



## TAHUNANUI STRUCTURE PLAN AUGUST 2004

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Design Guide



# 1 BACKGROUND

The Tahunanui Structure Plan is largely based upon and derived from the following documents and studies:

- Tahunanui Enhancement Study (2002)
- Tahunanui Reserve Management Plan (2004)
- Tahunanui Intersection Investigation Study (2004)

The structure plan based has been prepared by Nelson City Council (NCC) as a basis for guiding the future development of the Tahunanui area, focusing on its heart – the vicinity around the intersections of Tahunanui Drive, Muritai Street, Beach Road and Bisley Avenue.

## 1.1 TAHUNANUI ENHANCEMENT STRATEGY

The need for a structure plan for the heart area was identified in the **Tahunanui Enhancement Study (2002)**. The study identified, through a community and public consultation process, a series of actions required to address the issues with the existing condition of Tahunanui, these being:

- Identity
- Built form
- Movement network
- Open space
- Heart

The study identified the significance of Tahunanui to the city in terms of its being a place to live, a place that many local people use for recreational purposes, and a place many visitors to the city pass through, stay in, or come to for the beach and open space amenity.

Given this significance it is important for the city to provide a lead for the future development of the area to encourage the development to contribute positively to the qualities of the place. The structure plan is one way of showing that lead for future public and private development in the area. Section 2 describes why a structure plan was used for this purpose.

## 1.2 TAHUNANUI RESERVE MANAGEMENT PLAN

In addition to the structure plan a management plan has been prepared to address the management of the large open space area which is the Tahunanui 'sands' reserve. The **Tahunanui Reserve Management Plan (2004)** provides the basis for Nelson City Council to make decision on the use and development of this important public open space.

One of the significant influences on Tahunanui and its quality as a place to live and visit, is the State Highway – Tahunanui Drive.

The road is strategically important for the city as it carries much of the road traffic into and out of the city, freight and goods to the port, and passes traffic to other locations in the region. The intersection of Tahunanui Drive with local streets is currently in a double roundabout format (see Photo 1). This format, and the busy nature of the road itself, present issues for the image of the Tahunanui area and affect the way it functions.

### 1.3 TAHUNANUI INTERSECTION INVESTIGATION

Transit New Zealand commissioned a **Tahunanui Intersection Investigation (2004)** to examine a range of options for changing the current intersection format. The preferred option reduces the complexity of the intersection and proposes traffic lights as the control mechanism for addressing traffic movement onto and off the local roads and to enable people to walk across more easily<sup>1</sup>. The implementation of the intersection changes will be undertaken by Transit New Zealand. The structure plan provides a design direction for local streets and adjoining property to ensure that together with these highway changes, a better quality of environment will result.

Photo 1: The double roundabouts at Tahunanui



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<sup>1</sup> At the time of writing Transit New Zealand was to confirm this to be the option it preferred

## 2 STRUCTURE PLAN DIRECTIONS

### 2.1 WHY A STRUCTURE PLAN?

A structure plan provides an overall plan with considered direction for all the elements that make up an urban environment (ie streets, buildings, connections, character, activities and open space). This allows incremental improvements that are undertaken by individual property owners and public agencies to work in a coordinated way towards the same aim so all the parts add up to make a quality place.

Structure plans are useful too for areas undergoing change and/or where site specific issues need to be addressed.

A good structure plan is based on:

- Identifying key objectives
- Analysis of current situation to identify issues
- Specific directions and design concepts to address the objectives
- Identifying appropriate implementation tools

Implementation can occur through public and private investment in development directions, resource management plan rules, design guides, advocacy and community actions.

### 2.2 STRUCTURE PLAN OBJECTIVES

The objectives of the Tahunanui Structure Plan relate to the following key qualities that make up successful places:

**Character** - to promote character in townscape and landscape by responding and reinforcing locally distinctive patterns of development and culture

**Continuity and Enclosure** - to promote the continuity of street frontages and the enclosure of space by development which clearly defines private and public areas

**Quality of the Public Realm** - to promote public spaces and routes that are active, safe, uncluttered and work effectively for all, including disabled and elderly people

**Ease of Movement** - to promote accessibility and local permeability by making places that connect with each other and are easy to move through, putting people before traffic and integrating land uses and transport

**Way-finding** - to promote way-finding through development that provides recognisable routes, intersections and landmarks to help people find their way around

**Adaptability** - to promote adaptability by development that can respond to changing social, technological and economic conditions

**Diversity** - to promote diversity and choice by a mix of compatible developments and uses that together create viable places that respond to local needs and are attractive to visitors.

## 3 KEY THEMES AND COMPONENTS

This section describes the main structure plan components following a reference to analysis in each case.

### 3.1 BUILT FORM AND CHARACTER

The Tahunanui heart is a collection of building types that have developed over a long period and has resulted in a variety of styles and forms. Currently the area lacks continuity of street edge definition including on important corner sites. The area is comprised on long blocks with no cross block connections. The loose pattern of development is indicated by the building footprints (Figure 2). Vital, cohesive and interesting 'heart' urban places tend to have a clearer structure, tighter form, multiple connections and well defined street and public space edges.

To make a good quality place that people will be attracted to the future built form should aim to encourage:

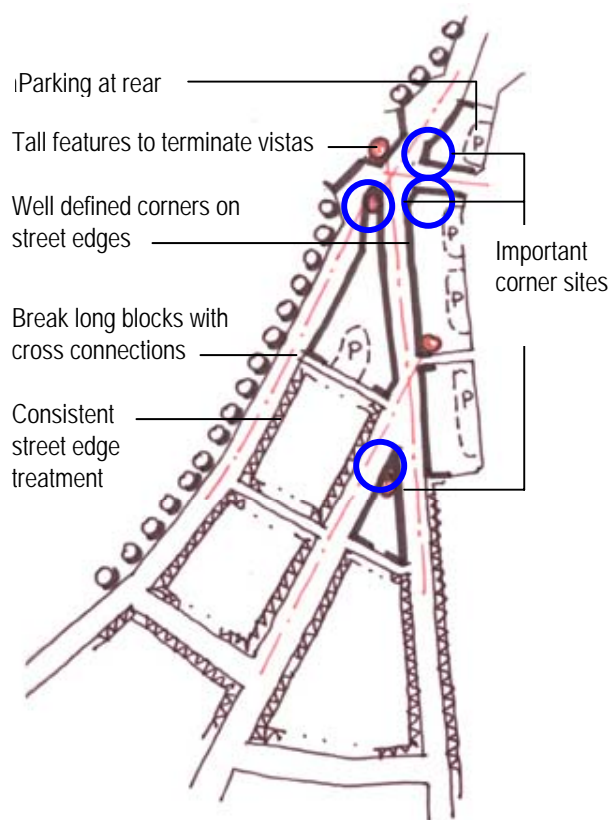
- Prominent buildings at key sites
- Tall elements at end of vistas
- Well defined active street edges
- Well defined street corners
- Consistent street edge treatment
- Cross connections on long blocks
- Servicing/parking away from street frontages



Figure 2 – Figure Ground Plan

The built form of Tahunanui heart will be implemented through the combination of NRMP rules and Design Guide (see Implementation section). The intended built form is described in Figure 3.

Figure 3 Future Built Form Plan



## 3.2 LAND USES & ACTIVITY PRECINCTS

To provide for directions in the Tahunanui Enhancement Study the land uses of the area need to be managed more purposefully. The key reasons for managing land uses more purposefully are to promote a village heart for Tahunanui that is:

- compact
- walkable
- diverse
- accessible

At a more detailed level the specific objectives are

- To address effect of motels and 'transient' type accommodation on the residential community coherence within Tahunanui<sup>2</sup>.
- To provide a more clearly defined nucleus of activity at the Beach Rd/Rocks Road/Tahunanui Drive point.
- To limit the 'creep' of commercial development along Tahunanui Drive and into the suburb south of the heart area.
- To permit a higher density of development that will allow for better utilization of the commercial area.
- To encourage a greater emphasis of commercial activity on the Beach Road side of Tahunanui Drive.

<sup>2</sup> Refer to Development section of Tahunanui Enhancement Study where it was recognised as an issue.



To address these objectives it is proposed to promote four identifiable activity precincts through the NRMP (see Figure 4, page 8). These recognize ground uses as follows:

**Precinct A: Civic focus:** Reserve land on the beach side of the Tahunanui Drive has a suburban commercial zoning, but has public amenity priority. It currently accommodates a library and will be for civic type uses. Another form of control for activities here will be the Reserve Management Plan.

#### **Precinct B: Retail and Entertainment**

Retail activity is to be concentrated in Precinct B. The precinct's Beach Road and reserve side is proposed as a walking friendly and slower vehicle movement area. On the Tahunanui Drive frontages the precinct recognizes that it is a busy traffic movement space<sup>3</sup> where people will stop on a relatively quick turnover to purchase goods and services. Visibility and parking will be important here. It is expected that parking will be provided on-site for properties on the hill side of the precinct. It is noted there is a Maori heritage site<sup>4</sup> on the edge of Tahunanui Drive in this vicinity which will need appropriate consideration in any new development.

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<sup>3</sup> There are currently 20,000 vehicle movements per day on Tahunanui Drive – this is not expected to reduce, but will likely increase.

<sup>4</sup> Refer to NRMP MS25

#### **Precinct C: Mixed uses**

This precinct encourages a mix of visitor accommodation (much exists as motels on the Beach Road side), office space, professional services, health services, food and beverage, café, restaurants, commercial services. Through linkages are encouraged. Pure retail activities are not encouraged here.

#### **Precinct D: Visitor Accommodation**

The visitor accommodation mix is concentrated along the Beach/Golf Road area. It is proposed that this be encouraged in this area and also above the other precinct areas (except for A).

#### **Activities Above Ground**

Residential uses and visitor accommodation are encouraged in all precincts above ground (except A). This benefits the vibrancy of the area, maintains 'life' after normal business hours, improves safety and the size of the resident population to assist business and provides alternative housing types for the people of the city<sup>5</sup>. It is appropriate to look to locate higher densities of residential living in locations where there is open space nearby like at Tahunanui.

#### **Compact Suburban Centre**

It is proposed to down-size the suburban centre zoning to the extent as shown in Figure 4. It is also proposed to remove the suburban centre zoning entirely from the small area mid-way along Tahunanui Drive. This is to promote a more compact suburban centre and to better achieve the objectives of the zone. These are detailed in section 4 of this report.

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<sup>5</sup> The smaller households are not well provided for in the existing Nelson housing stock..



Figure 4 Precinct Plan





### 3.3 STRUCTURE AND OPEN SPACE

The open spaces of Tahunanui have been described in the Enhancement Study report. The suburb is generally well endowed with public open spaces. The regionally significant Tahunanui Sands (the reserve), which has an almost seamless transition from beach to grassed areas and recreational amenities, is an iconic asset for the city.

The enhancement study process considered a range of options for improvements to the reserve and settled on an approach of a natural end to the west and a more active and 'constructed' area (eg paving, lighting, equipment, amenity buildings) at the east end.

A Management Plan has now been prepared for the reserve which reflects this approach.

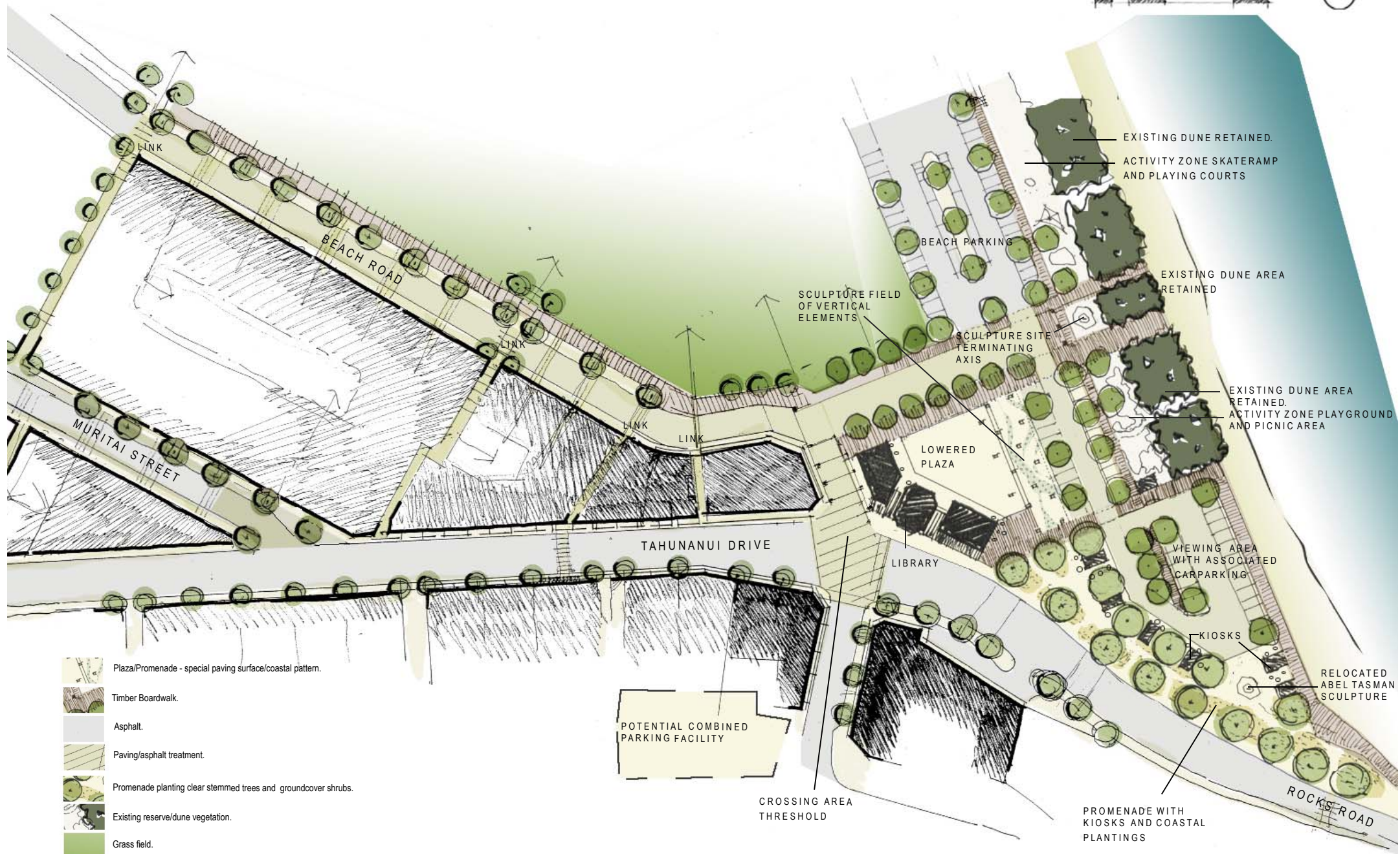
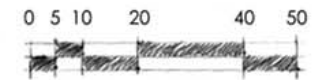
The proposed concept (see Figure 5) is designed to:

- Provide a **civic space** to enhance civic amenity using building edges and activities (library, future information center/café/police) to make it active and of a scale that works as a public open local meeting place.
- Provide a **flexible plaza space** that is generally hard surfaced with trees that can be used for events, wheeled recreational activities (eg rollerblades/skates/small bikes)

- Provide a **series of active and visible places** that are for childrens play, skateboarding with a direct relationship to the beach side of the reserve.
- Provide **walking and visual linkages** from the Beach Road/Rocks Rd area into the reserve and to the beach as well as street edges that conduct cycles and walkers past the reserve north and south.
- Provide for a **walking and cycling promenade** on the Tahunanui Drive edge, and into the park, continuing from the Rocks Road walking edge.
- Prevent **car movements** to Rocks Road by a new entrance point to Beach Road and a new connection to Hounsell Circle.
- Provide **parking areas** that continue in their current form, but the access to the current statue car park is via an offshoot of the main car park. This access off shoot can be blocked off to make a completely pedestrian 'plaza' space between the library area and the beach for larger events.



Figure 5 Concept Plan





### 3.4 TRAFFIC AND PARKING

There has been an investigation for Transit New Zealand of the Tahunanui Drive intersections (the existing roundabouts) with Rocks Road, Beach Road, Bisley Avenue and Bisley Walk by MWH. This investigation examined a series of options for the reconfiguration of these intersections in recognition of the issues raised by their current format.

There is congestion on this main link into Nelson City; and an issue with the dissection of Tahunanui's commercial and hillside residential area from the reserve and beach amenities opposite.

The investigation was undertaken for Transit New Zealand and the results incorporated into the structure plan concept design (see Figure 5). At the time of writing the results of the investigation had not been finalized.

However, indications are that the option of a traffic signal controlled intersection, removal of the roundabouts, and one route into the Bisley Walk car park will be favoured. It is anticipated that Transit New Zealand will make a decision as to its preferred option for this intersection at the completion of the investigations report.

As noted in the background section, Transit New Zealand proposes to separately undertake a corridor study for the

urban area through Nelson and Richmond. This will look to address the bigger picture issue of how transport links into and out of Nelson City will best be provided for. This corridor study has in part been a response to the Southern Link Road proposal being unable to proceed as a State Highway as a result of an Environment Court decision.

Consideration that Tahunanui Drive will need to continue to provide an arterial route in the future has been given in the structure plan. The concept plan (Figure 5) provides opportunity for a range of road configurations within the existing road reserve of Tahunanui Drive.

#### Roading Hierarchy

Within the Tahunanui area there have been issues identified in respect of through traffic movement, particularly along Muritai Street<sup>6</sup>. Traffic is shortcutting along Muritai Street because it is the shortest route for traffic travelling to and from the airport, industrial areas of Tahunanui and residential areas to the south.

There is a level of local traffic using Muritai Street to access the Tahunanui neighbourhood which is not considered an issue.

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<sup>6</sup> refer to Tahunanui Enhancement Study (2002)



At the 3 times measured<sup>7</sup> (am peak hour, midday hour, pm peak hour) there was a combined total of some 400 vehicle movements an hour turning right into and left out of Muritai Street. These measurements confirm traffic levels which are incompatible with its neighbourhood context.

The proposed traffic management approach for the Tahunanui (flat area) is to encourage traffic not accessing properties within the area to use the roads around the edge of the area – Parkers Road, Golf Road, Beach Road and Tahunanui Drive (see Figure 6).

This approach fits with the NCC road hierarchy<sup>8</sup> for these streets that identifies Parkers Road as a Principal Road, Golf and Beach Roads as Collector Roads and Muritai Street as a Sub-collector Road.

The implementation of the proposed approach is expected to transfer some 50% of the current vehicle traffic from Muritai Street to Tahunanui Drive or Golf and Beach Road.

To implement this approach it is proposed to:

- Reduce the width Muritai Street carriageway to 6m and introduce wider foot and cycle paths, an avenue of trees and parking bays (see Figure 6 cross section).

- Introduce a new intersection control (roundabout or traffic lights) at Parkers Road/ Tahunanui Drive to ease its use from Parkers Road.
- Reconfigure the intersection of Parkers Road and Muritai Street to discourage through traffic turning left into Muritai Street.
- Create a narrow threshold on Muritai Street opposite the school/community centre and north of Waikare Street.
- Introduce directional signage that identifies the route to the camp ground/motels and reserve from Tahunanui Drive and Parkers Road.
- Consider future opportunities to 'calm' traffic on interconnecting streets within Tahunanui to further reduce traffic speed and make a safer walking and cycling environment whilst maintaining resident vehicle access.

The proposed changes to Muritai Street are expected to:

- Discourage through traffic
- Provide improved walking amenity for local residents
- Improve the cycle facility and connection to Pascoe Street through to Nayland Road and schools
- Improve wayfinding to the campground, visitor accommodation precinct and beach reserve.

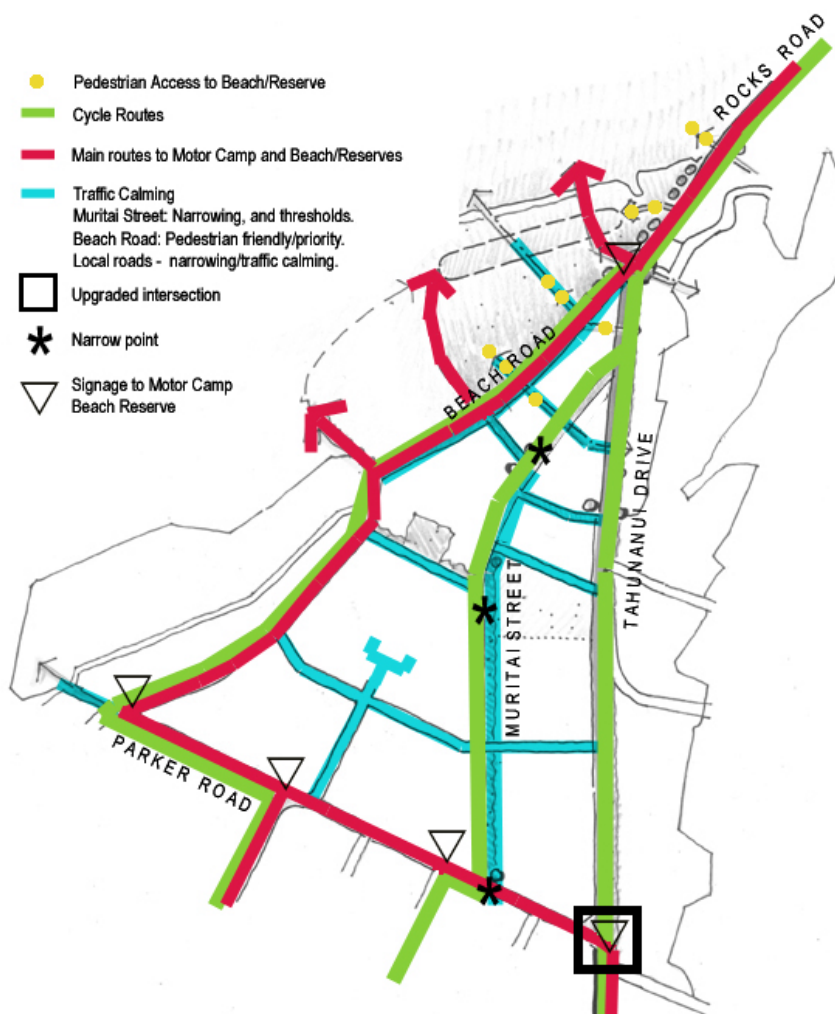
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<sup>7</sup> By MWH SH6Intersections:Options Investigation Report (2004)

<sup>8</sup> Refer to NRMP District Road Hierarchy Map A2.2



Figure 6 Road Hierarchy Plan



Muritai Street Proposed Section





## CAR PARKING

The concept for the car parking in the heart area is to require it predominantly on the hill side properties and not require it on the beach side properties. The rationale is to require on-site parking where the on street parking is limited, where traffic is busy, and where it can be achieved and not conflict with creating a walkable and vital heart area. Conversely where good levels of on street parking exist and where a more intimate walking area is sought, where smaller site areas exist, and built density is sought parking will not always be required.

### HILL SIDE PRECINCTS B AND C

There is limited street parking (approximately 25 parallel parks) on both sides of the road in line with the heart of the Tahunanui area as recognized by Precinct B (this includes the slip lane outside the Dunes).

It is proposed to require on-site car parking in the hillside area of Precinct B and Precinct C. To recognize:

- the importance for traffic to exit off Tahunanui Drive, and people to get safely in and out of vehicles
- the lack of street parking on Tahunanui Drive
- the separation from the bulk of the car parking on Muritai Street, Beach Road and reserve area.

There are opportunities for access to the rear of the Tahunanui Drive sites from Tahunanui Drive via existing driveways and from Bisley Avenue. There is an opportunity to explore a combined rear parking area with the owners of the properties on the hill-side commercial area on Tahunanui Drive. Such a combined facility has the potential to provide more efficiently for the parking and access requirements of individual sites and would encourage the desired continuous street building frontage.

### BEACHSIDE PRECINCTS A, B AND C

On the beach side blocks there will be a requirement for on-site car parking in Precinct C as in the hill-side blocks.

In Precincts A and B parking at ground level on-site is discouraged. The approach recognizes that:

- There are a large number of car parks available on Beach Road (80 parks opposite Precinct B and C), and on Muritai Street (25 beside Precinct C).
- There are expected to be higher levels of use by people visiting the reserve area and parking in the reserve on a day trip basis (so walking to the shops).
- That to obtain a compact, vital and attractive people - friendly place (Precinct B) the block must have continuous 'active' street edges, smaller rather than larger tenancy sizes, and walking linkages through. Providing on-site car parking inhibits this type of place making.





- If car parking is to be provided on site then there will be design requirements to be met (design guide) for access and discouraging parking on frontages.

### RESIDENTIAL PARKING

The residential car parking requirements need to balance between encouraging residential use and development that will vitalize and concentrate activity, and providing appropriate parking numbers. The current NRMP car parking requirements for residential uses are:

- 1 space per each residential unit – plus:
- 2 spaces for 2 –4 bedrooms
- 3 spaces for 5 or more bedrooms

It is proposed that this standard be altered to 2 parks per residential unit (or 1 per visitor accommodation unit) regardless of bedroom numbers. Opportunities for 'stack' parking can be encouraged. It should be considered a requirement (through the resource consents process) that where these requirements are not to be met by the developer that a financial contribution be made 'in lieu' of the car parks not provided.

NCC should consider a financial contribution in lieu of car parks as an alternative to their provision on site. The collection of such a fund can contribute to Council's provision of combined car parking facilities.

The opportunities for a combined facility (such as at the rear of the Tahunanui Drive hill-side commercial area) can then be pursued with an expectation of financial support

As a more long term trend larger units (eg with more bedrooms) will not always equate to more vehicles per household in this context. The nature of average household size (2.5 persons in Nelson) and the tendency for smaller household units in the higher density configurations likely in the Tahunanui heart area can enable people to live with fewer vehicles per household than suburban locations.



## 4 IMPLEMENTATION

In order to achieve the structure plan directions described in the previous section of this report, there are a range of implementation options. It is important to recognize that:

1. A combination of these options is necessary to achieve the best outcomes – it will not be possible to rely only on statutory options such as the Nelson Resource Management Plan for example.
2. The best outcomes will be achieved through a partnership – improving the quality of the urban environment requires a holistic approach between all the parties involved - between Nelson City Council (as landowners, statutory decision makers), owners of the land (as potential developers or agents of change), authorities such as Transit NZ (with a significant land holding and traffic manager), community (as participants in decision making processes and support for directions).
3. The structure plan level of direction for the future has some level of flexibility to allow for future opportunities that may not be known at the time of its preparation and this will need some discretion to be applied in the future in its use.
4. The structure plan is not a statutory document and therefore it cannot prescribe outcomes. It is expected that NCC will adopt the structure plan directions, and it is hoped that the benefits for landowners are seen as encouragement to undertake development in a way that contributes positively to the structure plan directions.
5. The implementation of the structure plan will take some time and will by necessity occur in stages. Part of the purpose of the structure plan is to ensure that all these stages fit together when they all completed. Some consistency in the implementation of the structure plan is thus required.

### 4.1 NELSON RESOURCE MANAGEMENT PLAN

The Nelson Resource Management Plan (NRMP) is a proposed Plan at this time. It is understood that it is anticipated the NRMP can be operative (at least in the most part) by the end of 2004.

The structure plan suggests several land use and rule changes for the NRMP that will require Plan changes to effect.



The way in which these changes relate to the NRMP will need to be determined by NCC. It is likely that no changes will be progressed until such time as the NRMP has reached an operative state.

However, it is intended the structure plan and design guide can be used in resource consent consideration under section 104 Resource Management Act (1991).

## ZONE CHANGES

In order to implement the land use structure set out in section 3.2 of this report, changes to the NRMP are required.

The purpose of the land use and activity node structure is described in section 3.2 above, but is summarised as:

- To address the effects of motels and 'transient' type accommodation on the residential community coherence within Tahunanui<sup>9</sup>.
- To provide a more clearly defined nucleus of activity at the Beach Rd/Rocks Road/Tahunanui Drive point.

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<sup>9</sup> Refer to Development section of Tahunanui Enhancement Study where it was recognised as an issue.

- To limit the 'creep' of commercial development along Tahunanui Drive and into the suburb south of the heart area.
- To permit a higher density of development that will allow for better utilization of the commercial area.
- To encourage a greater emphasis of commercial activity on the Beach Road side of Tahunanui Drive.

The two predominant zones in the Tahunanui area are residential and suburban commercial.

To address the particular purpose of the structure plan it is proposed to introduce a schedule to the Tahunanui Suburban Commercial Zone that allows for the special built form, traffic and parking, open space and linkages requirements to be provided for. This approach is consistent in the NRMP with for example the Nayland Road Commercial Area Schedule. It enables the special provisions to be readily slotted into the existing NRMP format.

The approach proposed is to amend the zone activities and rules to address the proposed structure plan directions. This will take the form of precincts which describe the permitted activities, and a set of design guide criteria which will apply to all new building development.



These two approaches are described in further detail below:

## SUBURBAN CENTRE ZONE SCHEDULE

### Objectives and Policies

The Tahunanui structure plan objectives fit comfortably with the zone objectives and policies as they are currently described in the NRMP. The table below describes this fit relative to the NRMP.

TABLE 1 OBJECTIVES AND POLICY FIT		
	Objective/Policy	Tahunanui Structure Plan (SP)"fit"
SC1	Consolidation)	It is a purpose of the SP to consolidate and the commercial development of the area as a heart for the suburb
SC1.1	Concentration of activities	It is a purpose to concentrate activities on the node where the Beach Road, Tahunanui Dr, Muritai Street come together
SC1.2	Associations with Recreational and Other Activities	There is a strong association between the Tahunanui Heart commercial area and the adjacent recreation area of the Tahunanui beach and reserve
SC1.3	Boundaries	The objective of the proposed changes is to define more clearly where commercial activities are encouraged and the residential area amenities
SC1.4	Cumulative Effects	The effects of the proposed changes to the commercial area recognize the quality of life in the adjacent residential area
SC2	Amenity and Adverse Effects	A key objective of the SP is to make the centre a great place for people – if it is then this will benefit the

		time spent there and assist the commercial business.
SC2.1	Residential Streets	The SP proposes to reduce through traffic on Muritai Street and other local roads which will assist residential amenity in Tahunanui. The redirection of from the south traffic to the visitor accommodation and reserve via Golf Road and Parkers Road will not affected residential amenity significantly given these areas are motel orientated.
SC2.2	Roads/Carparking	Safe access to car parking is to be encouraged by requiring on site parks where the busy Tahunanui Drive properties are redeveloped. On-street car parking will provide for much of the needs of the area in the commercial area closest to the beach reserve. Where car parking is provided on site it must meet NRMP standards and design guide applies.
SC2.4	Daylight/Sunlight	Sunlight access to residential areas is unaffected by the proposed SP. There are potential improvements by the reduction in suburban commercial zoning.
Sc2.5	Scale of Buildings and Visual Appearance	The SP proposes a scale and form of building which will improve the quality of the built environment. The design guide for building and open space will encourage character and amenity improvements.

### Extent of the Zone

It is proposed to reduce the extent of the zone to focus the main heart area. It is also proposed to remove the zone from the area south on Tahunanui Drive. This will result in some suburban commercial zoning being returned to a residential zone (with visitor accommodation). The precinct approach to managing land uses and built form and development are described in section 3 of this report.



## PRECINCT A

### Permitted Activities

The permitted activities are limited to those which recognize the public open space context of the suburban commercial zoning. These will include:

- Library
- Information center
- Café
- Other civic type activities

### Controlled Activities

All new buildings development within the precinct areas will be a Controlled Activity in relation to design and appearance. This will allow assessment relative to the design guide assessment criteria.

RULE TABLE – Precinct A	
Current Rule	Proposed Structure Plan Change
Height – currently 10m above ground.	10m above
Site Coverage - unlimited	Maintain ability to have total site coverage, although expect the site coverage to generally reflect the precinct plan to retain the open space relationship

Setbacks – currently on zone boundary	Buildings are required to be built with a front to Tahunanui Drive.  The purpose of this rule is to provide a continuous defined street edge and visual interest along the length where people are expected to walk
Parking and Access – controlled on a floor area/people use basis	No car parking on site to be provided – there is sufficient parking in the reserve area for this activity. The library and associated activities can be serviced from within the reserve.

## PRECINCT B

### Permitted Activities

The permitted activities are the types of activities which will encourage ground floor retail and publicly accessible activities. These can be on a format that recognizes a quick stop retail use associated with the location on a main road, as well as the local walking catchment. The uses would include for example:

- Retailing
- Food and Beverage
- Commercial services

Above ground residential, visitor accommodation, and office activities would be encouraged as permitted activities. Outdoor living space (outdoor balconies or courtyard) and waste management will need to be controlled by permitted activities standards.



### Controlled Activities

All new buildings development within the precinct areas will be a Controlled Activity in relation to design and appearance. This will allow assessment relative to the design guide assessment criteria.

### Discretionary Activities

Other activities such as industrial activities, service stations, and the creation of long term vacant sites (such as car sales) would be discouraged (Non-complying or Discretionary) as these are incompatible with the street containment desired and with walking amenity.

### Rules

The key rules for this part of the commercial area relate to height, defining the street edges, and parking.

RULE TABLE – Precinct B	
Current Rule	Proposed Structure Plan Change
Height – currently 8m above ground on hillside of Tahunanui Dr and 10 m on the beach side.	<p>10m above ground, except it may be higher to 12m on key sites corners by up to 10 % of the building footprint as described by the Precinct Plan.</p> <p>This increase in height recognizes the height of the escarpment behind the area on the hillside.</p> <p>The allowance of greater height in parts of the site recognizes the importance of additional articulation of the intersection corners to</p>

	emphasis that this is the heart.
Site Coverage – no limit	Maintain ability to have total site coverage.
Setbacks – currently on zone boundary	<p>There will be no setbacks allowed to the street frontages – buildings are required to be built with a front to Tahunanui Drive.</p> <p>The purpose of this rule is to provide a continuous defined street edge and visual interest along the length where people are expected to walk</p>
Parking and Access – controlled on a floor area/people use basis	<p>The rate of parking can remain as it currently stands on the hill-side Precinct B area.</p> <p>It is important that on this main road that longer term (ie residential/ /staff) car parking is off the main road. Short term kerb parking remains in part. Longer stay or any on site parking is to be provided at the rear. If possible a combined parking area for the two areas (either side of Bisley Ave) would be efficient and may be able to be pursued by Council in discussion with landowners. A common accessway from Bisley Avenue would be optimal. A fund could be established to cover the costs of such a combined parking arrangement. This can be contributed to by an 'in lieu' payment where parks are not provided for on-site by developments in the area.</p> <p>On the beach-side of Tahunanui Drive in precinct B no car parking on ground level on site is allowed where it affects the active street edge building frontages. This recognizes the need to maintain continuous street and walking frontages and an intensity of people use (see Car parking section for explanation).</p>



## PRECINCT C

### Permitted Activities

On the beach-side of Tahunanui Drive the proposed permitted activities are the types of activities which will contribute to the public life and liveability of the area. There is also an area of mixed use south of the Tahunanui Drive Precinct B. To encourage retail activities to predominate in the heart area (B), they are not permitted activities in precinct C. However, the mixed use nature provides for a range of activities for example:

- Food and Beverage
- Galleries
- Services such as banks, Laundromat etc
- Professional offices, doctors, pharmacy etc

Activities such as industrial activities, service stations, and the creation of long term vacant sites (such as car sales) would be discouraged (Non-complying or Discretionary).

Above ground residential, visitor accommodation and office activities would be encouraged as permitted activities.

Outdoor living space (outdoor balconies or courtyard) and waste management will need to be controlled by permitted activities standards.

## RULES

The key rules for this part of the commercial area relate to creating active and continuous street edges along the existing street edges and on new walking connections within the block.

RULE TABLE – Precinct C	
Current Rule	Proposed Structure Plan Change
Height – currently 10m above ground	<p>10m above ground, except it may be higher to 12m on key sites corners by 10% of the building footprint as described by the Precinct Plan.</p> <p>The allowance of greater height in parts of the site recognizes the importance of additional articulation of the intersection corners to emphasis that this is the heart.</p>
Setbacks – currently on zone boundary	<p>There will be no setbacks allowed to the street frontages – buildings are to be built with a front to streets and lanes.</p> <p>The purpose of this rule is to provide a continuous defined street edge and visual interest along the length where people are expected to walk</p>
Parking and Access – controlled on a floor area/people use basis	The rate of parking can remain as it currently stands on the Precinct C area.





## Precinct D Accommodation Area

### Permitted Activities

In the blocks that front to Beach Street and Golf Road there is a high number of visitor accommodation uses which fits with the relative location to the beach reserve to the north. However, visitor accommodation is also establishing within the core residential area of the suburb with detrimental effects. It is proposed that within the precinct defined by Figure 4 Precinct Plan that visitor accommodation is a controlled activity subject to design guide criteria.

Within the remainder of the suburb residential area visitor accommodation will be Controlled if small scale and related to a residential use (ie a guest house/home stay), but Non-complying if it is of a larger scale (more than 3 bedrooms).

The Precinct D area has an underlying residential zoning.

For the visitor accommodation precinct the ground floor as it related to the street will have specific design controls. Car parking will need to be provided on site and also screened on the street frontage.

## Rules

RULE TABLE – Precinct D	
Current Rule	Proposed Structure Plan Change
Height – currently 10m above ground	Remains as 10m above ground.  The existing height is considered satisfactory – its allows a 2.5 to 3 level building. If greater height is desired then the design guide criteria can apply for the purposes of assessment.
Setbacks – currently on zone boundary	Buildings are to be encouraged to adjoin the street front with car parking at the rear.  The purpose of this rule is to provide a continuous defined street edge and visual interest along the length where people are expected to walk
Parking and Access – controlled on a floor area/people use basis	The requirement to provide parking will continue – if this not practicable (such as due to site widths) car parks should be screened where on the street frontage.



## 4.2 DESIGN GUIDE

The Design Guide (see attached) is expected to be implemented by NCC as part of the NRMP, possibly as assessment criteria. Providing design guidance is not a black and white process and a level of negotiation will be required to achieve mutually satisfactory development proposals. It is proposed that all building development applications for resource consents provide a design report that describes the way in which the Design Guide has been addressed. Pre-application discussions with NCC should be strongly advocated.

## 4.3 POTENTIAL DEVELOPMENT OPPORTUNITIES

The Tahunanui area is a combination of public (streets and open spaces) and privately owned land (buildings and open spaces). It is the way in which the relationships between the streets and buildings and open space combine that forms the spaces that make up the heart of Tahunanui. It is not preferable to separate the planning and design of the two and achieve a quality place.

The Tahunanui Structure Plan provides design guidance for the building development which will be primarily on private land. The Structure Plan has also produced a concept plan for the public areas of the heart of Tahunanui

which recognizes the building edges and potential development form.

To achieve the concept plan there are elements of the private land that will need to be negotiated with the owners. Where there are comprehensive developments of sites and parts of blocks the opportunities to discuss and determine collaboratively the design and layout should be taken.

It would be appropriate that a design brief be established by Council specifically for key sites (corners, large areas, where access through is sought). The brief could establish some agreed principles that relate more specifically to the site than the general design guide provisions.

### CROSS BLOCK WALKING LINKAGES

The walking linkages (refer to Concept Plan) through the long block between Beach Road and Tahunanui Drive/Muritai Street are important for gaining walking access within the area, to add opportunities for additional commercial frontage, and a more intimate and interesting environment. The position of these walking linkages will need some discussion and negotiation with the landowners. The potential benefit to the owners are the opportunity to add commercial frontage.



The implementation for these walking connections will require a combination of public and private investment. The degree to which the linkages remain in private ownership, or have some form of public access right (eg right of way, or easement, or complete purchase) will require discussion with the owners themselves.

#### 4.4 INVESTMENT

To achieve changes that reflect the objectives for Tahunanui there will need to be some investment of financial resources. This investment will be public and private in combination.

The purpose of the structure plan is to see that the inevitable incremental investment is all going to add up to the 'picture' painted by the objectives.

The following are points related to the investment in implementation of structure plan:

- Transit NZ will undertake the Tahunanui Drive works which has been costed provisionally at approximately \$2 million.
- Nelson City Council will undertake the reserve area changes and changes to local roads. These costs will need to be covered through the annual plan process

and as part of asset management. The components of the work required can be staged to spread the costs of implementation over time. However, it is anticipated that with changes to Tahunanui Drive there will be some parallel work required by Council.

- There is the opportunity to create a new development site on Council land (ex road) at the corner of Beach Road and Tahunanui Drive - it is expected to have a value of some \$800,000.
- There are opportunities to gain walking access through the blocks sought by the structure plan as a component of financial contributions by the site developers.
- There is an opportunity to consider a levy on the Tahunanui suburban centre zone area which applies to redevelopment and can contribute to the costs of public area improvements. The benefits to the landowners and businesses from those improvements are expected to be significant.
- There is an opportunity to establish an in-lieu parking contribution where on-site parks are not provided to the level the structure plan considers appropriate. This contribution can be used to fund a combined parking facility within the area.

# OPEN SPACE GUIDELINES: DESIGN ELEMENTS AND REFERENCES.

## Overall Design Identity:

Beach-side place, family friendly, locally relevant, simple and uncluttered, flexible and adaptable for different uses and seasonal changes  
Local references include ecological system, coastal processes, Maori and European heritage, people and recreational uses

## Element and Objectives Surfaces

- Use different surface types to define walking, vehicle, activity, focal places
- Recognise the heat and glare of the local environment
- Recognise the need for functionality – cleaning, durability
- Differentiate places where activities are encouraged or discouraged by surface type (eg skateboarding)

## Lighting

- Promote a sense of safety by night that encourages pedestrian use across the village after dark
- Accent important civic spaces, make these spaces venues for night time activities
- Guide people by night, allow easy wayfinding through the village and to use lighting to set up a clear hierarchy of spaces.
- Mark routes to connect spaces, for example parking to dining venues
- Light people places at appropriate scale and light type

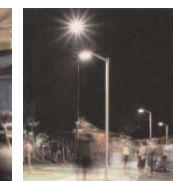
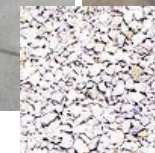
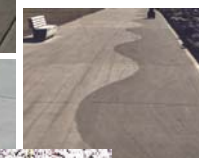
## Vegetation

- Recognize the coastal environment and use locally relevant types and locally sourced
- Use of types that promote spaces sought to be created
- Use of clear stemmed types to enable visibility through space
- Recognise value to form scale of spaces and choose sizes accordingly

## Furniture

- Coordinate furniture elements so they read as a 'family'
- Recognize the functionality and durability of elements
- Avoid random location of furniture – plan positions in design
- Encourage grouping furniture and coordination with utility elements
- Recognize the coastal environment and overall design identity in furniture choice and design

Item	Materials
Walkway linkages Shared car/walking Plaza Roads	Boardwalks, compacted granitic Unit paving and combination asphalt Unit paving, concrete in situ, and special inserts Asphalt
Walking links	bollards, light stands at human scale, halogen type light
Vehicle safety	Street light types – Transit NZ standards
Spaces	Light stands at human scale, bollards, light inserts, wall mounted
Features/trees Signs	Up lights, mounted lights, internal Internally illuminate
Reserve Area	Native trees, coastal, clear stems, groundcover inc grasses
Local Streets	Native hardy, coastal clear stems
Main Road	Exotic, hardy, clear stems
Seats	Timber, concrete
Bollards/railings cycle racks	Steel timber aluminum – marine durable
Bins	
Kiosks	Architecturally designed
Artwork	Site specific, locally relevant, iconic

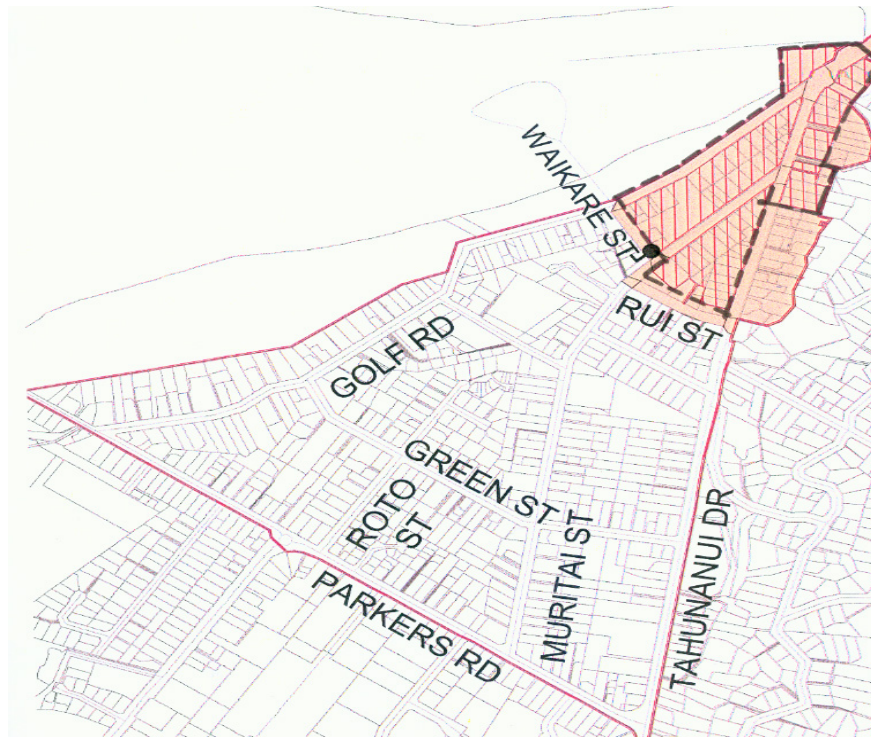


Ake Ake  
Stone Pine  
Sand Daphne  
Pingao  
Taupata  
Ngaio  
Carex  
Sand coprosma



# Tahunanui Structure Plan Design Guide

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## Tahunanui Structure Plan Design Guide

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### Introduction

The Design Guide for Tahunanui Village Heart is an integral part of the Tahunanui Structure Plan. The Design Guide translates the general concepts underpinning the Structure Plan into design principles / criteria to guide new building development in the area.

The Tahunanui Structure Plan includes public space enhancement projects as well as ideas for future private building development. This Design Guide targets primarily the private sector development. The extent of the area covered by the Design Guide is the precinct area highlighted on Figure 1.

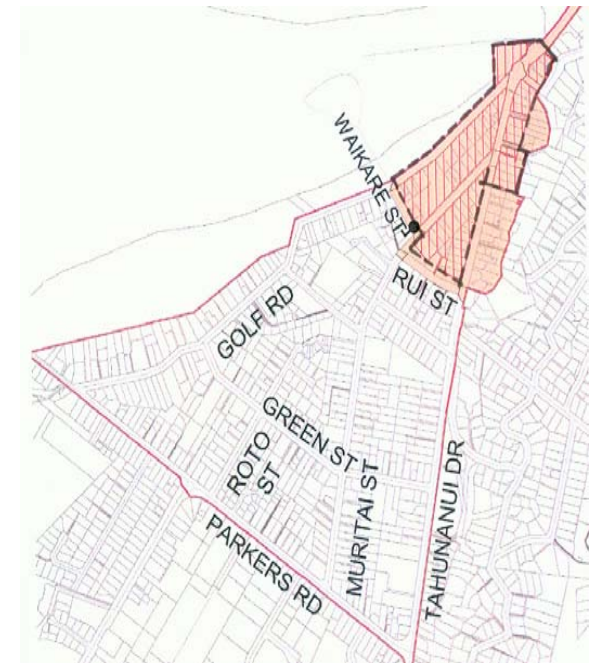
### Aim

The Tahunanui Village Heart area has an identifiable character and high amenity value. It also has potential for future growth, providing opportunities for high-density mixed-use development. To this end, it is important to ensure that new development:

- respects the distinctive and valued environmental qualities that give the area its character
- enhances the area's collective image; and
- promotes its significance as a public and local visitor destination.

The aim of the Design Guide is to assist new development to achieve these objectives. It provides general principles and criteria for guiding the quality of new building development, as well as assessing its contribution to the character of the area.

The Design Guide is based on analysis of the existing character and consideration of new development opportunities. The Design Guide is a three-part document. Part One describes the existing patterns and features that make up the area's character. Part Two outlines the key objectives. Part Three translates the objectives into a set of guidelines addressing key design matters such as the relationship of new buildings to their context, building relationship to the street, façade treatment, building form, bulk and scale and building use and activities.



*Fig 1 Extent of area covered by the Design Guide*

### Implementation / Status Options

To be effective the Design Guide requires a statutory status and inclusion in the Nelson Resource Management Plan. To this end, it is proposed that all new building development (not only that above 1000 sq m gfa) in the Tahunanui Schedule Overlay Area be deemed a “controlled activity” (in relation to building design, appearance and siting; and vehicle access/parking and landscaping), with the Design Guide providing the criteria for assessing these controlled elements.

If such an approach was not to be pursued, then it would be useful to include the design guidelines as assessment criteria for evaluating future “Controlled” and “Discretionary Activity” proposals for the area.

If the Design Guide is not included in the Nelson Resource Management Plan but used only as an advisory document, its implementation would be less effective and the quality of outcomes sought more uncertain.

### Design Approach / Philosophy

There are no definite rules or precise standards to ensure good and innovative building design. Good design is not a matter of promoting a particular building type or architectural style. Rather, it is about making connections between people and places, between public and private, between old and new, and between the social and economic purposes for which public space is used.

In this sense the quality of a building cannot be assessed in isolation, but only in relation to its context and on the basis of its contribution to the character and local identity of the place. This means that the collective form of a town or city is more important than the detailed character of its individual components.

For Tahunanui Village Heart this means that new buildings should aim to establish a positive relationship to their immediate surroundings, while recognising their place in the wider context of the area.

On this basis the Design Guide identifies a number of tested design principles and outlines ways of achieving them. Understanding the existing context of Tahunanui Village Heart is a primary reference point.



*Collective form of the area - more important than its individual components*



## 1 EXISTING CHARACTER

**Natural setting/land form/landscape** - key characteristics include:

- linear form and generally flat topography
- distinctive natural setting
- unusual contrast between the openness to the sea and the enclosure of the hills
- expansive panoramic views from the surrounding hills to the area and the sea
- the reserve, the beach and the hills are the key landmarks of the area's natural character
- the reserve and the beach represent the two major open spaces in the area

**Access** - key characteristics:

- the main access to the area via Tahunanui Drive
- public transport available, main bus stops in front of the Library
- existing parking arrangements include street parking and the large carparking area to the east of the beach

**Structure** - key characteristics:

- long blocks and lack of cross-block connections
- existing road/street layout creates several distinctive blocks with triangular shaped corners facing north
- general consistency of lot size and orientation (narrow sites with east/west orientation) with a limited number of large lots

**People** - the area is:

- the local centre for the Tahunanui residents
- an activity focus for locals and holiday makers and visitors

**Activities** - the area is characterised by a mixture of activities distributed into several emerging activity precincts, as follows:

- **eating places** - café/restaurants - concentrated primarily along the northern end of Tahunanui Drive/west side and north end of Beach Road



*Distinctive natural setting*



*Existing Structure - long blocks and lack of cross-block connections*

- *community focus* around Tahunanui Drive / Beach Road intersection
- *mixture of service /commercial* activities along the east side of Tahunanui Drive
- *commercial accommodation / motels* - along the southern end of Tahunanui Drive and Beach Road
- *vehicle oriented activities* - car sales yards, service station, and fast food places at strategic corner sites

**Building character** - as a whole the area is characterised by a mixture of building types and styles. However, the general character is of low buildings and human scale features. Some consistency of building character can be found between buildings within the same "activity precinct". Key features include:

- *Tahunanui Drive / west side* - predominantly small scale, single storey, buildings, built to the street edge and with typically small separation distances. Most buildings have verandahs and verandah posts and accommodate commercial activities.
- *Tahunanui Drive / east side* - buildings along east side of Tahunanui Drive have variable character and scale with a mixture of single and two storey buildings. There is no consistency of frontage setbacks and/or separation distances and no consistency of building type. However, most of the buildings are converted residential dwellings to accommodate commercial/service activities. There is no consistency of fencing detail or landscape treatment along the street edge.
- *intersection with Bisley Ave* - buildings around this intersection are prominent streetscape elements because of their relatively large scale, Art-Deco type style and corner location.
- *southern part of the area* - motels along the southern part of the area are a recurring building type. Most of the buildings have long horizontal bulk, setback from the street edge to provide for carparking. However, there is little consistency of building form, style and orientation. Street edge is largely undefined and there is no consistency of fencing or landscaping.



*Tahunanui Drive, east side - low scale buildings of variable character*



*Bisley Ave intersection*

- **building age and style** - buildings are of variable age, with no consistency of a particular architectural style. There are no heritage buildings. Most of the buildings are non-original, more recent structures in a generally good condition.
- **typical materials** - typical materials include plaster finish, painted weatherboards and some brick. Lighter exterior colours predominate.
- **streetscape proportions** - streetscape proportions vary along the different streets. However, a sense of enclosure and street edge definition need enhancement within the area as a whole.

## 2 KEY OBJECTIVES

### 2.1 Relationship to Context

- To encourage new development that enhances valued qualities of the present character, promotes diversity of activities and supports the quality of the public environment.
- To ensure that new buildings relate to the character of their surroundings and contribute to a cohesive streetscape. To this end new development should respect and enhance key streetscape characteristics - such as scale and grain of development, activity patterns, enclosure of public space, typical building materials.
- To ensure new development enhances street edge activity and definition. This is particularly important for new development on corner sites.

### 2.2 Building Design

- To ensure that the form and location of the new development reinforces the street edge definition.
- To encourage new development to project its own architectural identity in a way that relates to the bulk, scale and character of its neighbours.



*Promote shelter and activity along street frontages*



*Enhance connections to the Beach and Reserve area*

## 2.3 Building Bulk

- To manage the visual impact of bulk for new large scale development, and particularly that on amalgamated sites.

## 2.4 Street Frontages

- To create street elevations that present a positive “public face” to the street and include ground level activities that support the public use of the area.
- To enhance street frontages with entrance canopies and verandahs and provide continuity of pedestrian shelter along main pedestrian routes.

## 2.5 Access / Connectivity / Carparking

- To promote creating new cross-block connections as part of new large scale/comprehensive development in the long block bounded by Tahunanui Drive and Beach Road.
- To improve access to and enhance the permeability of the area through a network of well connected links and spaces.
- To manage new development in a way that promotes the area as a public destination and enhances accessibility to the reserve and beach area.
- To ensure that carparking related to new building development is appropriately located and does not dominate the building street frontages.

## 2.6 Activities

- To promote the presence of identifiable activity precincts that support and complement each other.
- To ensure that strategic sites at corner locations accommodate activities that would enhance street edge definition and promote the intended pedestrian oriented activity pattern.



*Mixture of activities, with visitor accommodation typical along southern end of Tahunanui Drive*

### 3 DESIGN GUIDELINES

The design guideline apply to the precinct overlay areas identified in the Structure Plan (Figure 4).

#### 3.1 Relationship to Context

- (i) New buildings should provide visual links to adjacent building frontages and complement established streetscape features such as - generally narrow street frontage, ground levels with large openings accommodating retail and commercial activities, structurally integrated verandahs with non-load bearing verandah posts.
- (ii) The façade modelling/treatment of new buildings should relate to the scale, character and façade modelling of adjacent buildings.
- (iii) The design of side and back elevations that are visible from the street or any other public spaces should be consistent with the design of the main building frontage.
- (iv) New development or building refurbishment should recognise and reflect rather than reproduce the appearance of adjacent frontages.

#### 3.2 Building Design

##### 3.2.1 Building form and location

- (i) New buildings should be aligned with each other and to the street and built to the street edge to reinforce the street edge definition.
- (ii) New development at street corners should enhance its special location with buildings of appropriate scale, form and design. The shape of new corner buildings should emphasise the shape of the street corner.

Projecting special design features or parts of the building above the height of its primary bulk might be explored as a way of emphasising development at prominent corner locations. However, any projecting elements and features should be approached as an integral part of the building design and contribute to the collective silhouette line of the area.



*Verandahs with verandah posts typical for the west side of Tahunanui Drive*



*Buildings that present a "positive public face" to the street*



### 3.2.2 Exterior materials

- (i) Exterior cladding materials for new buildings should make reference to the palette of simple materials typical for the area (wood, plaster, roof iron), and follow the predominant pattern of lighter exterior colours.
- (ii) Avoid the use of highly reflective cladding materials to new building development where this could create glare conditions in surrounding streets and public spaces.

### 3.3 Building bulk

- (i) The bulk of new larger scale development, (e.g. on amalgamated sites, on large corner sites, or new motel type development) should be modelled in way to reduce impact of bulk and potential issues of visual dominance and assist the scale integration of new buildings into their surroundings.
- (ii) There are various design techniques for addressing issues of bulk, such as:
  - breaking down the building frontages into distinctive modules/elements. These modules or elements should relate to the prevailing visual sub-division and scale of the neighbouring building frontages and make reference to the underlying pattern of original lot size. The differentiation between the modules can be enhanced via varying their height, width, roof top treatment and/or their design detail and surface treatment.
  - creating contrast between projecting and recessive elements on building elevations via using contrasting surface materials, colours and patterns; and/or enhancing parts of the buildings or by varying architectural treatment and detail.

### 3.4 Street Frontages

- (i) Street facades of new buildings should be visually interesting and integrate human scale elements such as windows, balconies and building entries emphasised with canopies and verandahs. Verandah posts need to be non-load bearing to satisfy the Council requirements for building consent. This is to enhance the public quality and pedestrian character of the Village Heart area.



*Corner sites - opportunity for landmark buildings*



- (ii) Continuity of shelter is particularly important along the west side of Tahunanui Drive and the east side of Beach Road, where verandahs with verandah posts should be encouraged. Note the posts should be non-load bearing to recognize the
- (iii) Blank walls that are out of scale with adjacent buildings or form the edges of spaces that area used by the public are undesirable.
- (iv) In cases where buildings are setback from the street boundary, the street edge definition should be maintained through other means such as planting and fencing of appropriate type, scale and/or materials.

### 3.5 Access / Connectivity / Carparking

- (i) Future development within the block bounded by Tahunanui Drive and Beach Road should allow for cross-block pedestrian links at the approximate locations indicated on the attached diagram.
- (ii) The edges of newly created pedestrian links should be treated in a way to provide visual interest, support activity patterns and enhance the safety in the area.
- (iii) Vehicle entries and service areas and carparking along the street frontages of new development are not encouraged. These should be located at the rear of the development site, or be integrated into the building without dominating its public frontage.

### 3.6 Signage

- (i) Signage should not dominate the appearance of a building's street frontage. Signage should be of a scale and form that respects the scale of the building facade and its main elements.
- (ii) Signs should be positioned in way that does not obscure important architectural features of the building façade.
- (iii) Signs should be of a consistent and complimentary style.



*On-site carparking should not dominate the street frontage*