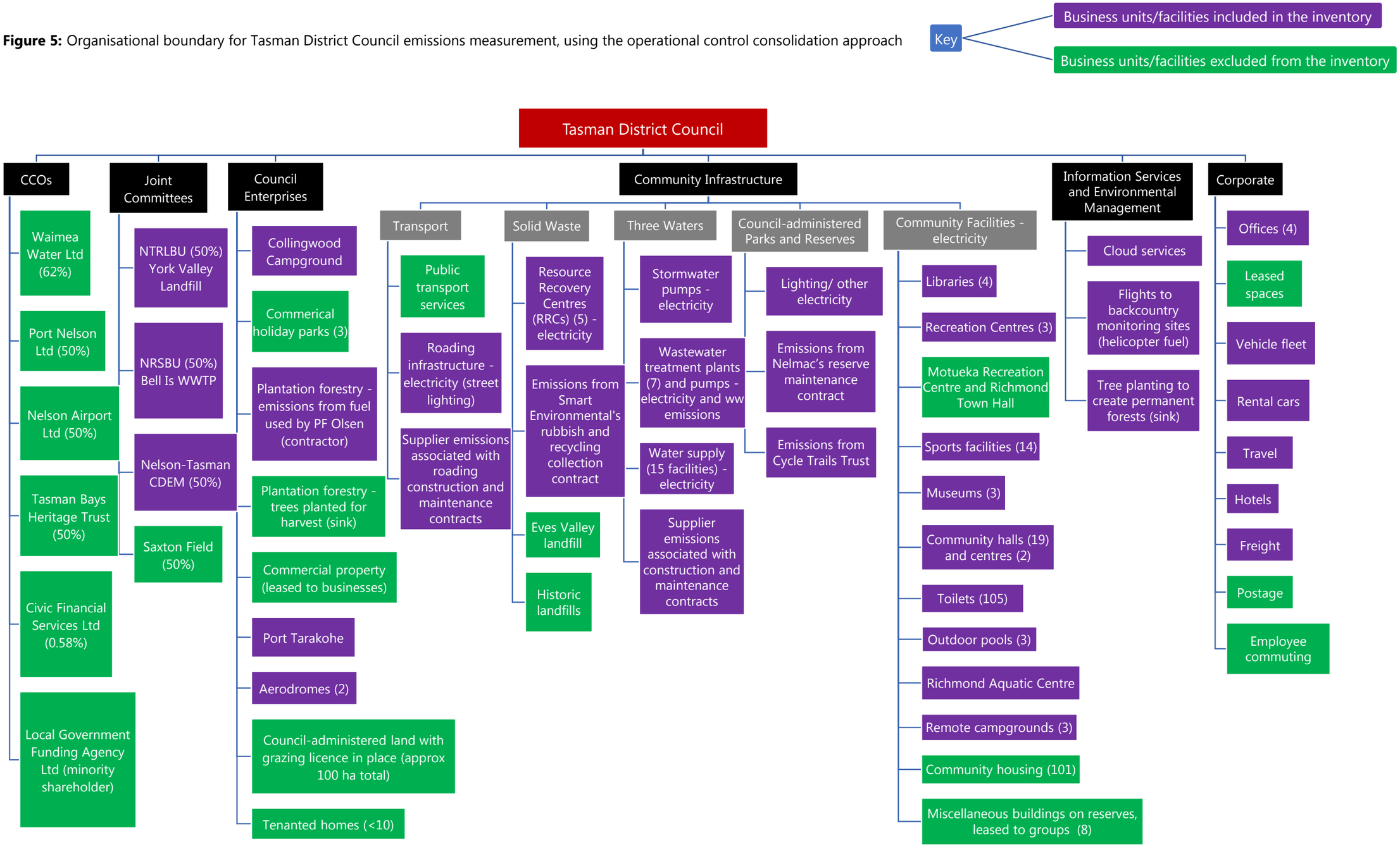
The operational control consolidation approach enables us to account for the emissions from operations we control, and include indirect emissions from major suppliers of services such as reserves maintenance and rubbish/recycling collection in our inventory. We do not account for emissions from operations in which we own a financial interest but have no control.

In 2021 we engaged Toitū Envirocare to run a scope and boundary workshop with staff, to help decide what sources we would include when using the equity share approach. For this report, staff have reviewed Council operations against the *GHG Protocol* and *ISO 14064-1:2018* to determine which should be included or excluded from our inventory under the operational control approach. Figure 5 shows the resulting reporting structure chosen for accounting for Council's emissions.

The organisational boundary chart outlines the core business units of Council, as well as CCOs and Joint Committees. The purple boxes indicate units that have been included in the emissions inventory, while the green boxes indicate units that are excluded from the inventory reporting.

For the purposes of the 2022/23 emissions inventory, the Council's emissions are reported at an organisational level, rather than by business unit. Tasman District Council is based at 189 Queen Street, Richmond; however, it has many sites across the region.

Figure 5: Organisational boundary for Tasman District Council emissions measurement, using the operational control consolidation approach



3 Reporting boundaries

3.1 GHG emission source exclusions

We excluded several emissions sources from our inventory. Table 4 explains why we excluded these sources.

Table 4: Business units, facilities, and activities excluded from emissions measurement

Business unit/facility	Reason for exclusion
Waimea Water Ltd (62.2% share)	Each of these six Council Controlled Organisations (CCOs) are discrete business units with their own management and sites and use different data management systems. The Council has minimal influence and no operational control over their emissions. Therefore, they have been excluded from the inventory.
Nelson Airport Ltd (50% share)	
Port Nelson Ltd (50% share)	
Tasman Bays Heritage Trust (50% share)	
Civic Financial Services Ltd (0.58%)	
Local Government Funding Agency Ltd LGFA (minority shareholder)	
Saxton Field (Joint Committee)	The source is outside of the reporting boundaries. Saxton Field is located within Nelson City Council's (NCC) boundaries, but Tasman District Council owns approximately half of the land. A joint committee, with members from both councils, provide governance oversight. The Council provides funding to NCC for Saxton Field development and maintenance (approximately 50% of the total cost), but NCC has operational control of the day-to-day management of Saxton Field. All emissions relating to Saxton Field are included within the NCC emissions inventory, therefore excluded from our report to avoid double counting.
Council Enterprises – commercial holiday parks (3)	The Council owns/administers land in four locations that are managed as commercial holiday parks. Three of these (the Top 10 Holiday Parks in Pōhara and Motueka, and the Riverside Holiday Park in Murchison) are managed by commercial operators under long-term lease arrangements. The Council has minimal influence and no operational control over the emissions from those three campgrounds, therefore, they have been excluded from the inventory.
Council Enterprises – plantation forestry -	Almost all Council-administered land that is managed for commercial plantation forestry purposes is subject to the ETS. To

trees planted for harvest (sink)	avoid double counting of emission removal, this source has been excluded from our inventory.
Council Enterprises - commercial property leased to businesses	The Council owns land and buildings in several locations across the District that it leases to businesses. The Council has minimal influence and no operational control over the emissions from these businesses, therefore, they have been excluded from the inventory.
Council Enterprises – grazing licences	Council-administers approximately 100 hectares of land in various locations across the District that have grazing licences in place. However, no information is available about the type or numbers of stock that graze this land, as the Council has not required licencees to provide this information. The total length of time when stock are present on these lands is also unknown (most licencees also graze their stock on other land throughout the year, not solely on the land subject to the grazing licence). Due to the lack of data availability, this source has been excluded from the inventory.
Council Enterprises - tenanted homes (<10)	The Council has minimal influence or control. The behaviour and energy usage patterns of tenants significantly influence these emissions, making it challenging for the Council to assert direct control. Each tenant pays their chosen electricity provider individually.
Transport - public transport services	The Council has minimal influence or control. Public transport services are contracted to an external provider (SBL), who operate a bus service within the Richmond and Nelson urban area under a shared arrangement with NCC.
Solid Waste - historic landfills, including Eve's Valley landfill	Most historic landfills in the District have been closed for 30 years or more, with the exception of the Eve's Valley landfill, which closed in 2017. Emissions from historic landfills have been excluded due to the challenging nature of accurately quantifying and attributing emissions over time. The Council's ability to directly control these emissions is limited.
Community Facilities - Motueka Recreation Centre and Richmond Town Hall	The Council leases these two community facilities to Sport Tasman, a not-for-profit company. The Council has minimal influence and no operational control over the emissions from Sport Tasman, therefore, they have been excluded from the inventory.
Community Facilities - community housing (101 units)	The Council has minimal influence or control. The behaviour and energy usage patterns of tenants significantly influence these emissions, making it challenging for the Council to assert direct control. Each tenant pays their chosen electricity provider individually.
Community Facilities - miscellaneous community buildings on reserve land (8)	The Council has minimal influence or control. These buildings are leased to non-profit community groups (e.g. playcentre, church group, drama group, RSA, community library, toy library, Plunket, Rotary).

Corporate - leased office space	The emissions intensity is low, and the Council has limited operational control.
Corporate - Richmond office diesel generator	Emissions are minimal – this generator is rarely used.
Corporate - taxis	Emissions are minimal.
Corporate - personal vehicle use	Emissions are minimal.
Corporate - postage/ small courier package	Emissions are minimal.
Corporate - paper use in offices	Emissions are minimal.
Corporate - working from home	Data not available.
Corporate - employee commuting	Data not available.
Many of our smaller suppliers	We have prioritised seeking emissions data from the 16 suppliers who collectively add to 74% of our supplier spend. We have not requested data from the hundreds of smaller suppliers (such as providers of office stationery) who represent the remaining 26% of our supplier spend, and have therefore excluded them.

3.2 Emission source identification method and significance criteria

The GHG emissions sources included in this inventory were identified with reference to the methodology described in the *GHG Protocol* and *ISO 14064-1:2018* standards.

Significance of emissions sources within the organisational boundaries has been considered in the design of this inventory. The significance criteria used comprise:

- All direct emissions sources that contribute more than 1% of total Category 1 and 2 emissions
- All indirect emissions sources that are required by the ISO 13064-1:2018 standard.

3.3 GHG emission source inclusions

As adapted from the *GHG Protocol*, the emissions sources deemed significant for inclusion in this inventory were classified into the following categories:

- **Category 1: Direct GHG emissions and removals**: emissions and removals from sources and sinks inside the organisational boundary that are owned or controlled by the Council. This includes seven wastewater treatment plants (WWTP), but not the Bell Island WWTP (the latter falls within the Joint Committee category).

- **Category 2: Indirect GHG emissions from imported energy**: emissions from the generation of purchased electricity consumed by the Council.
- **Category 3: Indirect GHG emissions from transportation**: mobile emission sources located outside the organisational boundary, mostly due to fuel burnt in transportation equipment.
- **Category 4: Indirect GHG emissions from products and services used by Council**: emissions from sources located outside the organisational boundary, associated with all types of goods and services purchased by Council (includes emissions associated with the production of energy purchased). Examples include emissions from plantation forestry activity (contracted out to PF Olsen) and emissions from development and maintenance of Council-administered parks and reserves (contracted out to Nelmac).
- **Joint Committee GHG emissions**: emissions from three of the four Joint Committees were included: the regional landfill at York Valley, the Bell Island WWTP, and Nelson-Tasman Civil Defence and Emergency Management (CDEM). All are shared 50% with Nelson City Council.
- **Category 5: Indirect GHG emissions associated with the use of products from the organisation** (No emissions reported because the Council does not manufacture or create physical products for customers to purchase).
- **Category 6: Indirect GHG emissions from other sources**: emissions that occur as a consequence of the Council's activities but occur from sources not owned or controlled by the Council, that cannot be reported in any other category.

Table 5 provides detail on the categories of emission sources and sinks included in our inventory, an overview of how activity data were collected for each emissions source, and an explanation of any uncertainties or assumptions made based on the source of activity data.

Table 5: GHG emission sources and sinks included in the inventory

Business unit/facility	GHG emission source	GHG emissions Category	Data source	Data collection unit	Level of accuracy/uncertainty
Environmental Management and Reserves & Facilities	Tree planting to create permanent forests	1 (sink)	Jobs for Nature project managers	ha	We only counted planting of native and exotic species, for the purpose of creating permanent forest cover, that met the New Zealand parameters to define a forest (minimum area 1 ha, with the potential to reach a minimum height of 5 metres and a minimum crown cover of 30%). We assumed the likelihood of planting areas to reach this parameter, but as growing conditions are variable this will have a low level of accuracy.
All business units and facilities that directly purchase electricity via Council's contract with Genesis Energy[16]	Purchased electricity[17]	2	Electricity usage information provided by Genesis Energy	kWh	We assume the supplier has provided complete and accurate invoice data.
All business units and facilities that directly purchase electricity via Council's contract with Genesis Energy	Electricity - transmission and distribution losses	4	Electricity usage information provided by Genesis Energy	kWh	We assume the supplier has provided complete and accurate invoice data.

[16] Council directly purchases electricity from Genesis Energy to power Council-owned buildings, facilities and equipment at 235 installation connection points (ICPs) across the District. Our calculations of Category 2 emissions from purchased electricity are based on the total kWh consumed within the reporting period. Rather than listing each individual facility each ICP relates to, we've grouped the main types of facilities by business unit in Table 5. However, we do not count these emissions twice in our calculations.

[17] We used a location-based reporting approach (using a national "grid average" emissions factor for electricity consumption provided by MfE) to source electric consumption data.

Business unit/facility	GHG emission source	GHG emissions Category	Data source	Data collection unit	Level of accuracy/uncertainty
Corporate - Council owned offices at Richmond, Motueka, Murchison and Tākaka	Purchased electricity	2	Electricity usage information provided by Genesis Energy	kWh	We assume the supplier has provided complete and accurate invoice data.
Corporate – vehicle fleet	Transport fuels - diesel	1	NPD Monthly Reports, Supplier data	L	We assume the suppliers have provided complete and accurate invoice data.
Corporate – vehicle fleet	Transport fuels – petrol premium	1	NPD Monthly Reports, Supplier data	L	We assume the suppliers have provided complete and accurate invoice data.
Corporate – vehicle fleet	Transport fuels – petrol regular	1	NPD Monthly Reports, Supplier data	L	We assume the suppliers have provided complete and accurate invoice data.
Corporate – rental cars	Hire car average (fuel type unknown)	3	Orbit Travel	km	We assume the supplier has provided complete and accurate invoice data
Corporate – travel	Air travel domestic (average)	3	Orbit Travel	Passenger/km	We assume the supplier has provided complete and accurate invoice data.
Corporate – travel	Air travel shorthaul	3	Orbit Travel	Passenger/km	We assume the supplier has provided complete and accurate invoice data.
Corporate – accommodation	Accommodation – NZ hotel	3	Orbit Travel	Room nights	We assume the supplier has provided complete and accurate invoice data.
Corporate – accommodation	Accommodation – Australian hotel	3	Orbit Travel	Room nights	We assume the supplier has provided complete and accurate invoice data.
Corporate – freight	Freight	3	Library and Environmental Management teams, Supplier data	Tonne/km	This figure is an estimate calculated by calculating the average parcel weight and distance travelled. We assume our suppliers have provided complete and accurate invoice data. For Council's direct freight emissions, the figure only includes the two Council teams that are

Business unit/facility	GHG emission source	GHG emissions Category	Data source	Data collection unit	Level of accuracy/uncertainty
					responsible for the vast majority of our freight.
Community Facilities – libraries (Richmond, Motueka and Tākaka)[18]	Purchased electricity	2	Electricity usage information provided by Genesis Energy	kWh	We assume the suppliers have provided complete and accurate invoice data.
Community Facilities – Recreation Centres at Tākaka, Upper Moutere and Murchison	Purchased electricity	2	Electricity usage information provided by Genesis Energy	kWh	We assume the suppliers have provided complete and accurate invoice data.
Community Facilities – 14 sports facilities (various locations)	Purchased electricity	2	Electricity usage information provided by Genesis Energy	kWh	We assume the suppliers have provided complete and accurate invoice data.
Community Facilities – Museums at Collingwood, Tākaka and Motueka	Purchased electricity	2	Electricity usage information provided by Genesis Energy	kWh	We assume the suppliers have provided complete and accurate invoice data.
Community Facilities – 19 community halls and 2 community centres (various locations)	Purchased electricity	2	Electricity usage information provided by Genesis Energy	kWh	We assume the suppliers have provided complete and accurate invoice data.
Community Facilities – 105 toilet facilities (various locations)	Purchased electricity	2	Electricity usage information provided by Genesis Energy	kWh	We assume the suppliers have provided complete and accurate invoice data.
Community Facilities – 3 remote campgrounds	Purchased electricity	2	Electricity usage information	kWh	We assume the suppliers have provided complete and accurate invoice data.

[18] There is also a library located within the Murchison Service Centre. However, electricity use of that building is covered by the first row above (Corporate – Council owned offices at Murchison etc), hence it is not included in this row, to avoid double-counting.

Business unit/facility	GHG emission source	GHG emissions Category	Data source	Data collection unit	Level of accuracy/uncertainty
(Kina, Ruby Bay, Owen River)			provided by Genesis Energy		
Community Facilities – 3 outdoor community pools (various locations)	Purchased electricity	2	Electricity usage information provided by Genesis Energy	kWh	We assume the suppliers have provided complete and accurate invoice data.
Community Facilities - Richmond Aquatic Centre	Refrigerants	4	Data on refrigerants provided by CLM	kg	We assume the operator (CLM) has provided complete and accurate invoice data.
Community Facilities - Richmond Aquatic Centre	Electricity used by CLM to power the Aquatic Centre facility	4	Electricity usage information provided by CLM	kWh	We assume the operator (CLM) has provided complete and accurate invoice data.
Parks and Reserves – lighting/other electricity use	Purchased electricity	2	Electricity usage information provided by Genesis Energy	kWh	We assume the suppliers have provided complete and accurate invoice data.
Parks and Reserves maintenance - fertiliser	Fertiliser use - nitrogen	1	Suppliers' data	kg	We assume the supplier (Nelmac) has provided complete and accurate data.
Parks and Reserves maintenance - fuel	Transport fuels - diesel	4	Suppliers' data	L	We assume the supplier (Nelmac) has provided complete and accurate data.
Parks and Reserves maintenance - fuel	Transport fuels - diesel	4	Suppliers' data	L	We assume the supplier (Nelmac) has provided complete and accurate data.
Parks and Reserves maintenance - waste	General waste to landfill	4	Suppliers' data	kg	We assume the supplier (Nelmac) has provided complete and accurate data.
Parks and Reserves – maintenance - electricity	Electricity used at Nelmac offices/buildings	4	Electricity usage information provided by Nelmac	kWh	We assume the supplier (Nelmac) has provided complete and accurate data.
Council Enterprises – Collingwood Campground	Purchased electricity	2	Electricity usage information	kWh	We assume the suppliers have provided complete and accurate invoice data.

Business unit/facility	GHG emission source	GHG emissions Category	Data source	Data collection unit	Level of accuracy/uncertainty
			provided by Genesis Energy		
Council Enterprises – Port Tarakohe	Purchased electricity	2	Electricity usage information provided by Genesis Energy	kWh	We assume the suppliers have provided complete and accurate invoice data.
Council Enterprises – Motueka and Tākaka Aerodromes	Purchased electricity	2	Electricity usage information provided by Genesis Energy	kWh	We assume the suppliers have provided complete and accurate invoice data.
Information Services and Environmental Management	Cloud storage	4	Storage provider	kWh	This inventory includes pre-verified data. We assume the supplier has provided complete and accurate data. The figure is an average of two calendar years to match our financial year.
Information Services and Environmental Management	Helicopter fuel – flying staff to hydrology monitoring sites in backcountry	3	Hydrology manager	L	The hydrology component is an estimate.
Council Enterprises – plantation forestry, Environmental Management	Helicopter fuel – plantation forestry management and wilding pine control	4	PF Olsen (forestry contractor)	L	We assume that the forestry contractor has provided complete and accurate data.
Council Enterprises – plantation forestry	Transport fuels - diesel	4	Data on fuel useage provided by contractor (PF Olsen)	L	We assume that the forestry contractor has provided complete and accurate data.
Transport/Roading - Street lights and traffic lights	Purchased electricity	2	Electricity usage information provided by Genesis Energy	kWh	We assume the suppliers have provided complete and accurate invoice data.

Business unit/facility	GHG emission source	GHG emissions Category	Data source	Data collection unit	Level of accuracy/uncertainty
Waste and Recycling – Resource Recovery Centres (transfer stations) (5)	Purchased electricity	2	Electricity usage information provided by Genesis Energy	kWh	We assume the suppliers have provided complete and accurate invoice data.
Waste and Recycling – contracted service: collection of rubbish and recycling and transportation to RRCs	Transport fuels - diesel	4	Data on fuel usage provided by contractor (Smart Environmental)	L	We assume that the contractor has provided complete and accurate invoice data.
Waste and Recycling – contracted service: collection of rubbish and recycling and transportation to RRCs	Transport fuels - petrol	4	Data on fuel usage provided by supplier (Smart Environmental)	L	We assume the suppliers have provided complete and accurate invoice data.
Waste and Recycling – contracted service	Electricity use at Smart Environmental Office	4	Electricity usage information provided by contractor (Smart Environmental)	kWh	We assume the supplier has provided complete and accurate data.
Water Supply – water treatment plants	Purchased electricity	2	Electricity usage information provided by Genesis Energy	kWh	We assume the suppliers have provided complete and accurate invoice data.
Water Supply - water pump stations, bores and telemetry sites	Purchased electricity	2	Electricity usage information provided by Genesis Energy	kWh	We assume the suppliers have provided complete and accurate invoice data.
Stormwater pumps/ Stormwater pump stations	Purchased electricity	2	Electricity usage information provided by Genesis Energy	kWh	We assume the suppliers have provided complete and accurate invoice data.

Business unit/facility	GHG emission source	GHG emissions Category	Data source	Data collection unit	Level of accuracy/uncertainty
Wastewater pumps/ Wastewater pump stations – excluding Bell Island	Purchased electricity	2	Electricity usage information provided by Genesis Energy	kWh	We assume the suppliers have provided complete and accurate invoice data.
Wastewater treatment plants (7) – excluding Bell Island WWTP	Wastewater precalculated (tCO_2e)	1	Data and calculations provided by the Council's Project Engineer – Water (Graeme Fox)	t	We calculated these figures using Water NZ guidelines (2021). Some deviations were made from the guidelines to account for the proportion of holidaymakers during the year and more accurate monitoring data for the Motueka and Tākaka areas.
Bell Island wastewater treatment plant	Purchased electricity	Joint Committee – NRSBU (50% share)	Electricity usage information provided by Meridian Energy	kWh	We assume the suppliers have provided complete and accurate invoice data.
Bell Island wastewater treatment plant	Transmission and distribution losses	Joint Committee – NRSBU (50% share)	Electricity usage information provided by Meridian Energy	kWh	We assume the supplier has provided complete and accurate invoice data.
Bell Island wastewater treatment plant	Wastewater precalculated (tCO_2e)	Joint Committee – NRSBU (50% share)	Data provided by NRSBU Operations Manager (Brad Nixon)	t	Based on tests at site and NZ Water Carbon Accounting Guidelines for wastewater treatment. We assume the NRSBU have provided complete and accurate data.
York Valley Landfill	Purchased electricity	Joint Committee – NTRLBU (50% share)	Electricity usage information provided by Meridian Energy	kWh	We assume the suppliers have provided complete and accurate invoice data.
York Valley Landfill	Transmission and distribution losses	Joint Committee – NTRLBU (50% share)	Electricity usage information provided by Meridian Energy	kWh	We assume the supplier has provided complete and accurate invoice data.

Business unit/facility	GHG emission source	GHG emissions Category	Data source	Data collection unit	Level of accuracy/uncertainty
York Valley Landfill	Waste landfilled LFGR Garden and Food	Joint Committee – NTRLBU (50% share)	Weighbridge returns and a unique emission factor (UEF) provided by NRSBU	kg	It is assumed that the load descriptions provided by truck drivers are accurate. It is assumed that the provided UEFs can be applied to Financial Years (1 July – 30 June), as they were originally applicable to calendar years. This will cause deviations from the landfill's reported emissions, as we are applying just their UEF to a financial year landfill tonnage. Note that for 2020-21 the UEF used is 0.885 Kg CO2e, for 2021-22 the UEF used in calculations is 0.518 Kg CO2e, and the 2022-23 UEF is 0.091. These UEFs coincide with updates from the landfill infrastructure timeline, excerpted from the NTRLBU Carbon Journey report (2023). Also note that for 2022-2023, Inert waste tonnage/emissions has been included due to the Landfill UEF being calculated with total annual tonnage rather than organic-relevant waste, so must be included for consistency.
York Valley Landfill	Waste landfilled LFGR Mixed waste	Joint Committee – NTRLBU (50% share)		kg	
York Valley Landfill	Waste landfilled LFGR Paper and textiles	Joint Committee – NTRLBU (50% share)		kg	
York Valley Landfill	Waste landfilled LFGR Wood	Joint Committee – NTRLBU (50% share)		kg	
York Valley Landfill	Waste to landfill Inert waste	Joint Committee – NTRLBU (50% share)		kg	
Nelson-Tasman Civil Defence and Emergency Management (CDEM)	Purchased electricity – CDEM office in Richmond	Joint Committee – CDEM (50% share)	Electricity usage information provided by Meridian Energy	kWh	We assume the supplier has provided complete and accurate invoice data.
CDEM	Transmission and distribution losses	Joint Committee – CDEM (50% share	Electricity usage information provided by Meridian Energy	kWh	We assume the supplier has provided complete and accurate invoice data.

Business unit/facility	GHG emission source	GHG emissions Category	Data source	Data collection unit	Level of accuracy/uncertainty
Community Infrastructure – a range of construction projects across the District	Supplier construction materials	4	Data provided by 6 suppliers (Fulton Hogan, Donaldson Civil, Tasman Civil, Downer 3 Waters, Downer Roading and WSP)	Kg	We assume the suppliers have provided complete and accurate data.
Community Infrastructure	Supplier electricity	4	Suppliers' data	kWh	This inventory includes some pre-verified data. This figure will have a low level of accuracy and will be an underestimate because it is the estimated data from 12 of our 16 significant suppliers.
Community Infrastructure	Supplier transport fuels	4	Suppliers' data	L	This inventory includes some pre-verified data. This figure will have a low level of accuracy and will be an underestimate because it is the estimated data from 12 of our 16 significant suppliers.
Community Infrastructure	Supplier waste	4	Suppliers' data	kg	This inventory includes some pre-verified data. This figure will have a low level of accuracy and will be an underestimate because it is the estimated data from 12 of our 16 significant suppliers.

3.4 Impact on uncertainties on the accuracy of GHG emissions and removals

Table 5 provides an overview of how data was collected for each GHG emissions source, the source of the data and an explanation of any uncertainties or assumptions made. The uncertainty of Category 1 emissions is medium because there is uncertainty within the Water New Zealand methodology used to calculate our wastewater emissions. The uncertainty for Category 2 emissions is low because there was only one source of emissions, and we assume our suppliers provided complete and accurate data. Uncertainty is high for Category 4 as we only received data from 12 out of 16 suppliers.

3.5 Suppliers

Where data is available, the Council reports on emissions from the suppliers and contractors we use to conduct Council business. These suppliers are not contractually required to report their emissions to us at present, so we are reliant on voluntary reporting of emissions to us.

As the Council has hundreds of suppliers, we have decided to only procure information from the 16 suppliers who collectively represent 74% of the Council's expenditure on suppliers and contractors. Table 6 shows those we requested data from and whether they provided it.

Table 6: Suppliers and contractors included in the Council's emissions inventories

Supplier	Provided data for inventory		
	2020/2021	2021/2022	2022/2023
Downer New Zealand Limited - 3 Waters	✓	✓	✓
Fulton Hogan Limited	✓	✓	✓
Smart Environmental Limited	✓	✓	✓
Donaldson Civil Limited	✓	✓	✓
Tasman Civil Limited	✓	✓	✓
Stantec New Zealand	✓	✓	✓
WSP New Zealand Limited	✓	✓	✓
Downer New Zealand Limited - Roading	X	✓	✓
Nelmac	X	✓	✓
Tonkin & Taylor Limited	X	✓	✓
Taylors Contracting Co Limited	X	X	✓
PF Olsen Limited	X	X	✓
Waimea Water Ltd	✓	X	X
Process Flow Limited	X	X	X
Coman Construction Ltd	X	X	X
CJ Industries Limited	X	X	X
Total	8/16	10/16	12/16

4 Quantified inventory of emissions and removals

4.1 Methodology

The Council used an Interactive Workbook (April 2023) developed by the Ministry for Environment (MfE) to complete this inventory. MfE recommends that organisations use this workbook and it is widely used by local government to report emissions. The workbook automatically calculates our emissions: emissions source activity data is multiplied by GHG emissions or removal factors.

We chose this quantification model to ensure our results align with the sector. MfE's Detailed Guide to Measuring Emissions 2023 documents this model and the GHG emission and removal factors used, based on New Zealand's Greenhouse Gas Inventory 1990-2021.

A recalculation of landfill emissions for all years was undertaken during the audit process for this report (see section 4.3), due to the decision to switch to a unique emission factor (UEF) for the landfill emissions.

4.2 GHG inventory

ISO 14064-1:2018 recommends reporting six different greenhouse gases. Each gas has a *global warming potential* (GWP)[19]. The Global Warming Potential (GWP) allows comparison of global warming impacts of different gases. Specifically, it is a measure of how much energy the emissions of one ton of a gas will absorb over a given timeframe relative to one ton of carbon dioxide (CO_2) emissions. The larger the GWP, the more that a given gas warms the Earth compared to CO_2 over a given timeframe (commonly 100 years). GWP is a metric that enables analysts to add up emissions estimates of different gases and policymakers to compare emissions reduction opportunities across sectors and gases. Table 7 states the GWP of the greenhouse gases reported in this inventory.

Table 7: Global warming potential (GWP) of selected greenhouse gases[20]

Common name	Gas	GWP
Carbon dioxide	CO_2	1
Methane	CH_4	25
Nitrous oxide	N_2O	298
Hydrofluorocarbons	HFCs[21]	3,985[22]
Sulfur hexafluoride	SF_6	23,500
Nitrogen trifluoride	NF_3	16,100

[19] Greenhouse Gas Protocol – Global Warming Potential Values
[20] The listed potentials for CO_2, CH_4 and N_2O are provided by MfE in their Interactive Workbook 2023.
[21] Weighted average stated in ISO 4064-1. MfE does not state what GWP they use for HFCs.
[22] Average GWP for HFC-125 and HFC-143a used in refrigerant AZ50R507.

Table 2 in the Executive Summary of this report describes our GHG emissions for the 2022/23 period in detail. Table 8 compares the total emissions (tCO2e) for 2022/23 within each Category to our baseline (2020/21) period. We have included the recalculated landfill emissions using UEF for both periods, and presented the information from the baseline inventory using the operational control method of categorising emissions. This enables consistency of comparison and identification of accurate trends over time.

Table 8: GHG emissions inventory summary (tCO_2e): comparison of 2022/23 period to base year[23]

Scope (ISO 14064-1:2006)	**Category** (ISO 14064-1:2018)	**GHG emissions (tCO_2e)**	
	Source	**2020/21 (Base year)**	**2022/23**
Scope 1	**Category 1: Direct emissions**		
	Wastewater (7 WWTPs, excludes Bell Island WWTP)	1,752	1,425
	Transport fuels	218	231
	Fertiliser	No data received from supplier	9.7[24]
	Total Category 1/Scope 1 emissions	**1,970**	**1,666**
Scope 2	**Category 2: Indirect emissions from imported energy**		
	Purchased electricity	668	485.3
	Total Category 2 /Scope 2 emissions	**668**	**485.3**
Scope 3	**Category 3: Indirect emissions from transportation and distribution**		
	Rental car	0.2	0.6
	Air travel	25.2	35
	Accommodation	1.9	3.7
	Freight	2.1	1.8
	Helicopter fuel (environmental monitoring)	5.3	2.7
	Total Category 3 emissions	**34.7**	**43.8**
	Category 4: Indirect emissions from products used by the organisation		
	Electricity transmission and distribution losses	60.7	56.3
	Cloud storage	75.3	2.3
	Employee office waste	2.8	3.2
	Supplier transport fuels	1,769	6,992
	Supplier helicopter fuel (plantation forestry and wilding pine control)	105	59.9
	Suppliers' stationary combustion	-	77.9

[23] Numbers in brackets indicate converted tCO_2e units. Numbers may not add up to tCO_2e due to rounding or lack of data. Numbers may not be reported if they are minimal (<0.5 tCO_2e). Some emission sources were only reported as tCO_2e rather than split into constituent gases.

[24] Pre-verified data from supplier (Nelmac)

Scope (ISO 14064-1:2006)	Category (ISO 14064-1:2018) / Source	GHG emissions (tCO_2e) 2020/21 (Base year)	2022/23
	Supplier construction materials	130.4	79.3
	Supplier electricity	178.2	141.3
	Supplier waste	10.8	37.3
	Supplier emissions (Tonkin & Taylor, combined Scope 3 emissions)	-	8.0
	Supplier refrigerants[25] (Richmond Aquatic Centre)	398.5	-
	Total Category 4 emissions	**2,731**	**7,457**
	Category 5: Indirect emissions associated with the use of products from the organisation		
	Not reported	N/A	N/A
	Cateorgy 6: Indirect emissions from other sources		
	Not reported	N/A	N/A
	Joint Committee emissions		
	Waste landfilled LFGR Garden and Food	43,640 (recalculated using UEF)	1
	Waste landfilled LFGR Mixed waste		3,355
	Waste landfilled LFGR Wood		147
	Waste landfilled LFGR Inert waste		190
	Wastewater Bell Island	1,288	1,303
	Electricity + Electricity losses: Bell Island WWTP, York Valley landfill and CDEM	311	231
	Total Joint committee emissions	**45,239**	**5,227**
	Total Scope 3 emissions	**48,004**	**12,728**
Scopes 1-3	**All emission sources**		
	Total direct emissions	1,970	1,666
	Total indirect emissions	48,672	13,213
	Total gross emissions	**50,642**	**14,879**
Scope 1	**Removals**		
	Sink	tCO_2e	
	Exotic forestry planting for permanent forest cover	-	(86.5)
	Native forestry planting	(36.9)	(79.3)
	Total removals	**N/A**	**(165.8)**
Total net emissions		**50,606**	**14,713**

[25] Based on refrigerants purchased, not refrigerants used. No refrigerants were purchased in 2022/23.

4.3 Historical recalculations

Waste to landfill emissions methodology changes

The methodology used to account for emissions generated by waste deposited at York Valley Landfill has changed for this report.

In our previous two inventories, we measured landfill emissions using emissions factors sourced from MfE. These emission factors are averages from across New Zealand and do not account for the differences in emission reduction initiatives at individual landfills.

The Nelson Tasman Regional Landfill Business Unit (NTRLBU) reports its emissions to the Emissions Trading Scheme (ETS) using a Unique Emissions Factor (UEF). This UEF is individualised to NTRLBU[26] and accounts for the emissions reduction efforts they are making.

For this report, we have recalculated the emissions from York Valley Landfill using the verified UEFs provided by NRSBU. The emissions factor was changed across years to provide consistency across business units (NRSBU and Council), ensure accuracy, capture variance in methane gas capture and destruction in the landfill, and recognise changes in quantity and type of waste entering the landfill. Table 9 sets out emissions from the York Valley Landfill generated across the 2020/21 to 2022/23 reporting years, using the historic and new methodologies[27].

Table 9: Comparison between emissions calculated using the UEF and MfE emissions factor methodologies

Reporting year	Waste to landfill (kg) TDC portion	Emissions calculation (tCO_2e)			Change against baseline (%)	
		Historic (MfE emissions factors) methodology	UEF tCO_2e	New (UEF) methodology	Historic (MfE emissions factors) methodology	New (UEF) methodology
2020/21	49,310,800	12,223	0.885	43,640	N/A - baseline	N/A - baseline
2021/22	43,186,120	8,248	0.518	22,370	-33	-49
2022/23	40,581,540	3,693	0.091	3,693	-70	-92

Figure 6 shows the side-by-side comparison between old and recalculated landfill-specific emissions on a year-by-year basis.

[26] A notice of approval of a unique emissions factor for York Valley Landfill (0.091 tCO2e/t waste) was published in the New Zealand Gazette on 13 March 2023: https://gazette.govt.nz/notice/id/2023-au3444

[27] This table only shows Tasman District Council's 50% share of the landfill's emissions. The UEF used is the UEF reported at the start of the relevant financial year – for example, the 2020/2021 uses the 2020 UEF reported to the Emissions Trading Scheme.

Figure 6: Comparison of original vs revised calculated landfill emissions, based on MfE and UEF emission factors.

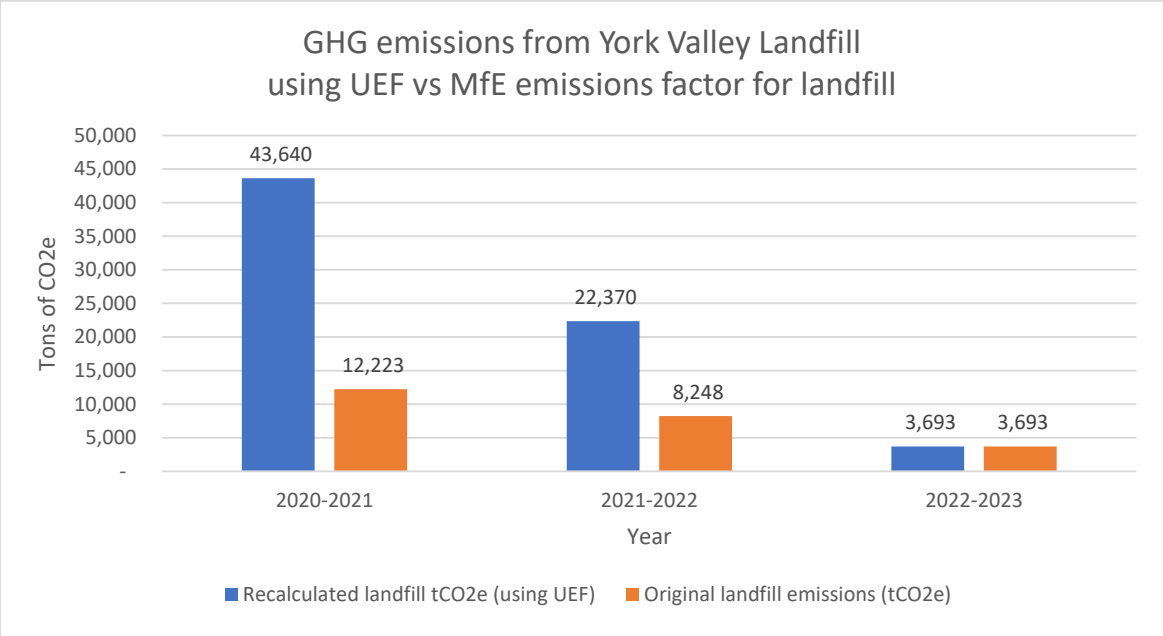


Figure 7: Comparison of landfill emissions vs all other GHG emissions (landfill emissions recalculated using UEF and all other emissions recalculated using operational control method)

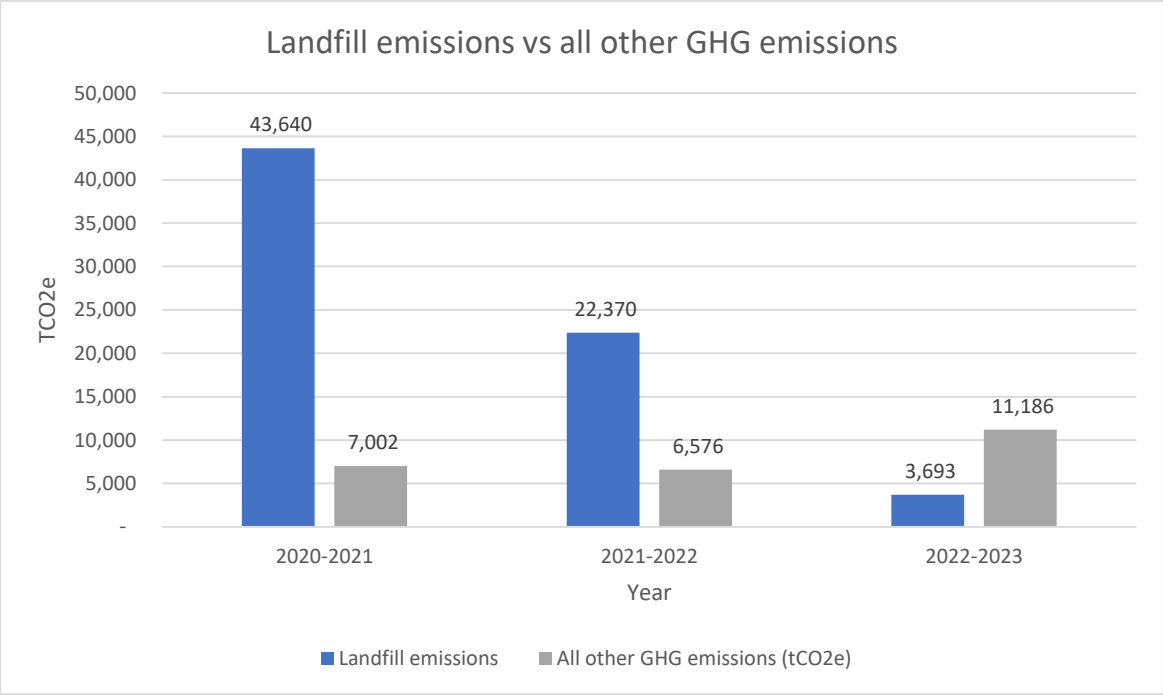


Figure 7 compares the revised UEF landfill emissions with all other emissions (recalculated using the operational control method) from base year to present. The landfill emissions during base year represents 86% of total emissions. This decreases to 77% in 2021/22 as the UEF improves. Landfill emissions account for 25% of total emissions in 2022/23. Note that non-landfill emissions almost doubled in the 2022/23 reporting period, when compared to previous years. This was due to the Council's plantation forestry contractor (PF Olsen) reporting their emissions for the first time during the current period.

The technical differences between the historic and new methodologies for calculating landfill emissions, discussed in further detail below, can be summarised as follows:

Table 10: Differences between MfE and UEF Waste-to-landfill reporting methodologies

	Historic (MfE emissions factors) methodology	New (UEF) methodology
In-scope emissions	Emissions associated with reporting year waste entering landfill.	Emissions generated by the whole landfill asset in the reporting year, including emissions associated with waste that has historically been deposited.
Reporting responsive to quantity and type of waste entering landfill	Both methodologies can be responsive to changes in the quantity and type of waste entering landfill.	
Reporting responsive to variance in gas capture and destruction	Due to the flat rate of gas capture and destruction built into the emissions factors, this methodology is not responsive to variance in gas capture and destruction.	This methodology is responsive to variance in gas capture and destruction, although it is limited by default destruction factors in the absence of assets' destruction efficiency being certified.
Alignment with regional emissions inventory	Does not align well with regional emissions inventory.	Aligns reasonably well with regional emissions inventory.
Alignment with ETS reporting	Does not align with ETS reporting.	Achieves alignment with ETS reporting.

MfE emissions factor methodology

Historically, the Council has determined a waste-to-landfill emissions footprint using generic Ministry for the Environment (MfE) emissions factors coupled with NTRLBU data on the composition of waste entering York Valley Landfill. MfE emissions factors assume 68% of the landfill gas emitted is collected and destroyed at landfill, and do not take into account emissions from waste historically deposited in landfill.

Unique Emissions Factor methodology

The Emissions Trading Scheme requires use of an Unique Emissions Factor (UEF) for the York Valley Landfill. While the quantum of waste emissions increases in the change to the UEF method, it provides a more accurate and comprehensive picture of emissions generated by the landfill in any given year:

- It takes into account emissions from waste historically deposited, as well as waste deposited in the current year.
- It is also responsive to changes in landfill gas collection and destruction.

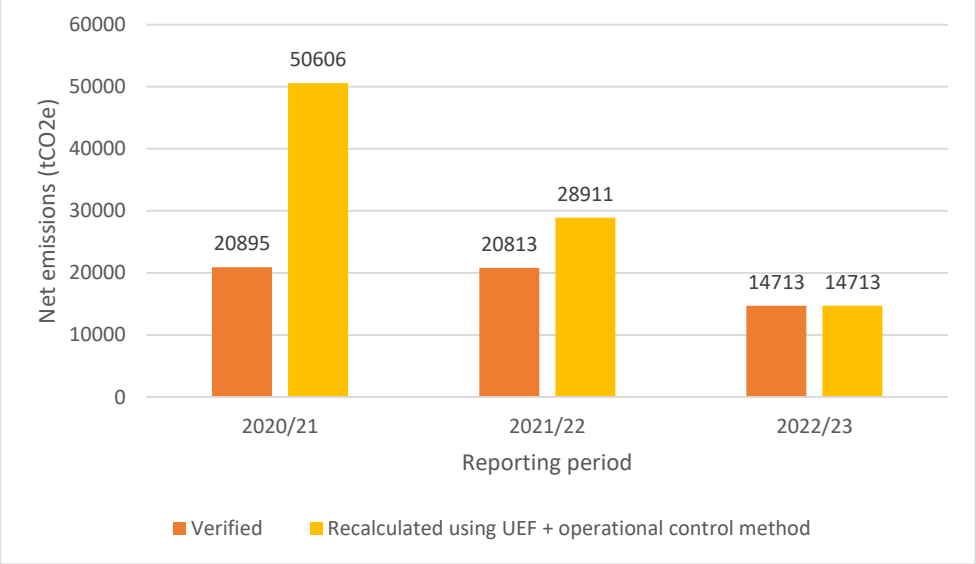
In the last few years, the NTRLBU have made significant progress towards emissions reduction at both regional landfills, including installing a flare at the closed Eves Valley landfill.

Recalculation of emissions from previous reporting periods using operational control method

The original two GHG inventories, published on Council's website, have not been revised. However, for the purpose of this report, the emissions for both reporting periods have been recalculated using the operational control method of categorising emissions. This enables consistency of comparison and identification of accurate trends over time. See section 5 of this report for an overview of emission trends over time.

Figure 8 shows the originally calculated and verified total net emissions (orange) compared to the application of the UEFs to landfill emissions and recalculation of total net emissions using the operational control method for those years (yellow). The figures for the current 2022-2023 reporting period are unchanged, as the UEF was already applied for landfill emissions.

Figure 8: Comparison of net GHG emissions (verified) vs net GHG emissions (recalculated)



The significant decrease in emissions across the reporting years coincides with the implementation of landfill infrastructure upgrades. In 2022, the methane flare at York Valley landfill was upgraded, which has caused a substantial drop in emissions.

4.4 Biogenic GHG emissions from landfill

Biogenic methane emissions from landfill have reduced substantially, from 43,640 tCO2e in 2020/21 to 3,693 tCO2e in 2022/23: a 91.5% reduction in emissions since the baseline year. This reduction is largely due to improved accuracy in emission factors, by applying the UEF for York Valley landfill, along with improvements to infrastructure and methodology for capturing/flaring excess methane from landfill that would otherwise be dissipated into the atmosphere.

The landfill business unit, NTRLBU, is covered by the NZ Emission Trading Scheme (ETS) and has undertaken the following actions:

- 2018/19 - applied for a Unique Emission Factor (UEF), this was gazetted in 2022
- 2019/20 - planning and funding request
- 2020/21 – installed new flare at York Valley landfill, moved the old flare to the Eves Valley landfill and also installed a gas system at the latter landfill
- 2021/22 - gas system improvements
- 2022/23 - new gas pipework at York, new gas extraction wells at York.
- 2023 - gas reuse plan being developed.

4.5 Anthropogenic biogenic CO_2 emissions

Anthropogenic biogenic emissions result from biomass combustion caused by human activity. Examples of this include burning biofuel or decomposition of organic matter.

We followed the Ministry for the Environment's Detailed Guide to Measuring Emissions 2023, which states that users should separately report biogenic emissions from biofuel or biomass combustion. Council does not have biofuel or biomass combustion sources. We used Water New Zealand's methodology to quantify our wastewater emissions, which excludes biogenic emissions.

We will report any other anthropogenic biogenic emissions separately and in our consolidated statement in future years.

4.6 Forestry emissions

Since the Emissions Trading Scheme accounts for emissions from our commercial forestry activity, we do not report them here.

The Council only accounts for native or exotic permanent forest planted or removed on Council-administered land after July 1, 2021 (the baseline period), due to the complexity associated with this task.

5 Emission trends over time

As discussed in section 1.8 of this report, the Council has made good progress in reducing its emissions over the past three years.

The figures in tables 11 to 13 have been recalculated for all years using the operational control method and UEF for landfill emissions, for ease of comparison.

Table 11: Comparison of Council's total emissions across reporting periods

Category	Source	Total emissions (tCO_2e)			% change from baseline	% change from 2021/2022
		2020/2021 baseline	2021/2022	2022/2023		
1	Exotic forestry planting	-	-	(86.5)	NA	NA
1	Native forestry planting	(36.9)	(34.9)	(79.3)	115%	127%
1	Transport fuels	217.7	233.5	231.4	6%	-1%
1	Wastewater (7 WWTP, excludes Bell Is WWTP)	1,752	1,491	1,425	-19%	-4%
1	Fertiliser	-	16.4	9.7	NA	-41%
2	Purchased electricity	668.3	776.8	485.3	-27%	-38%
3	Accommodation	1.9	1.9	3.7	95%	95%
3	Air travel	25.2	16.1	35.0	39%	117%
3	Car hire	0.2	0.6	0.6	200%	0%
3	Freight	2.1	1.8	1.8	-14%	0%
3	Helicopter fuels	5.3	6.4	2.7	-49%	-58%
4	Cloud computing	75.3	0.6	2.3	-97%	283%
4	Transmission and distribution losses	60.7	71.3	56.3	-7%	-21%
4	Waste	2.8	2.7	3.2	14%	19%
4	Suppliers' emissions (total)	2,592	2,603	7,395	185%	184%
-	Joint Committee emissions (total)	45,239	23,723	5,227	-88%	-78%
Total gross emissions		**50,643**	**28,945**	**14,879**	**-71%**	**-49%**
Total net emissions		**50,606**	**28,911**	**14,713**	**-71%**	**-49%**

Table 12: Comparison of major suppliers' emissions across reporting periods

Source	Total emissions (tCO_2e)			% change from baseline	% change from 2021/2022
	2020/2021 baseline	2021/2022	2022/2023		
CLM (Richmond Aquatic Centre)	571.4	176.9	118	-79%	-33%
Collingwood Holiday Park	2.7	2.7	No data	NA	NA
Donaldson Civil	256.5	108.4	27.6	-89%	-75%
Downer – Three Waters	357.1	349.2	315	-12%	-10%
Downer - Roading		400.4	573	NA	43%
Fulton Hogan	688	685	370	-46%	-46%
Nelmac	No data	241.3	248	NA	3%
Nelson Tasman Cycle Trails Trust	1.3	No data	No data	NA	NA
PF Olsen	105	No data	3,745.5	3467%	NA
Smart Environmental	435.8	479.3	440	1%	-8%
Stantec	1.2	7.8	8	567%	3%
Tasman Civil	124.7	125.2	156	25%	25%
Taylors Contracting	-	-	1,376	NA	NA
Tonkin and Taylor	-	24.3	17.7	NA	-27%
WSP	48.8	2.8	0.5	-99%	-82%
Total	**2,593**	**2,603**	**7,395**	**185%**	**184%**

Table 13: Comparison of Joint Committee emissions across reporting periods

Source	Total emissions (tCO_2e)			% change from baseline	% change from 2021/2022
	2020/2021 baseline	2021/2022	2022/2023		
CDEM – purchased electricity + losses	1.3	0.9	1.0	-23%	11%
Landfill* (*recalculated using UEF)	43,640	22,370	3,693	-92%	-83%
Landfill – purchased electricity + losses	20.1	23.7	7	-65%	-70%
Bell Is WWTP – wastewater precalculated	1,288	973.8	1,303	1%	34%
Bell Is WWTP – purchased electricity + losses	289.2	354.7	223	-23%	-37%
Total	**45,239**	**23,723**	**5,227**	**-88%**	**-78%**

Figure 9: Gross greenhouse gas (GHG) emissions by category compared to previous years

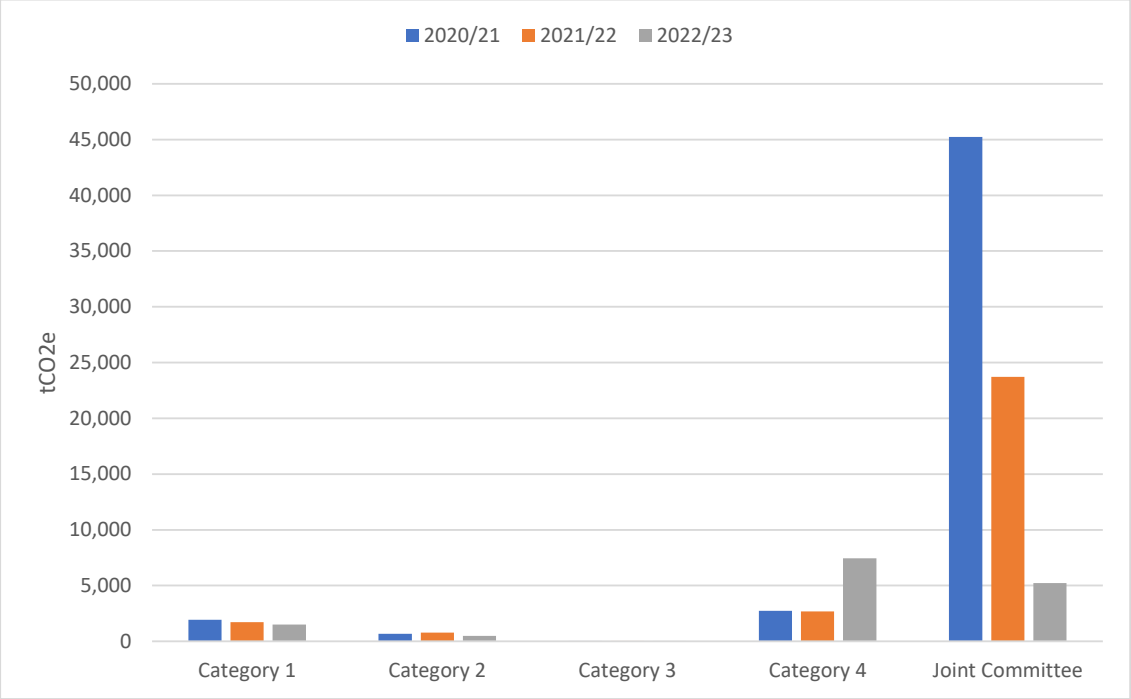
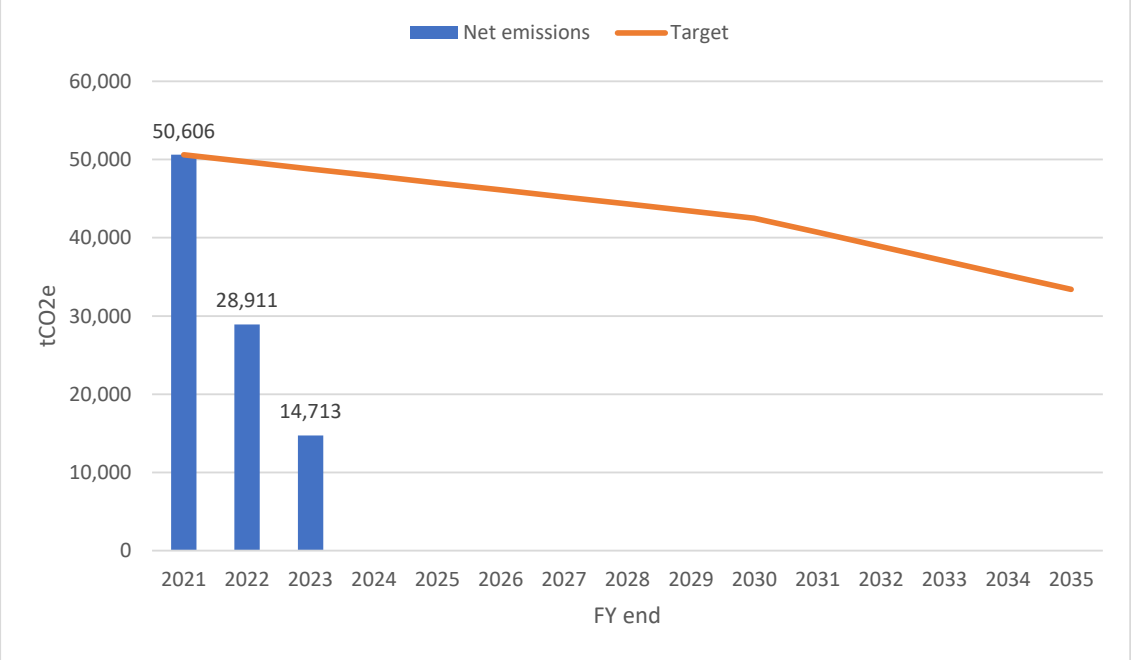
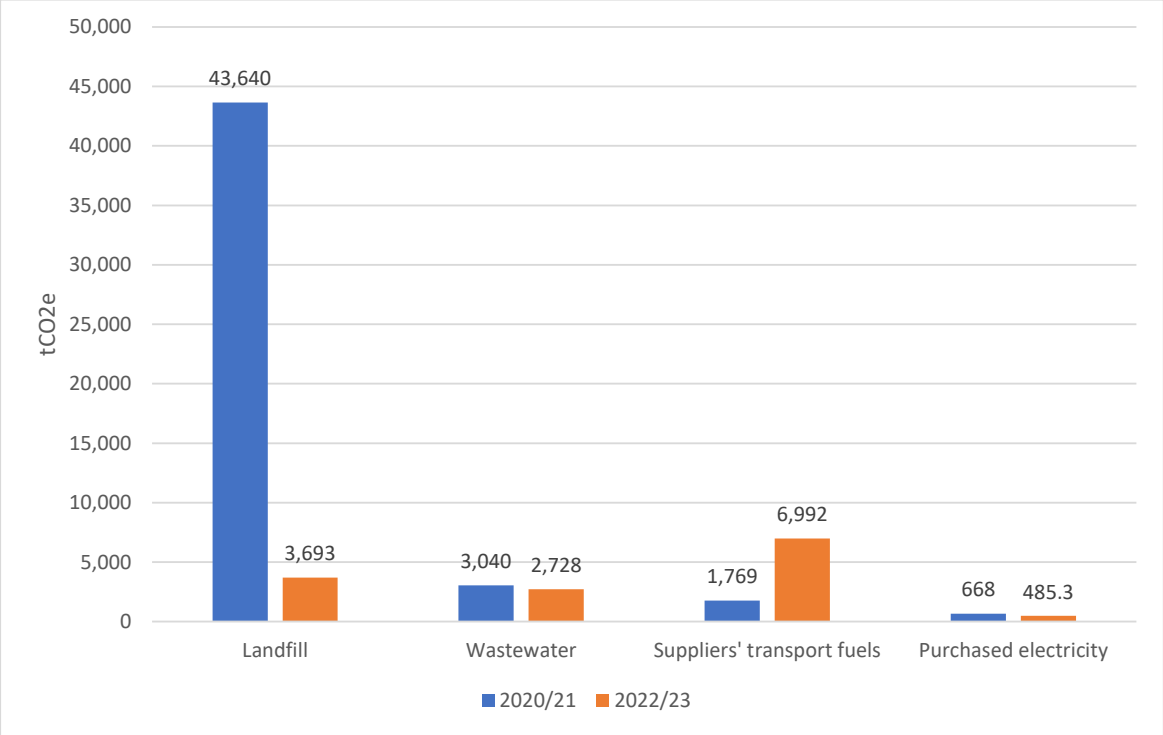


Figure 10: Net greenhouse gas (GHG) emissions compared to the Tasman Climate Action Plan targets for Council emissions[28]



[28] The targets are 16% reduction by 2030, 34% reduction by 2035 and net zero emissions by 2050.

Figure 11: Comparison of top four GHG operational emissions between base year and 2022/23



The emission reduction at York Valley landfill is a combination of the re-routing of NCC green waste from landfill to composting companies, as well as this year's unique emission factor (UEF) because of significantly increased methane capturing ability at the landfill. Also note that UEFs have been applied to previous years.

Emissions at the Bell Island WWTP have been slightly affected by the secondary clarifier and aeration basin being out for maintenance for several months, during which time the primary treatment effluent was rerouted directly to the oxidation ponds.

PF Olsen (the contractor who manages Council's plantation forests) provided data on their transport fuel usage for the first time in 2023. This additional information makes it look like there has been a significant increase in the suppliers' transport fuel total for the 2022/23 period, when compared to previous years. A similarly intensive harvesting programme has been underway for Council's forests during the last few years, meaning the baseline figure for suppliers' transport fuels was likely similar to the figure for 2022/23.

The decrease in electricity emissions is due to changes in MfE emission factors and implementation of a range of energy efficiency measures across various Council buildings and infrastructure, including pump stations.

6 References

2023 Interactive Workbook – Ministry for the Environment, 2023

2023 Summary of Emissions Factors – Ministry for the Environment, 2023

Carbon Accounting Guidelines for Wastewater Treatment – Water New Zealand, 2021

Climate Change 2022: Mitigation of Climate Change – IPCC, 2022

Emissions Reduction Plan – Ministry for the Environment, 2022

Global Warming Potential Values – Greenhouse Gas Protocol, n.d

Greenhouse Gas Protocol: A Corporate Accounting and Reporting Standard (revised) – Greenhouse Gas Protocol, 2015

ISO14064-1:2018. Greenhouse gases – Part 1: Specification with guidance at the organisation level for quantification and reporting of greenhouse gas emissions and removals – International Organization for Standardization, 2018 (revised)

Measuring Emissions: A Guide for Organisations – Ministry for the Environment, 2023

Tasman Climate Action Plan – Tasman District Council, 2019

McHugh & Shaw.

INDEPENDENT ASSURANCE STATEMENT

TO THE MANAGEMENT OF TASMAN DISTRICT COUNCIL

Reporter: Tasman District Council - Te Kaunihera o te tai o Aorere
Registered address: 189 Queen Street, Richmond 7020, New Zealand

McHugh & Shaw Limited was engaged to conduct independent assurance of the greenhouse gas (GHG) emissions reported by Tasman District Council for the period of 1 July 2022 to 30 June 2023. The engagement was completed during the months of December 2023 and March 2023. This statement applies to the related information included within the scope of work described below.

The determination of the GHG emissions is the sole responsibility of Tasman District Council. McHugh & Shaw Limited was not involved in determining the GHG emissions. Our sole responsibility was to provide independent assurance on the accuracy of the GHG emissions reported, and on the underlying systems and processes used to collect, analyse and review the information.

This statement is only to be used for the purpose that it was intended i.e. to report against measured greenhouse gas emissions in accordance with the mandatory requirements of ISO 14064-1.

This statement is not to be used to make any claims including but not limited to:

- Certification to ISO 14064-1;
- Carbon neutral or net zero emissions claim (outside of the Ekos certification programme); and
- Verified emission reductions from a base year where McHugh & Shaw Limited have not been the verifiers for all years covered by the reduction claim.

Environmental claims

Information regarding your responsibility when making environmental or carbon claims under the Fair Trading Act is available at the New Zealand Commerce Commission website. Guidance for making an environmental claim in Australia is available at the Australian Competition & Consumer Commission website.

If you are making a claim outside of New Zealand and Australia, then check the legal requirements for that Country.

GHG assurance objectives

McHugh and Shaw will perform such tests and procedures, as considered necessary under the particular circumstances, to enable McHugh and Shaw to express an opinion, on the level of assurance as specified below and that the GHG inventory reported (GHG Statement) meet the criteria stated.

PO Box 31-095, Ilam, Christchurch, 8444, New Zealand. Ph 021 453 752

M&S.

Boundaries of the reporting company GHG emissions covered

- Operational Control
- Tasman District Council jurisdiction

GHG emissions information assured (to which this statement applies)

- GHG Report Reference: Tasman District Council GHG Emissions Inventory Report 2022-2023.pdf, dated 15 March 2024.
- GHG Calculations Reference: Greenhouse Gas Emissions Data Collection 2022-23.xlsx, version 14 March 2024.

GHG emissions and removals by category (metric tonnes CO_2e)

Scope 1	Cat 1: Direct GHG Emissions		1,665.71
Scope 2	Cat 2: Indirect GHG Emissions from imported energy (Electricity, location-based)		485.35
Scope 3	Indirect GHG Emissions		
	Cat 3: Transportation and distribution:	43.81	
	Cat 4: Products and services used by the organisation:	7,457.03	
	Cat 5: Use of products from the organisation:	NR	
	Cat 6: Other sources (Joint Committee) (	5,227.05	12,727.89
		Total GHG Emissions (Gross)	14,878.94
		Cat 1: Removals	165.82
		Total GHG Emissions (Net)	14,713.32

Notes:

- Data and information supporting the Scope 1/Category 1 and Scope 2/Category 2 GHG emissions assertion were historical in nature.
- Data and information supporting the Scope 3/Category 3-6 GHG emissions assertion were in some cases estimated rather than historical in nature.
- Data quality: Good
- NR (not reported): out of scope, not applicable, or not verified.

Period covered by GHG emissions statement

- 1 July 2022 to 30 June 2023

Base year (baseline)

- 1 July 2020 to 30 June 2021
- 5,404 total Gross GHG Emissions (tCO_2e), operational emissions only.
- 50,642 total Gross GHG Emissions (tCO_2e), including Joint Committee Emissions.
- 50,606 total Net GHG Emissions (tCO_2e), including Joint Committee Emissions

- The base year was verified by McHugh & Shaw Limited, and a separate Assurance Statement issued.
- The base year and FY22 was recalculated in 2024 with the change in consolidation approach from equity share to operational control and change in landfill emission factor for the Joint Committee emissions.

GHG reporting protocols against which assurance was conducted

- ISO 14064-1: 2018 Greenhouse gases – Part 1: Specification with guidance at the organisational level for quantification.

GHG assurance protocol(s)

- ISO 14064-3:2019 Greenhouse gases – Part 3: Specification with guidance for the validation and verification of greenhouse gas assertions.

GHG assurance methodology

A risk assessment and evidence gathering plan was completed. Our assurance strategy used a combined data and controls testing approach. Evidence-gathering procedures included but were not limited to the following:

- Review of the Tasman District Council GHG Report;
- Review of the Tasman District Council GHG calculations;
- Testing, tracing and retracing of data trails back to primary data;
- Evaluation of relationships among GHG and non-GHG data;
- Remote interview of personnel involved in the data collection;
- Evidence to support the reporting boundaries, organisational and legal structure reported;
- Verification of primary data including electricity supplier reports, fuel card reports, supplier surveys, pre-verified data from Nelson City Council (York Valley Landfill and Bells Island WWTP) and supporting evidence (inputs) into the calculations for the wastewater treatment plants.
- Review of emissions factors and conversion factors used within the calculations for source appropriateness; and
- Review of assumptions, quantification methodologies and the setting of operational boundaries.

Assurance findings are issued and tracked on a separate Findings Log as part of the assurance working papers.

Projected emission reductions or removal enhancements

The reporter did not seek validation of projected emission reductions or removal enhancements. There is a reduction strategy in place.

Achieved level of assurance

- Scope 1/ISO Category 1 Emissions and Scope 2/ISO Category 2 Emissions: Reasonable Assurance
- Scope 1/ISO Category 1 Removals: No Assurance
- Scope 3/ISO Category 3-6 Emissions: Limited Assurance

Assurance opinion

Based on the assurance process and procedures conducted, we conclude that:

- The Scope 1/ISO Category 1 Emissions and Scope 2/ISO Category 2 GHG Emissions assertions shown above are materially correct and are a fair representation of the data and information.
- There is no evidence that the Scope 3/ISO Category 3-6 GHG Emissions assertion shown above is not materially correct or not a fair representation of the GHG emissions data set; and
- Tasman District Council has established appropriate systems for the collection, aggregation and analysis of quantitative data for determination of GHG emissions for the stated period and boundaries, and has implemented underlying internal assurance practices that provide a reasonable degree of confidence that such information is complete and accurate.

Qualifications

- The WWTP emissions were calculated using an accepted model from Water New Zealand published in August 2021. The inputs into the model and the application of the model were verified. No assurance is given to the methodology provided by Water New Zealand.
- Anthropogenic biogenic emissions are reported in this inventory. However, they are not reported separately in the GHG Report by ISO Category.
- No assurance is provided over vegetation sequestration (removals) other than to confirm the hectares, type and age of vegetation and the emission factor applied.
- Neither of the items above materially impact on the intended use or users of the GHG Report.

Emphasis of Matter

- Tasman City Council changed the methodology for the reporting of landfill emissions for the Joint Committee emissions which resulted in a significant decrease in emissions. The basis for the change was disclosed in the GHG Report and an outcome of the verification work was that a base year recalculation was completed.
- Tasman District council changed consolidation approach from equity share to operational control. The basis for this change was disclosed in the GHG Report and an outcome of the verification work was that a base year recalculation was completed.

Other matters

- The knowledge and methodologies used to determine the emission factors and processes to calculate or estimate quantities of GHG sources is evolving. Therefore, quantifying GHG emissions is subject to inherent uncertainty.

Facts found after verification

There are no facts found after the verification was finalised.

M&S.

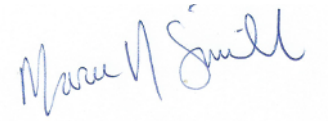
Statement of independence, impartiality and competence

McHugh & Shaw Limited is an independent professional services company that specialises in sustainability assurance with over 10 years history in providing assurance services.

No member of the verification team has a business relationship with Tasman District Council, its elected members, managers or staff beyond that required of this assignment. We conducted this work independently and to our knowledge there has been no conflict of interest or risks to impartiality.

The assurance team has extensive experience in conducting assurance over environmental, quality, sustainability and health and safety information, systems and processes, has over 20 years combined experience in this field and an excellent understanding of the methodology for both reporting and assurance of greenhouse gas information statements.

Jeska McHugh, Lead Verifier
McHugh & Shaw Limited
Christchurch, New Zealand
15 March 2024



Maree Smith, Independent Reviewer
McHugh & Shaw Limited
Auckland, New Zealand
18 March 2024

This assurance statement, including the opinion expressed herein, is provided to Tasman District Council and is solely for the benefit of Tasman District Council in accordance with the terms of our agreement. We consent to the release of this statement by you to interested parties but without accepting or assuming any responsibility or liability on our part to any other party who may have access to this statement. Any correspondence regarding this statement is to be directed to info@mchugh-shaw.co.nz