



## Proposed District Plan submission form

Clause 6 of Schedule 1, Resource Management Act 1991

Feel free to add more pages to your submission to provide a fuller response.

Form 5: Submission on Proposed Far North District Plan

TO: Far North District Council

This is a submission on the Proposed District Plan for the Far North District.

### 1. Submitter details:

Full Name:	John Collyns		
Company / Organisation Name: (if applicable)	On behalf of the Retirement Villages Association of New Zealand Incorporated		
Contact person (if different):			
Full Postal Address:	Level 11, 38-42 Waring Taylor Street, Wellington 6140		
Phone contact:	Mobile: 021 952 945	Home:	Work:
Email (please print):	john@retirementvillages.org.nz		
2. (Please select one of the two options below)			
<input checked="" type="checkbox"/> I <b>could not</b> gain an advantage in trade competition through this submission <input type="checkbox"/> I <b>could</b> gain an advantage in trade competition through this submission			
<i>If you could gain an advantage in trade competition through this submission, please complete point 3 below</i>			
3. <input type="checkbox"/> I <b>am</b> directly affected by an effect of the subject matter of the submission that: (A) Adversely affects the environment; and (B) Does not relate to trade competition or the effect of trade competition			
<input type="checkbox"/> I <b>am not</b> directly affected by an effect of the subject matter of the submission that: (A) Adversely affects the environment; and (B) Does not relate to trade competition or the effect of trade competition			
<i>Note: if you are a person who could gain advantage in trade competition through the submission, your right to make a submission may be limited by clause 6(4) of Part 1 of Schedule 1 of the Resource Management Act 1991</i>			
<b>The specific provisions of the Plan that my submission relates to are:</b> (please provide details including the reference number of the specific provision you are submitting on)			
Please see attached submission.			



<p>Confirm your position: <input type="checkbox"/> Support <input type="checkbox"/> Support In-part <input checked="" type="checkbox"/> Oppose <i>(please tick relevant box)</i></p>
<p><b>My submission is:</b> <i>(Include details and reasons for your position)</i></p> <p>Please see attached submission.</p>
<p><b>I seek the following decision from the Council:</b> <i>(Give precise details. If seeking amendments, how would you like to see the provision amended?)</i></p> <p>Please see attached submission.</p>
<p><input checked="" type="checkbox"/> I <b>wish</b> to be heard in support of my submission <input type="checkbox"/> I <b>do not wish</b> to be heard in support of my submission <i>(Please tick relevant box)</i></p>
<p>If others make a similar submission, I will consider presenting a joint case with them at a hearing <input checked="" type="checkbox"/> Yes <input type="checkbox"/> No</p>
<p>Do you wish to present your submission via Microsoft Teams? <input checked="" type="checkbox"/> Yes <input type="checkbox"/> No</p>
<p><b>Signature of submitter:</b> <i>(or person authorised to sign on behalf of submitter)</i></p> <p><b>Date:</b> <i>(A signature is not required if you are making your submission by electronic means)</i></p>

**Important information:**

1. The Council must receive this submission before the closing date and time for submissions (5pm 21 October 2022)



2. Please note that submissions, including your name and contact details are treated as public documents and will be made available on council's website. Your submission will only be used for the purpose of the District Plan Review.
3. Submitters who indicate they wish to speak at the hearing will be emailed a copy of the planning officers report (please ensure you include an email address on this submission form).

#### Send your submission to:

**Post to:** Proposed District Plan  
Strategic Planning and Policy, Far North District Council  
Far North District Council,  
Private Bag 752  
KAIKOHE 0400

**Email to:** [pdp@fndc.govt.nz](mailto:pdp@fndc.govt.nz)

**Or you can also deliver this submission form to any Far North District Council service centre or library, from 8am – 5pm Monday to Friday.**

#### **Submissions close 5pm, 21 October 2022**

**Please refer to [pdp.fndc.govt.nz](http://pdp.fndc.govt.nz) for further information and updates.**

*Please note that original documents will not be returned. Please retain copies for your file.*

#### **Note to person making submission**

Please note that your submission (or part of your submission) may be struck out if the authority is satisfied that at least one of the following applies to the submission (or part of the submission):

- It is frivolous or vexatious
- It discloses no reasonable or relevant case
- It would be an abuse of the hearing process to allow the submission (or the part) to be taken further
- It contains offensive language
- It is supported only by material that purports to be independent expert evidence but has been prepared by a person who is not independent or who does not have sufficient specialised knowledge or skill to give expert advice on the matter.

**SUBMISSION ON PUBLICLY NOTIFIED PROPOSAL FOR POLICY STATEMENT OR PLAN, CHANGE OR VARIATION**

*Clause 6 of Schedule 1, Resource Management Act 1991*

**To** Far North District Council (*Council*)

**Name of submitter:** Retirement Villages Association of New Zealand Incorporated (*RVA*)

- 1 This is a submission on the Council's Proposed District Plan (*Proposed Plan*).
- 2 The RVA could not gain an advantage in trade competition through this submission.

**INTRODUCTION**

- 3 The RVA welcomes this opportunity to provide feedback on the Proposed Plan. The RVA and its members have a significant interest in how the Proposed Plan will provide for retirement villages in the Far North District.
- 4 New Zealand, including the Far North, has a rapidly increasing ageing population and longer life expectancy and there is a growing trend of people wishing to live in retirement villages.
- 5 The under-provision of retirement living and aged care in New Zealand is at crisis point, with the growing ageing population facing a significant shortage in appropriate accommodation and care options. This problem is immediate, and demographic changes mean that the demand for retirement accommodation and aged care will continue to grow.
- 6 The Government recently recognised the ageing population as one of the key housing and urban development challenges facing New Zealand in its overarching direction for housing and urban development – the Government Policy on Housing and Urban Development (*GPS-HUD*).<sup>1</sup> The GPS-HUD records that “[s]ecure, functional housing choices for older people will be increasingly fundamental to wellbeing”.<sup>2</sup> The government strategy *Better later life – He Oranga Kaumatua 2019 to 2034* recognises that “[m]any people want to age in the communities they already live in, while others wish to move closer to family and whānau, or to move to retirement villages or locations that offer the lifestyle and security they want”.<sup>3</sup>
- 7 The RVA considers the Proposed Plan needs to adequately address the critical need for retirement accommodation and aged care in the Far North District. It must also provide a clear and consistent regime for retirement villages. It is also important that potential effects from retirement villages are managed proportionately and efficiently with the least regulation and prescription necessary. The significant benefits of retirement villages also need to be given appropriate weight.
- 8 The RVA is also seeking national consistency in the planning regimes for retirement villages through the intensification planning instruments required under the Resource Management (Enabling Housing Supply and Other Matters) Amendment Act 2021 (*Enabling Housing Act*). Although the Far North is not required to prepare

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<sup>1</sup> The GPS-HUD was issued in September 2021 (available [online](#)).

<sup>2</sup> GPS-HUD, page 10.

<sup>3</sup> *Better Later Life – He Oranga Kaumatua 2019 to 2034* (available [online](#)), page 32.

an intensification planning instrument, the RVA considers national consistency more generally will greatly assist with streamlining and making more efficient, the delivery of retirement villages across New Zealand.

9 This submission is set out as follows:

9.1 **Background:** This section introduces the RVA, retirement villages and the regulatory regime applying to retirement villages. It then sets out New Zealand's ageing population demographics and outlines the retirement housing and care crisis and the wellbeing and health issues arising from that crisis. Finally, it sets out the role of retirement villages in addressing that crisis and the other benefits of retirement villages.

9.2 **What the Proposed Plan must deliver for retirement villages:** This section sets out the outcomes the RVA considers the Proposed Plan must deliver for retirement villages. The key outcome sought by the RVA is a retirement village-specific planning framework that recognises the benefits of retirement villages and their specific functional and operational needs.

9.3 **Relief sought:** This section sets out the relief sought by the RVA to address the key outcomes it seeks in relation to the Proposed Plan.

## **BACKGROUND**

### **Retirement Villages Association**

10 The RVA is a voluntary industry organisation that represents the interests of the owners, developers and managers of registered retirement villages throughout New Zealand. The RVA was incorporated in 1989 to represent the interests of retirement village owners, developers and managers, to government, develop operating standards for the day-to-day management of retirement villages, and protect their residents' wellbeing.

11 Today, the RVA has 407 member villages throughout New Zealand, with approximately 38,520 units that are home to around 50,000 older New Zealanders. This figure is 96% of the registered retirement village units in New Zealand.<sup>4</sup> The RVA's members include all five publicly-listed companies (Ryman Healthcare, Summerset Group, Arvida Group, Oceania Healthcare, and Radius Residential Care Ltd), other corporate groups (such as Metlifecare and Bupa Healthcare) independent operators, and not-for profit operators (such as community trusts, and religious and welfare organisations).

### **Retirement villages**

12 'Retirement village' is an umbrella term given to all types of retirement living. There are two main types of retirement villages - 'comprehensive care villages' and 'lifestyle villages':

12.1 Comprehensive care retirement villages provide a full range of living and care options to residents from independent living, through to serviced care, rest home, hospital and dementia level care.

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<sup>4</sup> There are also almost 6,000 Occupation Right Agreements for care suites as part of the aged care system.

- 12.2 Lifestyle retirement villages focus mostly on independent living units with a small amount of serviced care provided on a largely temporary basis.
- 13 Approximately 65% of registered retirement villages have some level of aged residential care within the village. Approximately 19,300 aged care beds are part of a retirement village, which is 50% of all age care beds in the country.<sup>5</sup>
- 14 'Retirement village' is defined in section 6 of the Retirement Villages Act 2003 (*RV Act*) as:
- ... the part of any property, building, or other premises that contains 2 or more residential units that provide, or are intended to provide, residential accommodation together with services or facilities, or both, predominantly for persons in their retirement, or persons in their retirement and their spouses or partners, or both, and for which the residents pay, or agree to pay, a capital sum as consideration and regardless of [various factors relating to the type of right of occupation, consideration, etc]...

### **A regulated industry**

- 15 The retirement village industry is regulated by the Retirement Villages Act 2003 (*RV Act*), as well as associated regulations and codes of practice established through the RV Act. The regulatory regime is focussed on consumer protection via a comprehensive disclosure regime, so that residents make an informed decision to move to a village.
- 16 This regulatory regime includes the following:
- 16.1 Registration of retirement villages with the "Registrar of Retirement Villages". The Registrar places a memorial on the land title. The memorial means that the village can only be sold as a retirement village and that the residents' tenure is ranked above all other creditors to the village. The residents have absolute rights to live in their units and have access to the village amenities.
- 16.2 Retirement village operators are required to appoint a "Statutory Supervisor" whose job is to protect residents' interests and report to the Registrar and the Financial Markets Authority that the village is being operated in a financially prudent manner.
- 16.3 Operators are required to provide intending residents with a disclosure statement that sets out the village's ownership, financial position, status, and a range of other important information. This statement provides comprehensive guidance to ensure that a resident's decision to move into a retirement village is an informed one.
- 16.4 Before signing a contract (an "Occupation Right Agreement" or "ORA"), an intending resident must consult a solicitor who must explain the details of the contract and sign an affirmation that they have provided that advice.
- 17 The codes of practice that regulate the industry include a code of practice and a code of residents' rights.<sup>6</sup> The Code of Practice is administered by the Ministry of Business, Innovation and Employment, and it governs the day-to-day management of the villages. The Code sets out the minimum standards for the operation of

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<sup>5</sup> Jones Lang LaSalle, NZ Retirement Villages and Aged Care Whitepaper, July 2022, page 4.

<sup>6</sup> Both codes are available online ([Code of Practice](#) and [Code of Residents Rights](#)).

retirement villages. These standards address a wide variety of matters, including documents that operators must provide to intending residents, staffing policies and procedures, safety and security policies, fire and emergency procedures, the frequency and conduct of meetings between residents and operators, complaint procedures, as well as communications with residents.

- 18 The Code of Residents' Rights is set out in the RV Act.<sup>7</sup> The Code is a summary of the minimum rights conferred on retirement village residents. It ensures that residents are respected and consulted on material matters that affect their contracts.<sup>8</sup>

### **New Zealand's ageing population**

- 19 The proportion of older people in our communities compared to the rest of the population is increasing. Soon, there will be more people aged 65+ than children aged under 14 years.<sup>9</sup> By 2034, it is expected that New Zealand will be home to around 1.2 million people aged 65 and over, just over a fifth of the total population.<sup>10</sup>
- 20 The growth in the 75+ age bracket is also increasing exponentially (as illustrated by the graph below). It is estimated that 364,100 people in New Zealand were aged over 75 in 2022. By 2048, the population aged 75+ is forecasted to more than double to 804,600 people nationally.<sup>11</sup>
- 21 In the Far North, the growth in the 75+ age bracket is increasing at a faster rate. Statistics New Zealand estimates that in 2018, 4,670 people were aged over 75. By 2048, this number is forecasted to almost triple to 13,510.<sup>12</sup> The Council has acknowledged that people aged 65+ years are a growing segment of the Far North community (from 17% in 2013, increasing to 31% in 2043).<sup>13</sup>

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<sup>7</sup> Schedule 4.

<sup>8</sup> The Code sets out a residents' rights to services, information, and consultation, the right to complain, the right to a speedy and efficient process for resolving disputes, the right to use a support person or representative in dealings with the operator or other residents at the village, the right to be treated with courtesy, and the right not to be exploited by the operator.

<sup>9</sup> Better Later Life – He Oranga Kaumatua 2019 to 2034, page 6.

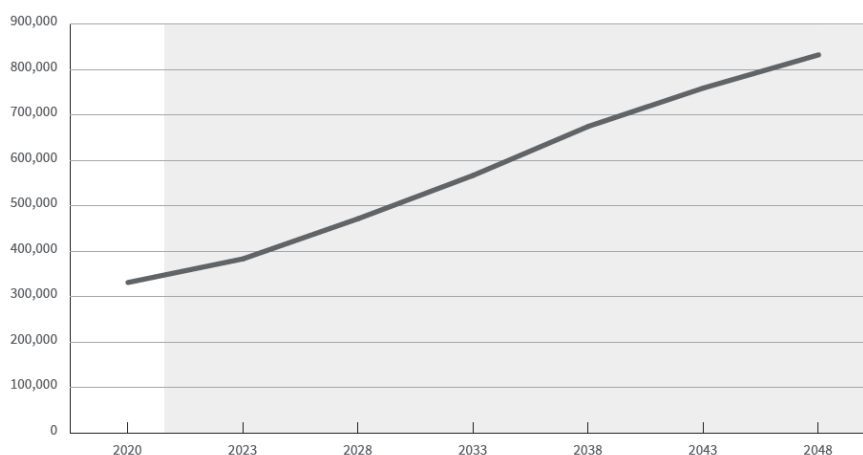
<sup>10</sup> Ibid.

<sup>11</sup> Statistics New Zealand, Population Projections.

<sup>12</sup> Statistics New Zealand, Subnational Population Estimates at 30 June 2021 (provisional).

<sup>13</sup> Far North District Council - Infrastructure Strategy for 2018-2048, p39.

Figure 1 75+ years population 2020 - 2048



Source: JLL Research and Consultancy; Statistics New Zealand (medium forecast scenario)

- 22 Older people aged 85+ comprise the most rapidly increasing age group in the country, with the numbers projected to almost triple from 93,500 in 2022 to 227,600 in 2048. Given around 45% of this age group require aged care beds, this growth will create a need for a minimum of an additional 84,700 aged care beds to be provided by 2048.
- 23 The ageing population of New Zealand reflects the combined impact of:
- 23.1 Lower fertility;
  - 23.2 Increasing longevity (due to advances in medical technology and increased survival rates from life-threatening diseases); and
  - 23.3 The movement of the large number of people born during the 1950s to early 1970s into the older age groups.
- 24 The largest increases in the 65+ age group will occur in the 2020s and 2030s, when the large birth cohorts of the 1950s and 1960s (the "baby boomers") move into this age group.
- The retirement housing and care crisis**
- 25 The under-provision of retirement living and aged care in New Zealand is at crisis point, with the growing ageing population facing a significant shortage in appropriate accommodation and care options. This problem is immediate, and projected to worsen in the coming decades as older age groups continue to grow.<sup>14</sup>
- 26 The demand for quality living options is significantly higher than the current supply. The supply is decreasing due to closures of older style small and poor quality aged care homes, which are usually conversions of old houses. These usually do not offer the living standard that residents deserve. At the same time, demand for retirement housing and care is increasing.

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<sup>14</sup> See, for example, Stats NZ (2020). Housing in Aotearoa: 2020, which outlines the need for changing size and suitability of housing, acknowledging the ageing population. For further detail on the question of 'what is the ideal place to grow older', see Janine Wiles, Kirsty Wild, Ngaire Kerse, Mere Kēpa, Carmel Peteru (2011). Resilient Ageing in Place Project Recommendations and Report. The University of Auckland, Auckland.



- 27 This crisis is evidenced by the increasing number of RVA members' villages that have waiting lists (including existing villages and those under construction). Many RVA member villages have waiting lists of 2 or more years. These lists are comprised of people who have expressed an interest in living in a retirement village. The waitlists show the desperate need in New Zealand for more retirement living and care options.
- 28 The ageing population and longer life expectancy, coupled with a trend towards people wishing to live in retirement villages that provide purpose-built accommodation, means that demand is continuing to grow. This is creating a severe and growing shortage of retirement villages, as supply cannot match demand. The national penetration rate for retirement villages (i.e. the percentage of the population aged 75+ who choose to live in a village) is 14.3%. If the existing penetration rate continues, we can expect an increase of approximately 34,000 residents, and a national demand for an additional 26,000 retirement village units by 2033.<sup>15</sup> In reality, the demand will be higher as the penetration rate continues to grow.
- 29 This increasing demand is reflected in the development pipeline.<sup>16</sup> In 2022, there was a total of 216 villages in the development pipeline.<sup>17</sup> This development pipeline, if realised, will help ease the short-term anticipated shortfall in supply of quality retirement living and aged care options in New Zealand. However, further development of new villages, beyond the current pipeline, is needed to meet the longer-term predicted shortfall. It is anticipated that at least 10 new large scale villages each year are going to be required across New Zealand, just to keep up with demand over the next 20 years.
- 30 Further, the COVID-19 pandemic has exacerbated this issue. Overall, retirement villages performed remarkably well in protecting the most vulnerable by providing safe communities and companionship during the tough periods of lockdown. This performance has resulted in an even stronger demand to access retirement villages and further limited stock available.<sup>18</sup>
- 31 As discussed in more detail in subsequent sections of this submission, a key barrier to meeting the increasing demand is the significant delay between the consenting and construction stages of developments. Even if the resource consent process goes smoothly, the development of a retirement village is around a 10 year project for most new villages. But, many retirement villages face years of delays during the consenting process. Delays are frustrating and costly for all involved, and are especially prejudicial to the wellbeing of older persons who are living in unsuitable accommodation while waiting for a retirement village to be completed.
- Social issues arising from the shortage of housing and care for older people**
- 32 Providing appropriate accommodation and care for older persons is a critical social issue facing New Zealand. A failure to recognise and provide for appropriate housing and care for the ageing population in future planning will impact on the mental and physical health and wellbeing of some of society's most vulnerable members, and have flow on effects that will impact the wider community as a whole.

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<sup>15</sup> Jones Lang LaSalle, NZ Retirement Villages and Aged Care Whitepaper, July 2022, page 18.

<sup>16</sup> The 'development pipeline' refers to the development of new villages (both actual and planned).

<sup>17</sup> Jones Lang LaSalle, NZ Retirement Villages and Aged Care Whitepaper, June 2021, page 17.

<sup>18</sup> Ibid, pages 5 and 25.

### ***Suitability of accommodation***

- 33 Many of New Zealand's older residents are currently living in unsuitable accommodation. "Unsuitable accommodation" in this context can mean a couple or a single person living in a large house that is expensive and difficult to maintain and heat properly, has barriers to mobility such as stairs, or is built on a hill, or has a garden that they cannot maintain. Unsuitable accommodation could also include housing that is of such a distance from key services and amenities that it limits their access to their community and care needs.
- 34 In this context, it is important to note that retirement villages have a very different new-build pattern than the rest of the country's new-build housing stock.<sup>19</sup> New Zealand's general housing stock is dominated by three or more bedroom dwellings, with the average size of new builds increasing from around 115 m<sup>2</sup> in 1976 (33 m<sup>2</sup> per person) to 200 m<sup>2</sup> in 2013 (71 m<sup>2</sup> per person).
- 35 In contrast, the retirement village industry is building units that match the needs of smaller households, with approximately 90% of retirement village units providing one or two bedrooms.<sup>20</sup>
- 36 Retirement units are also purpose-built for older people. They are accessible for those with mobility restrictions, are modern, warm and comfortable, and responsibility for their upkeep and maintenance falls on the village operator rather than the resident.
- 37 Further, retirement villages generally offer extensive on-site amenities, such as pools, gyms, theatres, libraries, bars and restaurants, communal sitting areas, activity rooms, bowling greens, and landscaped grounds. These amenities are provided to meet the specific needs of retirement village residents, leading to significant positive benefits for residents.

### ***Mental wellbeing***

- 38 Mental wellbeing issues are also growing, including isolation, loneliness, and related depression due to many older people living alone, and often also being separated from family and friends due to their increasing mobility restrictions.
- 39 This presents a serious social issue for New Zealand. There is little doubt that older people are particularly vulnerable to social isolation or loneliness because friends and family have either died or moved away, or they have restricted mobility or income. This isolation impacts on the individual's quality of life and wellbeing, adversely affecting their health and increasing their use of health and social care services. In exploring the prevalence of this issue, one study estimates that 5-16% of people aged 65+ report loneliness, while 12% feel socially isolated.<sup>21</sup>
- 40 Based on recent data collected by UMR Research New Zealand,<sup>22</sup> the most important factors for people when deciding to move into a retirement village are 'security and safety', 'peace of mind' and 'hassle-free lifestyle'. Importantly, the data also shows

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<sup>19</sup> CRESA, Retirement Village Housing Resilience Survey (June 2014), and Equity Release – Realities for Older People (August 2016).

<sup>20</sup> CRESA, Equity Release – Realities for Older People, August 2016.

<sup>21</sup> Social Care Institute for Excellence, Research Briefing number 39, Preventing loneliness and social isolation: Intervention and Outcomes, October 2011.

<sup>22</sup> UMR Research New Zealand, 'Residents Survey – Retirement Villages Association', January 2021. The results were based on questions asked in an online survey distributed to 100 retirement villages across New Zealand.

that retirement villages deliver on these important factors. The changing structure of society, resulting in families living far apart and older people living on their own, has resulted in many older people feeling isolated and lonely. Villages provide safe, warm, appropriate housing and a community of interest for their residents with the opportunity for socialisation should they choose to take it up. Villages therefore directly combat isolation and loneliness felt by so many older people.

- 41 Longitudinal studies into recorded lifespans show that older people who are part of a social group have a better chance of living longer than those who are not. Australian studies suggest that retirement village residents live longer and happier lives than the same cohort who live elsewhere.<sup>23</sup>
- 42 Retirement villages are an important way to fight social isolation and loneliness. Facilitating the development of appropriate accommodation and care for the ageing population and enabling older people to move into purpose built, comfortable and secure dwellings not only improves the quality of life of these older people, but also has wider benefits for the community as a whole. The improved social and health support provided in retirement villages alleviates pressure placed on health and social care services freeing up these resources for other community members. The movement of older people into retirement villages also releases existing housing stock for other people, as addressed in more detail below.

### **The role of retirement villages**

#### ***Addressing the retirement housing and care crisis***

- 43 Retirement villages already play a significant part in housing and caring for older people in New Zealand. As previously noted, currently 14.3% of the 75+ age group population live in retirement villages, a penetration rate that has risen from around 9.0% of the 75+ age population at the end of 2012.<sup>24</sup> It is likely that this rate will continue to increase over time.
- 44 In the Far North, the penetration rate is currently lower than the national average, with 10.1% of the 75+ age group population living in a retirement village.
- 45 As previously mentioned, RVA's members have 407 villages across the country, providing homes for around 50,000 residents. Over the next 5 to 10 years, that is anticipated to grow significantly with 86 new villages and 130 expansions to existing villages, providing 22,200 homes for approximately additional 28,900 residents. Retirement villages therefore will play a growing role in addressing the retirement housing and care crisis.
- 46 In the Far North, there are currently 5 retirement villages (all of which are expanding or in development). These villages currently provide 334 units (home to around 435 residents) and will provide 836 units (home to around 1,085 residents). A number of additional villages will be needed in the District to meet the growth in the 75+ demographic and increasing penetration rate.
- 47 The RVA's members have established reputations for building high quality villages to address the needs of residents and employing professional and caring staff. Through this experience, retirement village operators have developed in depth and specialist knowledge and expertise in the development of purpose built retirement villages.

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<sup>23</sup> For example, studies undertaken by the Illawarra Retirement Trust, a retirement village operator based in Wollongong, NSW.

<sup>24</sup> Ibid, page 15.

Importantly, retirement village operators are not developers, and have a long term interest in their villages and residents.

48 Retirement villages also cater to a wide range of residents with differing levels of health and independence, offering a range of housing options and care to meet the specific needs of the residents. These are features that often distinguish retirement village operators from typical residential developers who generally do not deliver purpose built environments for the ageing population.

49 Retirement village operators are therefore well placed to help to address the retirement housing and care crisis. To do so, it is critical that the construction, operation and maintenance of retirement villages are appropriately provided for in planning regimes.

***Providing a range of accommodation options to suit different needs***

50 Retirement villages provide appropriate accommodation and care for a vulnerable sector of our community with different housing and care needs compared to the rest of the population.

51 Retirement villages allow older people to continue living in their established community, while down-sizing to a more manageable property (i.e. without stairs or large gardens). Retirement village living provides security, companionship and peace of mind for residents.<sup>25</sup> Residents will also, in most cases, have easy access to care and other support services.

52 The RVA has seen a marked change in retirement accommodation over the last 20 years. In the past, lifestyle villages without care were relatively common. As the population ages, the retirement village industry is seeing a greater demand for a 'continuum of care' in one location - from independent units through to hospital and dementia care. Today, many villages are being developed with some degree of residential care in their campus. Some villages are committed to a full continuum of care, while others focus on providing a smaller number of rest home beds that are available for residents if they are needed.

53 Another important trend is for operators to build serviced apartments, where a resident moves in and out of care as required but without having to physically move from their apartment. These developments are a direct response to market demands. The sector is focused on providing a mix of independent living units and care options to meet the range of financial, social and other resources our residents have.

54 A number of operators also focus on providing social housing as part of their villages. This can be a mix of affordable Occupation Right Agreements and rental units.

55 'Care only' facilities are increasingly rare. This is because under the current government funding regime for health care provision, it is not possible to justify the capital cost of building stand-alone residential care facilities. As a result, no residential care facilities, apart from extensions to existing facilities, have been built in the last five years or so.

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<sup>25</sup> PWC 'Retirement village contribution to housing, employment, and GDP in New Zealand' (March 2018). Brown, N.J., "Does Living Environment Affect Older Adults Physical Activity Levels?". Grant, Bevan C. (2007) 'Retirement Villages', *Activities, Adaptation and Aging*, 31:2, 37-55.

56 Ultimately, the retirement village industry provides appropriate accommodation to address the specific needs of the older population, including a range of large and smaller scaled retirement villages and aged care homes with differing services, amenities and care. This variety enables differing price points and options, which are vital to enabling choices for the growing ageing population.

***Retirement villages' role in addressing the general housing crisis***

57 Retirement villages also help to ease demand on the residential housing market and assist with the housing supply shortage in New Zealand. That is because growth in retirement village units is faster than growth in the general housing stock. And, the majority of new villages are located in major urban centres. The retirement village sector therefore also contributes significantly to the development of New Zealand's urban areas, and the particular challenges urban areas face.

58 New build data from Statistics NZ shows that retirement village units constituted between 5% and 8% of all new dwellings between June 2016 and June 2021.

59 The retirement village sector allows older New Zealanders to free up their often large and age-inappropriate family homes and move to comfortable and secure homes in a retirement village. The RVA estimates that around 5,500 family homes are released back into the housing market annually through new retirement village builds. This represents a significant contribution to easing the chronic housing shortage. A large scale village, for example, releases approximately 300 houses back onto the market to be more efficiently used by families desperate for homes. To illustrate, retirement units are generally occupied by an average of 1.3 people per unit, compared to an average of 2.6 people per standard dwelling.

***Other benefits of retirement villages***

60 In addition to the important role of retirement villages in addressing the housing crisis and providing the ageing population with housing and care tailored to their needs, the retirement village sector also produces other broader benefits:

60.1 The sector employs approximately 19,000 people to support day-to-day operations. Between 2018 and 2026, approximately 9,500 new jobs will have been created from construction of new villages. The sector contributes around \$1.1 billion to New Zealand's GDP from day-to-day operations.<sup>26</sup> More recently, and importantly, the sector has generated jobs in industries that have been impacted by COVID-19 (such as hospitality and accommodation).

60.2 The contribution of retirement village construction is also substantial. For example, a large scale new village will cost in the order of \$100-\$200 million to construct. Retirement village construction is also expected to employ approximately 5,700 FTEs each year.<sup>27</sup>

60.3 Retirement villages also support Te Whatu Ora, Health New Zealand, by providing health care support for residents that would otherwise be utilising the public healthcare system thereby reducing "bed blocking" in hospitals.

60.4 Due to the lower demand for transport (including because of on-site amenities), retirement villages contribute proportionately less to transport emissions than standard residential developments. Operators also invest in a

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<sup>26</sup> PWC 'Retirement village contribution to housing, employment, and GDP in New Zealand' (March 2018) page 4.

<sup>27</sup> Ibid.

range of other methods to reduce carbon emissions from the construction and operation of villages.

## **WHAT THE PROPOSED PLAN MUST DELIVER FOR RETIREMENT VILLAGES**

### **National Policy Statement on Urban Development 2020**

61 The Council's section 32 report notes that the National Policy Statement on Urban Development 2020 (*NPSUD*) does not apply to the Proposed Plan as none of the District's towns meet, or will meet, the population threshold to be considered an "urban environment". Nevertheless, the section 32 report says the NPSUD "*represents good planning practice*" and it has guided the preparation of the Proposed Plan.<sup>28</sup>

62 The RVA agrees it is appropriate for the Proposed Plan to be guided by the NPSUD given the projected growth in urban areas of the District. However, the RVA considers the Proposed Plan must better align with the NPSUD by providing for a range of housing types, in particular retirement villages and the specific needs of older persons, as discussed below.

### **Better enable housing and care for the ageing population**

63 As explained above, promoting the wellbeing of older persons within our communities requires district plans to better enable the construction of new retirement villages. In the experience of RVA members, cumbersome, rigid and uncertain resource management processes and practices are a major impediment to delivering necessary retirement housing and care. In particular, resource consent processes take too long, are unnecessarily complex, and often do not provide for retirement living options properly because the relevant plans are not fit for purpose.

64 The Proposed Plan represents a major opportunity to better enable the provision of a diverse range of retirement housing and care options. If this opportunity is not taken now, the existing consenting challenges facing retirement village operators are likely to be perpetuated for many years.

65 The NPSUD specifically recognises that well-functioning urban environments enable all people and communities to provide for their wellbeing, health and safety (Objective 1). For the reasons explained in detail above, achieving this wellbeing objective in relation to older persons within our community means providing for their specific housing and care needs.

66 The NPSUD also states that contributing to well-functioning urban environments means enabling a "*variety of homes*" to meet the "*needs ... of different households*" (Policy 1). The Proposed Plan therefore should specifically respond to the need to provide suitable and diverse housing choices and options for our ageing population.

67 In order to respond to the significant health and wellbeing issues created by the current retirement housing and care crisis and implement good planning practice, the RVA considers the Proposed Plan must ensure that the District Plan specifically and appropriately provides for and enables retirement villages in all relevant residential and commercial/mixed use zones.

68 The RVA considers this outcome can only be achieved by providing for a retirement village-specific objective, policy and rule framework. In the experience of RVA members, without a specific framework, retirement village proposals face material

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<sup>28</sup> Section 32 – Urban Environment, Section 3.2.2.

uncertainty and consenting barriers as council officers attempt to apply general residential approaches that are not fit-for-purpose to retirement villages. The retirement village-specific framework sought by the RVA is set out in the following sections of this submission.

**Recognise that retirement villages are a residential activity**

- 69 A key issue with many existing district plans is their failure to explicitly recognise that retirement villages are a residential activity. This issue has resulted in consenting challenges with members of the community, and sometimes even council officers, taking the view that retirement villages are non-residential activities that should only be provided for in non-residential zones or seeking to assess different parts of a village in a different manner (such as a commercial activity).
- 70 Retirement villages are clearly a residential activity<sup>29</sup> as they provide permanent homes for the residents that live there. Retirement villages do provide a range of ancillary services, however those services are provided for residents only and complement the residential function of retirement villages by meeting the particular needs of older residents. The residential nature of retirement villages is reflected in the definition of "retirement village", which recognises the key function of villages as a "*residential complex or facilities*" for the provision of "*residential accommodation for people who are retired*".<sup>30</sup>
- 71 This recognition requires that retirement villages as a land use are a permitted activity. The RVA considers the construction of retirement villages can be regulated as a restricted discretionary activity.

**Provide for retirement villages in the Strategic Direction Chapter and in the General Residential Zone**

- 72 The RVA members' experience is that older people want to stay in the communities in which they currently live, and have lived for many years, during their retirement. This is called 'ageing in place'. It allows residents to remain close to their families, friends, familiar amenities and other support networks. It promotes activities that improve residents' wellbeing, including physical activity, social engagement and intergenerational activity, due to the easily accessible surrounding destinations in a familiar neighbourhood. It allows residents to access public transport to facilitate these activities as independent driving ability declines and climate change impact increases. It allows residents to continue to play an integral part in the communities that they helped establish. For these reasons, the majority of retirement village residents come from dwellings located in surrounding suburbs.
- 73 It is noted that the Christchurch Replacement District Plan Independent Hearings Panel (chaired by a former High Court judge, with members including another former High Court judge, an Environment Court judge and experienced independent commissioners) acknowledged the importance of ageing in place:<sup>31</sup>

[332] Dr Humphrey's evidence stressed the clear health and social evidence of people ageing in their own communities. We have also taken particular note of Dr Humphrey's evidence as to the importance of providing choice for ageing in place. That evidence was supported by the evidence of Mr de Roo. We find that ageing in place, whereby older persons have choices

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<sup>29</sup> The definition of 'residential activity' as set out in the National Planning Standards is: "*means the use of land and building(s) for people's living accommodation*".

<sup>30</sup> National Planning Standard, page 62.

<sup>31</sup> Decision 10 – Residential (part) (and relevant definitions and associated planning maps) (10 December 2015).

to downsize from their family homes yet remain within their familiar neighbourhoods, is important not only for the wellbeing of our older citizens but also for the communities of which they should continue to contribute to and be part of. In addition to providing choice, assisting affordability is also important. Those priorities are also generally reflected in the Statement of Expectations.

- 74 The RVA members' experience is that sites in existing residential areas that are appropriate for retirement villages are extremely rare. Sites of the required size and in good locations are highly unique and valuable resources. They need to be efficiently used.
- 75 The need to provide for older persons to 'age in place' and the lack of appropriate sites for retirement villages, means that achieving the objective of providing appropriate housing and care for older persons requires a planning framework that enables retirement villages in the General Residential Zone.

**Provide for change to existing urban environments**

- 76 There are key differences between retirement villages and 'typical' residential dwellings. These differences mean that retirement villages do change the existing urban environments that are dominated by 'typical' dwellings, and this has not been acknowledged properly in planning frameworks leading to a range of consenting challenges.
- 77 Because of their functional and operational needs, retirement village and aged care facilities tend to be larger (in height and bulk) than 'typical' residential housing in order to properly cater for resident needs.
- 78 To illustrate, retirement villages contain a range of unit types to cater for the different care and mobility needs of the residents. The accommodation ranges from independent townhouses and apartments, through to serviced apartments, hospital beds and dementia rooms. While independent living villas, townhouses and apartments will include full kitchens, bathrooms, lounges and other household amenities, serviced apartments and care rooms will not always have these amenities. These factors may be a key driver for the layout and amenities within a unit and also within a village. For example, serviced apartments and care rooms need to have quick, accessible, and all weather access to communal living and dining areas. In the experience of RVA members', council officers often attempt to redesign village layouts based on what they think might be suitable, without proper knowledge of retirement villages and residents' needs.
- 79 In addition, retirement villages often include a wide range of amenities and services for resident needs and convenience. Services range from communal indoor and outdoor amenity areas, gardens, pools, gyms, libraries, reflection spaces, hairdressing services and cafés and bars through to welfare and medical facilities. These are important amenities and services as many retirement village residents are frail or have mobility restrictions (making it more difficult for them to travel to access amenities and services or use amenities and services designed for the general population). They also provide a better quality of life for residents than could be offered without these communal amenities and services. For example, a townhouse would not have space for a pool or gym.
- 80 Retirement villages also use new, low maintenance building products and design techniques to ensure their efficient operation. These design requirements can result in change when compared to surrounding neighbourhoods that were built many decades in the past.



- 81 The experience of RVA members' is that communities (particularly neighbouring landowners seeking to preserve status quo interests) and council officers often can have an expectation as to how sites are going to be used. Typically, that expectation is not for medium or higher density retirement accommodation. In part, this is because, traditionally, planning provisions have ignored the unique features of retirement villages. Further, the significant positive effects and community benefits of retirement villages are sometimes not given sufficient weight.
- 82 The failure of district plans to recognise the functional and operational needs of retirement villages, and provide for change to the character and amenity of existing neighbourhoods to enable the benefits of retirement villages, has created significant consenting challenges.
- 83 The NPSUD creates an expectation that "*New Zealand's urban environments, including their amenity values, develop and change over time in response to the diverse and changing needs of people, communities, and future generations*" (Objective 4). Further, the NPSUD recognises that amenity values can differ among people and communities, and also recognises that changes can be made via increased and varied housing densities and types, noting that changes are not, of themselves, an adverse effect (Policy 6).
- 84 The importance of this direction is also clearly set out in the Ministry for the Environment's (*MfE*) and the Ministry of Housing and Urban Development's (*HUD*) final decisions report on the NPSUD, which provides that:<sup>32</sup>

Urban areas are dynamic and complex, continually changing in response to wider economic and social change. The current planning system can be slow to respond to these changing circumstances and opportunities, which can lead to a mismatch between what is enabled by planning and where development opportunity (or demand) exists. This can lead to delays in supply, or incentivise land banking.

- 85 In order to respond to the significant issues created by the retirement housing and care crisis, the RVA considers the District Plan needs to recognise the functional and operational needs of retirement villages as a driver of appropriate and necessary change because of demographic ageing and the increasing housing needs of older people.

**Recognise the intensification opportunities provided by larger sites**

- 86 As discussed above, sites in existing residential areas that are appropriate for retirement villages are extremely rare, due to the need for sites to be large enough to accommodate all parts of a village and be located in close proximity to community services and amenities. Given large sites are a rare resource, it is important they are developed efficiently to maximise the benefits from their development. This approach is consistent with the enabling approach of the NPSUD.
- 87 As well as providing intensification opportunities, large sites also provide unique opportunities to internalise potential impacts of intensification on neighbours and the neighbourhood. For example, additional height can be located towards the centre of a site without adverse dominance, shading or privacy effects.

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<sup>32</sup> MfE and HUD, "*Recommendations and decisions report on the National Policy Statement on Urban Development*" (Wellington, 2020), page 59.

- 88 This approach was adopted in the Auckland Unitary Plan, with the residential zones including a policy to enable more efficient use of larger sites.<sup>33</sup>

**Recognise the unique internal amenity needs of retirement villages**

- 89 A key consenting challenge faced by the RVA members is an expectation from council officers that the internal amenity controls used for traditional housing typologies (e.g. outlook, sunlight, privacy, outdoor living spaces, landscaping and the like) are appropriate for retirement villages.
- 90 This approach fails to recognise the unique functional and operational needs of retirement villages (discussed above). For example, residents have access to a wide range of communal spaces as well as their individual homes, so their amenity is provided by the village as a whole rather than an individual space. This means that internal amenity standards, such as outlook space, do not have the same level of relevance to retirement villages as to typical residential housing. Other factors, such as proximity to communal spaces, may be more relevant to the overall level of amenity experienced by residents.
- 91 This approach also fails to recognise that retirement village operators have a long and positive track record and understanding of what works for their residents. Over many years they have provided high quality environments for their residents – significantly better than typical housing typologies have delivered. Retirement village operators rely on their reputation, which would be quickly diminished by bad publicity. The quality of life provided to residents is therefore paramount to the RVA’s members.
- 92 These points were accepted by the Christchurch Replacement District Plan Independent Hearing Panel:<sup>34</sup>

[331] Considering costs, benefits and risks, we have decided against imposing internal amenity controls on retirement villages. On this matter, we accept the position of Ryman and the RVA that there is no evidence at this time that there is a problem requiring intervention. We have also borne in mind the caution expressed by Mr Collyns as to the untested impacts of such regulation on the cost of delivering the affordable housing end of the retirement village market. Having said that, we are also mindful that it is at this “affordable” end of the market where residents have the least market power and hence, greatest vulnerability. However, on the basis of Mr Collyns’ evidence, we have assumed that the RVA’s members would act responsibly. Also, we have noted that the Council did not seek to address this topic in its closing submissions and took from that some concurrence with the retirement village sector position as to the lack of any need for regulatory intervention at this time. However, we record that this is a matter where the Council, as plan administrator, has an ongoing plan monitoring responsibility.

**Provide clear and focused matters of discretion**

- 93 The RVA’s members have faced significant cost and delay in consenting retirement villages in residential zones. Often, the process requirements are significantly out of proportion with the adverse effects of the activity, and do not recognise its substantial benefits.
- 94 An example of this issue is excessive and extraneous information requests. Over time, the amount of information that is required to support an application for

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<sup>33</sup> H3.3(8), H4.3(8), H5.3(9).

<sup>34</sup> Decision 10 – Residential (part) (and relevant definitions and associated planning maps) (10 December 2015).

consent has substantially increased. Council officers often request information that is not relevant to the assessment of the effects of a retirement village proposal, such as information regarding electricity supply, internal lighting, hallway width, planter box size, and outdoor furniture. It is not uncommon to receive unsolicited design change requests from council urban designers. These requests add cost and delay, and distract from the key issues. Council officers have too much discretion to require applicants to provide further information, and have the ability to wield the threat of notification if the requested information is not provided. By way of example, one RVA member received seven requests for further information following lodgement of an application, which resulted in a five month delay in the decision being issued. Another application resulted in four further information requests and a four month delay.

- 95 It is therefore important that matters of discretion for decision-making are clear and focused on the aspects that matter.

**Provide appropriately focused notification rules**

- 96 Notification is a significant cause of the cost and delay of consenting processes. RMA processes currently provide multiple opportunities for opposition to projects, which is the reason for significant delays in processing consents, and does not ensure good outcomes. Notification is often a cause of much angst for developers. 'NIMBYism' is rife. Self-interested neighbours can create huge delays and disputes for no material environmental benefit.

- 97 Although notification has an important role in the RM system, it must be proportional to the issues at hand. It is only beneficial, and should only be required, where notification is likely to uncover information that will assist the decision-making process. The costs of public notification are too high for it to be required simply for persons to 'be heard'.

- 98 Applications for residential activities that are anticipated in residential zones (i.e. through restricted discretionary activity status) should not be publicly notified. Rather, the time for public participation is at the plan making stage where residential zones and appropriate/inappropriate activities can be clearly identified.

- 99 Limited notification may remain available in some cases as it provides for neighbours to participate when they are likely to be impacted by a next-door development. However, given the significant costs associated with notification, it should only be required where it will benefit the decision-making process. Where an application meets the expectations for development in an area (i.e. through compliance with external amenity standards), there should be no need for limited notification.

**Provide for retirement villages in commercial and mixed use zones**

- 100 The RVA's members generally seek to locate their villages in established, good quality residential areas, as these locations are most suited for residents to 'age in place'. However, due to the lack of suitable sites in existing residential areas and need to respond to the retirement living and care crisis, the RVA's members also operate retirement villages in some commercial and mixed use zones where there is good access to services and amenities.

- 101 It is important to note that the NPSUD is not limited to residential zones and also requires councils to make planning decisions relating to urban non-residential zones that contribute to well-functioning urban environments.

## RETIREMENT VILLAGE-SPECIFIC FRAMEWORK

102 To address the issues outlined above, the RVA seeks that the Proposed Plan is amended to provide a retirement-village specific framework as follows:

### **Objectives and policies that appropriately recognise the acute need for retirement housing and care**

103 As detailed in this submission, the rapidly ageing population is a significant resource management issue. The objectives and policies of the Plan must enable appropriate accommodation and care for the ageing population as follows:

103.1 An objective to provide for the housing and care needs of the ageing population;

103.2 A policy that recognises the need to provide for a range of housing and care options for older people and to recognise the functional and operational needs of retirement villages;

103.3 A policy to enable the efficient use of larger sites; and

103.4 A policy that directs that standards are to be used as a baseline for the assessment of the effects of developments.

104 The RVA therefore seeks the addition of the following objective within the Strategic Direction – Urban Form and development chapter of the Proposed Plan:

*Objective SD-UFD-Ox: Recognise and enable the housing and care needs of the ageing population.*

**S520.001**

105 The RVA supports GRZ-O1 which recognises the need for the General Residential Zone to provide “a variety of densities, housing types and lot sizes that respond to (a) housing needs and demand...”.

**S520.002**

106 The RVA supports in principle the inclusion of a retirement village-specific policy (GRZ-P5) in the General Residential chapter. However, the RVA opposes the qualifications that apply to the policy direction to “provide for” retirement villages as follows:

106.1 In relation to (a): As described at paragraphs 76-85 above, there are a number of differences between retirement villages and standard residential development. These differences mean a requirement for retirement villages to “compliment the character and amenity values of the surrounding area” is inappropriate. It is important any such requirement recognises the unique functional and operational needs of retirement villages.

106.2 In relation to (b): Retirement villages inevitably “contribute to the diverse needs of the community” as they provide housing and care for a vulnerable sector of the community that is currently under catered for. However, the RVA is concerned this direction could be interpreted to require retirement villages to adopt a format that is incompatible with their functional and operational needs.

106.3 In relation to (c): Retirement villages create lower transport demands compared to standard residential development because of the demographic characteristics of the residents and the provision of on-site amenities. In addition, most (if not all) development is likely to have some effect on the

efficiency of the transport network. The RVA considers the lower impact of retirement villages on the transport network needs to be recognised.

106.4 In relation to (d), the RVA supports the wording “*can be serviced*” as this terminology provides flexibility for development to provide solutions where there are existing capacity constraints.

107 The RVA therefore seeks the following amendments to GRZ-P5:

*GRZ-P5: Provide for a diverse range of housing and care options that are suitable for the particular needs and characteristics of older persons in the General Residential Zone, such as retirement villages, where they:*

**S520.003**

(a) *compliment the character and amenity values of the surrounding area, recognising the functional and operational needs of retirement villages may require greater density than the surrounding area to enable efficient provision of services;*

~~(b) contribute to the diverse needs of the community;~~

(c) *do not adversely affect road safety ~~or the efficiency of the transport network;~~ and*

(d) *can be serviced by adequate development infrastructure.*

108 The RVA also seeks the addition of the following policies within the General Residential chapter of the Proposed Plan:

*GRZ-Px: Recognise the intensification opportunities provided by larger sites within the General Residential Zone by providing for more efficient use of those sites.*

**S520.004**

*GRZ-Px: Enable the standards to be utilised as a baseline for the assessment of the effects of developments.*

### **Rules to enable retirement villages in the General Residential Zone**

109 As detailed in this submission, retirement villages need to be provided for as a residential activity and enabled in the General Residential Zone, as follows:

109.1 A rule that permits the use and operation of retirement villages, recognising that this activity is expected and encouraged in residential zones; and

109.2 A rule that regulates the construction of retirement villages as a restricted discretionary activity, recognising that this activity is anticipated in residential zones with limited matters requiring assessment.

110 In addition, it is critical to provide tailored and fit for purpose retirement village matters of discretion that:

110.1 Recognise the positive effects of retirement villages;

110.2 Focus effects assessments on exceedances of relevant standards and other matters of relevance to retirement villages; and

110.3 Enable the efficient use of larger sites and provide for the functional and operational needs of retirement villages to be taken into account when assessing effects.

It is also important that other rules do not render retirement villages discretionary or non-complying, therefore losing the benefit of clear and focused matters of discretion.

- 111 The RVA supports in principle the inclusion of a retirement village-specific rule (GRZ-R10) in the General Residential chapter and the application of restricted discretionary activity status to a retirement village.
- 112 The RVA does not support the discretionary activity status that would apply to a retirement village in the event of non-compliance with the listed standards. It considers the effects of any breaches of the standards can be addressed through tailored matters of discretion. A breach of the standards does not create a need for broader issues to be considered as part of decision-making.
- 113 The RVA does not support the application of GRZ-S6 relating to outdoor living space to retirement villages. This standard requires private outdoor living spaces to be provided and therefore does not recognise the communal outdoor living spaces that are provided by retirement villages. Alternatively, this standard should be amended to (a) allow outdoor living spaces to be grouped cumulatively in one or more communally accessible locations and/or located adjacent to retirement units and (b) allow indoor communal spaces to be provided in lieu of up to 50% of the required outdoor living space to recognise the particular needs of older persons.
- 114 The RVA does not support matters of discretion relating to internal amenity for the reasons set out at paragraphs 89-92 above.
- 115 In relation to the matter of discretion relating to “visual quality and interest”, the RVA considers it needs to be more clearly focused on the effect that is intended to be addressed through visual quality and interest.
- 116 The RVA therefore seeks the following new rule and amendments to GRZ-R10:

<u>GRZ-Rx</u>	<u>Retirement village</u>	
<u>General Residential zone</u>	<u>Activity status: Permitted</u>	

GRZ-R10	<u>Construction of Retirement village buildings</u>	
General Residential zone	<p>Activity status: Restricted discretionary</p> <p><del>Where</del></p> <p><del>-</del></p> <p><del>RD-1</del></p> <p><del>The activity will be accommodated within a new building or structure, or extensions to an existing building or structure which comply with standards:</del></p> <p><del>GRZ-S1 Maximum height</del></p> <p><del>GRZ-S2 Height in relation to boundary</del></p> <p><del>GRZ-S3 Setback (excluding from MHWS or wetland, lake and river margins)</del></p> <p><del>GRZ-S4 Setback from MHWS</del></p> <p><del>GRZ-S5 Façade length</del></p> <p><del>GRZ-S6 Outdoor living space</del></p> <p><del>GRZ-S7 Outdoor storage</del></p>	<p>Activity status where compliance not achieved with RD-1: Discretionary</p>

	<p>Matters of discretion are restricted to:</p> <ul style="list-style-type: none"> <li>ai. <u>the effects of any breach of GRZ-S1, GRZ-S2, GRZ-S3, GRZ-S4, GRZ-S5, and GRZ-S7.</u></li> <li>a. safe integration of vehicle and pedestrian access with the adjoining road network.</li> <li>b. <del>provision of landscaping and bunding, on-site amenity for residents, recreational facilities and stormwater systems.</del></li> <li>c. <del>design and layout of pedestrian circulation.</del></li> <li>d. residential amenity for surrounding sites in respect of outlook and privacy.</li> <li>e. <u>the effects arising from the quality of the interface between the retirement village and adjacent street or public open spaces</u> <del>visual quality and interest in the form and layout of the retirement village, including buildings, fencing, location and scale of utility areas and external storage areas.</del></li> <li>f. the benefits associated with <u>the construction, development, use and</u> <del>provision of accommodation to meet the needs of the elderly.</del></li> <li>g. <u>the need to provide for the efficient use of larger sites.</u></li> <li>h. <u>the functional and operational needs of retirement villages.</u></li> </ul>	
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**Proportionate notification**

117 As noted, a key consenting issue for retirement village operators across the country relates to the delays, costs and uncertainties associated with notification processes. For the reasons discussed at paragraphs 96-99 above, the RVA considers applications for retirement villages in the General Residential Zone should not be publicly notified. In addition, limited notification should only be used where a retirement village application proposes a breach of one of GRZ-S1, GRZ-S2, GRZ-S3, GRZ-S4, or GRZ-S5 and the relevant effects threshold in the RMA is met.

118 The RVA therefore seeks the addition of the following notification presumption to GRZ-R10:

*An application for resource consent under this rule is precluded from being publicly notified.*

**S520.006**

*An application for resource consent under this rule that complies with GRZ-S1, GRZ-S2, GRZ-S3, GRZ-S4, and GRZ-S5 is precluded from being limited notified.*

**Providing for retirement villages in the Mixed Use Zone**

119 As discussed at paragraphs 100-101 above, mixed use zones enable residential activities and may contain suitable sites for retirement villages. Objective MUZ-O1 specifically contemplates residential development. The RVA therefore seeks that fit for purpose retirement village planning provisions are applied in the Mixed Use Zone, similar to those requested for the General Residential Zone above.

120 The RVA opposes MUZ-R14 and the discretionary activity status applied to retirement villages. It seeks a rule that permits retirement villages as a land use and a rule that regulates the construction of retirement village buildings as a restricted discretionary activity, with tailored matters of discretion and notification presumptions as set out for the General Residential Zone above.

## **DECISION SOUGHT**

121 The RVA seeks:

121.1 Amendments to the Proposed Plan as set out in paragraphs 102-120 above and to ensure other provisions of the Proposed Plan are consistent with those amendments; **S520.007, S520.008, S520.009 and S520.010**

121.2 Any alternative or consequential relief to address the matters addressed in this submission.

122 The RVA wishes to be heard in support of this submission.

123 If others make a similar submission, the RVA will consider presenting a joint case with them at a hearing.

**Signed** for and on behalf of Retirement Villages Association of New Zealand Incorporated  
by John Collyns

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John Collyns, Executive Director  
21 October 2022

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