

**619 Change 57: Residential Zoning, Servicing and Growth****Evaluation Overview**

The topics covered in this Staff Evaluation Report relate to Residential zoning, servicing and growth, including consideration of impacts on highly productive land and requests for additional land to be zoned for residential use.

A total of nine submitters provided submissions on this topic. Six further submissions were received from NZTA, G St John, G Batten, K Eastmond, G Brown, and D Dunn.

**Submissions Dealt with in this Report**

C57.336.1	Batten, Garrick	ZM 90	Delete rezoning of Rural 1 land to Residential deferred (southeast of Snowdens Bush and southwest of Wanderers Avenue).
<i>Support</i>			FC57.4101.2
C57.336.3	Batten, Garrick	6.16.1.2	Delete amendments to issue 6.16.1.2 about managing urban expansion on land of high productive value.
C57.336.4	Batten, Garrick	6.16.3.2	Delete amendments to policy 6.16.3.2 about managing the effects of the expansion of Brightwater on land of high productive value.
C57.336.5	Batten, Garrick	6.16.20.1	Delete method (a) about rezoning land suitable for residential and business use following growth model evaluation.
C57.336.6	Batten, Garrick	6.16.30	Delete explanation provided for rezoning Rural 1 to Residential.
C57.336.7	Batten, Garrick	C57 GEN	Ensure Section 32 report gives greater consideration to effects on high quality land.
<i>Support</i>			FC57.4101.4
C57.336.9	Batten, Garrick	C57 GEN	Ensure the Section 32 report considers rezoning Rural 1 land at Brightwater in a regional context.
<i>Support</i>			FC57.4101.5
C57.336.10	Batten, Garrick	C57 GEN	Provide better justification for additional residential land provision at Brightwater based on anticipated realistic demand.
<i>Support</i>			FC57.4101.6
C57.806.1	NZ Transport Agency	6.16.30	Provide more explanation of timing of the deferment of residential and industrial zonings.
C57.2782.1	Seifried, H & A M	ZM 90	Rezone additional Rural 1 zoned land to Residential Deferred zone south west of the Deferred Residential Zone between Pitfure Stream and State Highway 6 (map provided).
<i>Oppose</i>			FC57.4102.1
C57.3525.1	Brown, George R L (Dick)	ZM 90	Delete Rural 1 Deferred Residential Zone south east of Snowdens Bush and rezone no further land of high productive value.
<i>Support</i>			FC57.4101.3
C57.3525.2	Brown, George R L (Dick)	ZM 90	Delete new Residential Zone between Wanderers Avenue and Lord Rutherford Road.
C57.3886.1	Fonterra Co-Operative Group Ltd	ZM 90	Retain new residential growth away from flood prone land and away from Brightwater's existing industrial areas.
C57.3973.16	Balgowan Investments Ltd	ZM 90	Either delete Rural 1 Deferred Residential Zone on land south east of Snowdens Bush and between Wanderers Avenue and Lord Rutherford Road or change policy to allow management of flood risk in areas of low to medium risk.

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C57.3975.16	BTK Developments Ltd	ZM 90	Either delete Rural 1 Deferred Residential Zone on land south east of Snowdens Bush and between Wanderers Avenue and Lord Rutherford Road or change policy to allow management of flood risk in areas of low to medium risk.
C57.3976.1	Cameron, Jeremy & Karen and Wheeler, Louise	6.16.1.1	Ensure that land located north west of Snowdens Bush to the Waiti River is precluded from future subdivision/rezoning to Residential from its Rural 1 status.
C57.3977.16	Coutts, R J Family Trust	ZM 90	Either delete Rural 1 Deferred Residential Zones on land south east of Snowdens Bush and between Wanderers Avenue and Lord Rutherford Road or change policy to allow management of flood risk in areas of low to medium risk.
C57.3978.2	Eastmond, Kelli-Anne	C57 GEN	Ensure services such as wastewater and stormwater are upgraded to cope with new residential areas.
	<i>Support</i>		FC57.4101.1
C57.3981.1	Nelson Diocesan Trust Board	ZM 90	Rezone Nelson Diocesan Trust Board land in CFR NL 62/57 from Conservation to Residential Zone (land adjoins Snowdens Bush Scenic Reserve and Waimea West Road).
C57.3982.1	Seifried, H & A and Barlow, R & F	ZM 90	Rezone part of R & F Barlow and H & A Seifried properties surrounding the Seifried dam and including the ridgeline behind the Seifried dam from Rural 1 Zone to Residential Zone (approx. 9 ha – map supplied).
	<i>Oppose</i>		FC57.806.6
C57.3983.2	Snowdens Bush Vineyard Ltd	ZM 90	Rezone balance of Snowdens Bush Vineyard Ltd property between Bryants Road and creek from Rural 1 to Deferred Residential.
	<i>Oppose</i>		FC57.806.8
C57.4054.1	Birt, Damian	ZM 90	Delete Rural 1 Deferred Residential Zone on land south east of Snowdens Bush.
C57.4100.2	Knight, Richard J	ZM 90	Delete rezoning of rural land with access from Snowden Place.

**Evaluation and Recommendations 619.1**

**A. Evaluation**

**1.0 Affected Plan Provisions**

The affected Plan provisions include:

- Objective 6.16.1.1
- Method 6.16.20.1
- Explanation 6.16.30
- Zone Map 90

**2.0 Issues**

The issues raised by submitters are considered under three broad categories: Rezoning, Servicing, Growth and Additional land for rezoning.

**2.1 Residential Zoning**

The issues raised in submissions relating to rezoning relate to the expansion of Brightwater onto productive soils; regional growth; the implications from the rezoning on accessways; and concerns about flood risk from rezoning.

The expansion of any settlement onto the productive soils is a finely balanced issue. For Tasman, many of its main settlements are on, or adjoin highly productive land. The Resource Management Act imposes a duty to manage the effects of development on the sustainable management of

resources and including highly productive soils. The Tasman Resource Management Plan also has strong direction on protecting the District's highest quality land. Recent work through Plan Change 60 focused on strengthening the protection of the Rural 1 Zone from subdivision and residential development. The Tasman Resource Management Plan also contains policies on providing for the expansion of settlements where this is a logical and efficient extension of services.

In Brightwater, the extent of urban expansion will continue to be constrained by flood risks. This means there is a finite area within which the settlement can expand. In real terms, it is a small land area that is being rezoned, where the flood risk can be avoided or managed. However, over time the incremental loss of high quality land does limit the viability of the horticultural industry, increases land values, and reduces long-term options for future generations.

The Council must consider if the expansion of the settlement onto the Rural 1 land is the most appropriate way to provide for growth and the interests of the current and future communities. Growth, in particular, is a significant issue for the District, with population growth exceeding medium growth projections from 2015 in its main urban settlements. This growth pressure is further pushing development into the satellite townships of Brightwater, Mapua, and Wakefield. Motueka is also growing quickly.

The National Policy Statement on Urban Development Capacity (NPS UDC) and the recent changes to the Resource Management Act in 2017 put greater demands on local authorities to supply land for housing.

Through this Plan Change Council needs to weigh four key matters - being the demands for growth, protection of productive land, efficient servicing and flood hazard risks.

## 2.2 Servicing

Issues around servicing relate to the additional load on the infrastructure networks arising from more houses and the timing for the provision of services.

Submitter Kelli-Anne Eastmond (C57.3978.2) requests that Council ensures services such as wastewater and stormwater are upgraded to cope with new residential areas.

At the time Proposed Plan Change 57 was notified, Council had identified that the following services needed to be upgraded before the residential zoning can take effect: stormwater, wastewater, water and the intersection upgrade at Bryant and Ellis St.

As part of developing the Long Term Plan 2018-2028, Council is reviewing the servicing capacity of many of its infrastructure networks. This may change the nature and timing of infrastructure projects. However, the approval and timing of any infrastructure works are still to be confirmed (decisions due by 1 July 2018). The current Long Term Plan programme therefore applies (2015-2025).

Based on current information, a revised deferment schedule proposes the deletion of stormwater.

### Stormwater

Stormwater has been deleted for areas south east of Snowdens Bush and between Wanderers Ave and Lord Rutherford Road as it is a matter that can be addressed at time of resource consent and the sites do not involve a Council network. Any development will have to design and resolve how the area will not be adversely affected by flood hazards in a 1%AEP event and how stormwater discharges will be resolved without creating significant flood hazards on the site or downstream sites.

### Water

Servicing for water remains dependent on the Waimea Dam proceeding, therefore any new urban zones that are to be serviced by the Waimea Dam cannot be developed until Council has determined there is substantial progress on giving effect to the Waimea Community Dam resource consents (Rule 30.2.3.13).

The Snowdens Bush residential area is served by 100mm water mains and therefore any development will need to upgrade these lines before further connections can be made to them.

The Lord Rutherford Road/Wanderers Ave deferred zone does not require an upgrade to the reticulated network, but must still remain deferred for water due to supply constraints.

### Transport

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 The Ellis St/Bryant road intersection upgrade is still required if an alternative entrance on Waimea West road is used for the Snowdens Bush residential area. This is because the additional loading will increase the number of vehicles using this poorly performing intersection. Council anticipates that the upgrade will form part of Council's 'minor improvements' programme in the Long Term Plan 2018-2028.

#### Wastewater

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The wastewater network has some capacity for growth without network upgrades in the Lord Rutherford/Wanderers Ave deferred residential zone. This means the deferment for wastewater in this location can be removed.

In parts of the wastewater reticulation network north of the Bryant Rd/Snowden Place intersection there are only 100mm sewers and therefore undersized for any further connections to those lines. This means the Snowdens Bush deferred Residential area will remain deferred for wastewater. The Engineering department has indicated they do not want any to take over any new wastewater pump stations in this location, therefore any gravity lines will need to be upgraded to a bigger size to serve the development.

For clarity, it is noted that the subdivision consent process ensures that each lot has either appropriate connections to Council's reticulated services or on-site provisions and meets Council standards for access prior to titles being issued.

### 2.3 Deferred Zoning

In response to NZTA's submission point on the timing and explanation of deferred zoning, Council uses a 'Deferred zone' to indicate a change to the land zoning, but activities relating to the new zone cannot commence until the specified services are provided. Chapter 17.14 of the Tasman Resource Management Plan explains how the deferred zone mechanism works and how the deferred zone is uplifted. In essence, the new zone can take effect once the specified services are provided either by Council or by the developer. Council approves the uplift of the deferred zone by way of resolution.

The timing of the services are not specified as they may change depending on developer's capacity, or Council's wider budget.

### 2.4 Growth

Submitter C57.336.6 (G Batten) sought better justification for additional land provision at Brightwater based on realistic demand.

The s.32 Report prepared as part of the package of information accompanying Plan Change 57 included some information about growth projections for Brightwater. That information was based on Council's 2014 growth model data, which generates population projections using Statistics NZ medium growth data (from the 2006 census). At that time the population was estimated to increase from 1835 in 2014 to 2285 in 2035 (i.e. 450 people over 20 years).

Since this time, the Tasman District Growth Demand and Supply (GDMS) model has been re-run using the 2013 census data. This work is undertaken as part of the Long Term Plan 2018-2028 process. However, significantly higher levels of actual activity across the District than had been forecast from the StatsNZ figures have been observed. For this reason, the GDMS is now estimating a high-growth scenario for the next 10 years for five key settlements in Tasman, including Brightwater.

The new estimates have Brightwater with a population of 2456 by 2038 (a further 171 people), and this represents a growing population with increasing housing demands. Council will continue to need to scope options for accommodating the growth in housing demand within the District, and may need to consider the additional land suggested by submitters. The most appropriate process for considering this land would be via a subsequent Plan Change process.

#### (a) Seifried and Barlow

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The Seifried/Barlow submission C57.3982 seeks 9 hectares of additional residential zoning on hillside land south of the Brightwater deviation that was not included within the Plan Change (refer to Attachment 1 for map). The land is currently zoned Rural 1 and used for grazing. The land comprises the higher part of the hillside including the ridgeline behind the Seifried storage dam.

The land would not be prone to flooding, and would require specific stormwater design to ensure the development would not cause increased flooding on the flat land downstream.

Other considerations such as visual effects of buildings on a prominent ridgeline and servicing need to be considered. Currently, there is no servicing and no provision for servicing. In addition, increased traffic at the Robertson Road intersection with SH 6 is also an issue as the intersection has limited visibility.

For the period 2018-2028, urban land demand in Brightwater can be met by the opening of residential zones through Plan Change 57. Future demand in Brightwater may require Council to carefully consider if this land could be rezoned for residential or rural residential development. Rezoning would need to particularly consider servicing capacity and impacts on State Highway 6 at the intersection of Robertson Road.

Due to the limited extent to which communities are notified of submission requests for rezoning and the further submission process that limits further submissions to parties with an interest greater than the general public, staff are recommending these rezoning proposals are out of scope for Plan Change 57. They may be subject to further investigation and a subsequent plan change. A scoping exercise for a subsequent Plan change ought to include consideration of service provision within a 10-year timeframe.

(b) The Snowdens Bush Vineyard land off Bryants Road

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 This area of land would provide a substantial number of lots in close proximity to the settlement and would become the northern outer edge of Brightwater given the flooding risks beyond the site. On-site flooding risks have been considered by Council staff and it is considered these could be mitigated to ensure the majority of land would be hazard free. Adequate provision for flow paths would need to be made and servicing provided. The need for an upgrade of Bryant and Ellis St intersection would remain a key servicing constraint.

Further submissions from St John, Batten, Eastmond, Brown raise concerns that land was being requested to be re-zoned without the community having sufficient information or ability to submit on the change.

The submission to rezone will be recommended as being out of scope for Plan Change 57.

(c) Nelson Diocesan

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 Submission C57.3981.1 (Nelson Diocesan) seeks an extension of residential zoning on the land it owns in Waimea West road adjoining St Pauls Anglican church. Approximately 1.23 hectares of the 2.2 hectare parcel of land is currently zoned Conservation. It has been a private scenic reserve since 1977. The church landowner is seeking to have the private scenic reserve revoked.

The land is located between Snowdens Bush and Waimea West Road and has remnants of a significant lowland forest. This land provides "frontage" to Snowdens Bush which would otherwise have quite a narrow frontage to Waimea West Road. The servicing constraints noted for Snowden's Bush Vineyard above, apply to this property.

Further submissions from St John, Batten, Eastmond, Brown related to concerns that land was being requested to be re-zoned without the community having sufficient information or ability to submit on the change. While their submissions appear to relate mostly to the suggested rezoning of land on Bryant Road, the principle of consultation with and notification to the community applies equally for all of the submitters' requests for rezoning. For this reason, it is recommended to retain the current Conservation zoning which is compatible with the significant natural values present on the site. This site may be suitable for consideration in a future plan change for residential use in full or in part. The submission to rezone will be recommended as being out of scope for Plan Change 57.

(d) H & A Seifried Land - Lord Rutherford Road

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 This land has frontage to the recently formed extension of Wanderers Ave, Lord Rutherford Road and SH6. The property includes some of the land proposed for residential re-zoning (deferred) on Lord Rutherford Road. The land is bounded by the Pitfure Stream to the North West and residential sections to the North East.

The submissions from H & A Seifried requests that the area of land to be zoned for residential use is extended further to the south, subject to adequate flood mitigation.

Analysis of the information by Land Dimensions and Land and River indicates there are potentially viable flood mitigation options available. The further submission from K Dunn (FC 57.4102) requests that any rezoning or mitigation provisions consider downstream properties.

The property has good connectivity with the existing settlement. However, NZTA are concerned that the additional rezoning may require access directly onto the State Highway and impose increased pressure on other intersections. They requested a traffic assessment of these impacts.

The proposal also extends the settlement further onto the District's limited high-class soils and would be constrained by services, similar to the other areas of Brightwater proposed for residential zoning.

Like the Nelson Diocesan submission above, an extension of the proposed area for re-zoning may be suitable for consideration in a future plan change, but will be recommended as being out of scope for Plan Change 57.

### **3.0 Options**

The key options for Council are:

1. Retain, reduce or delete the proposed areas for residential rezoning.
2. Extend the areas for proposed rezoning.
3. Determine additional areas requested for zoning as 'out of scope' for Plan Change 57.

### **B. Staff Recommendations**

1. That Council retains the proposed residential areas.
2. That the submissions by Snowdens Bush Vineyards Ltd (3983); Nelson Diocesan (3981); H and A Seifried (2782) and Seifried and Barlow (3982) requesting additional rezoning are determined as out-of-scope matters for Plan Change 57.
3. That Council scopes and initiates a subsequent Plan Change to rezone parts or all of the land identified in Attachment 1. Additional residentially zoned land will provide for additional population growth in an area within close proximity to the Nelson Urban Area. Servicing options will need to be carefully examined to ensure land can be made available within a 10-year period.

### **C. Reasons**

1. The reason for retaining the proposed expansion of the Residential zone is to provide land capacity for population growth in locations where flood hazards can be avoided or mitigated and in a constrained area that minimizes the loss of productive land.
2. The reason for recommending additional zoning requests as being out of scope is due to the limited extent to which communities are notified of submission requests for rezoning and the further submission process that limits further submissions to parties with an interest greater than the general public.
3. Out-of-scope zoning proposals have been recommended for review in a subsequent Plan Change to enable the community to consider the effects of additional Residential zones.

### **D. Plan Amendments**

**Topic : Sch. 17.14A**

Retain Schedule 17.14A as proposed but delete both references to stormwater.

### **E. Other Action**

Council scopes and initiates by way of resolution from the Environment and Planning Committee a subsequent Plan Change to rezone parts or all of the land identified in Attachment 1.

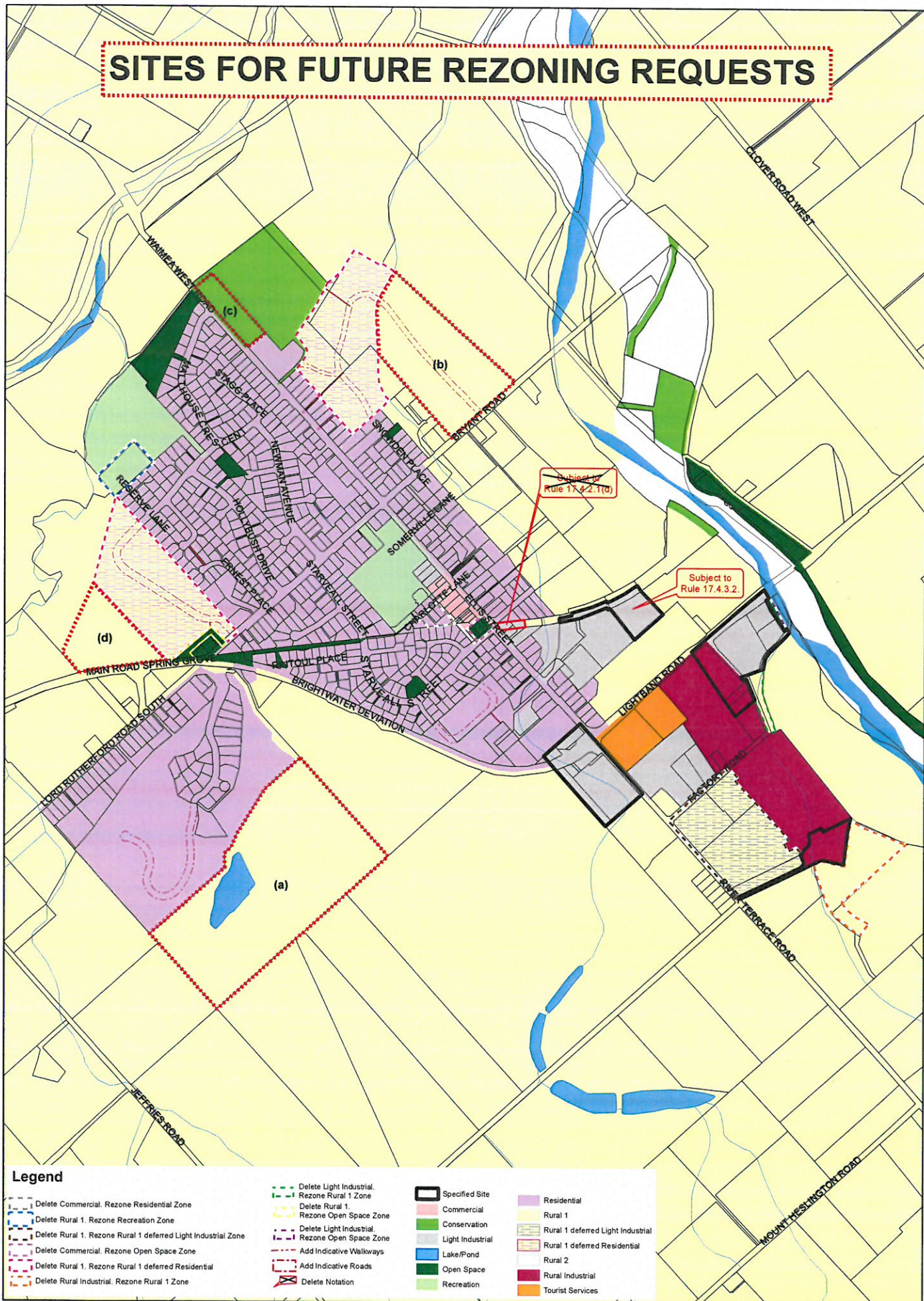
### **F. Submission Recommendations**

<b>C57.336.1</b> <i>Disallow</i>	<b>Batten, Garrick</b> FC57.4101.2	<b>Disallow</b>
<b>C57.336.3</b>	<b>Batten, Garrick</b>	<b>Disallow</b>
<b>C57.336.4</b>	<b>Batten, Garrick</b>	<b>Disallow</b>

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C57.336.5	Batten, Garrick	Disallow
C57.336.6	Batten, Garrick	Disallow
C57.336.7 <i>Allow</i>	Batten, Garrick FC57.4101.4	Allow
C57.336.9 <i>Allow</i>	Batten, Garrick FC57.4101.5	Allow
C57.336.10 <i>Allow in Part</i>	Batten, Garrick FC57.4101.6	Allow In Part
C57.806.1	NZ Transport Agency	Allow
C57.2782.1 <i>Allow</i>	Seifried, H & A M FC57.806.7                      FC57.4102.1	Disallow
C57.3525.1 <i>Disallow</i>	Brown, George R L (Dick) FC57.4101.3	Disallow
C57.3525.2	Brown, George R L (Dick)	Disallow
C57.3886.1	Fonterra Co-Operative Group Ltd	Allow
C57.3973.16	Balgowan Investments Ltd	Allow In Part
C57.3975.16	BTK Developments Ltd	Allow In Part
C57.3976.1	Cameron, Jeremy & Karen and Wheeler, Louise	Allow In Part
C57.3977.16	Coutts, R J Family Trust	Allow In Part
C57.3978.2 <i>Allow</i>	Eastmond, Kelli-Anne FC57.4101.1	Allow
C57.3981.1	Nelson Diocesan Trust Board	Disallow
C57.3982.1 <i>Allow</i>	Seifried, H & A and Barlow, R & F FC57.806.6	Disallow
C57.3983.2 <i>Allow</i>	Snowdens Bush Vineyard Ltd FC57.806.8	Disallow
C57.4054.1	Birt, Damian	Disallow
C57.4100.2	Knight, Richard J	Disallow

# SITES FOR FUTURE REZONING REQUESTS



## Legend

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|---|--|---|--|
| <ul style="list-style-type: none"> <li>- - - Delete Commercial. Rezone Residential Zone</li> <li>- - - Delete Rural 1. Rezone Recreation Zone</li> <li>- - - Delete Rural 1. Rezone Rural 1 deferred Light Industrial Zone</li> <li>- - - Delete Commercial. Rezone Open Space Zone</li> <li>- - - Delete Rural 1. Rezone Rural 1 deferred Residential</li> <li>- - - Delete Rural Industrial. Rezone Rural 1 Zone</li> </ul> | <ul style="list-style-type: none"> <li>- - - Delete Light Industrial. Rezone Rural 1 Zone</li> <li>- - - Delete Rural 1.</li> <li>- - - Rezone Open Space Zone</li> <li>- - - Delete Light Industrial. Rezone Open Space Zone</li> <li>- - - Add Indicative Walkways</li> <li>- - - Add Indicative Roads</li> <li>- - - Delete Notation</li> </ul> | <ul style="list-style-type: none"> <li>▭ Specified Site</li> <li>▭ Commercial</li> <li>▭ Conservation</li> <li>▭ Light Industrial</li> <li>▭ Lake/Pond</li> <li>▭ Open Space</li> <li>▭ Recreation</li> </ul> | <ul style="list-style-type: none"> <li>▭ Residential</li> <li>▭ Rural 1</li> <li>▭ Rural 1 deferred Light Industrial</li> <li>▭ Rural 1 deferred Residential</li> <li>▭ Rural 2</li> <li>▭ Rural Industrial</li> <li>▭ Tourist Services</li> </ul> |
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**620 Change 57: Access, Roads and Walkways****Evaluation Overview**

This topic relates to access, roads and walkways. Seven submitters raise a number of submission points that are discussed further below.

One further submission was received from NZTA on this topic.

**Submissions Dealt with in this Report**

C57.806.2	NZ Transport Agency	16.2.1	Ensure no direct access to State Highway 6 from Deferred Residential Zone located between Wanderers Avenue and Lord Rutherford Road.
C57.806.3	NZ Transport Agency	AM 90	Ensure indicative road (linking Lord Rutherford Road to Wanderers Avenue) has adequate separation distance from State Highway 6 intersection.
C57.806.4	NZ Transport Agency	C57 GEN	Consider traffic impacts of deferred industrial and deferred residential development on the State Highway 6, Ellis Street and River Terrace Road intersection.
C57.3978.1	Eastmond, Kelli-Anne	6.16.3.5	Amend Bryants "Lane" to Bryants "Road".
C57.3979.1	Johnston, Colin & Hazel	AM 90	Delete any walkways/indicative walkways between Katania Heights and its extension and Lord Rutherford Road South.
C57.3979.2	Johnston, Colin & Hazel	6.16.3.6	Amend policy 6.16.3.6 on facilitating access to the Brightwater school so it is done in ways that do not adversely affect the privacy and security of adjacent residential properties.
C57.3979.3	Johnston, Colin & Hazel	6.16.20.3	Amend method (a) to ensure privacy and security of adjacent properties are considerations in regard to new walkways and open space.
C57.3979.4	Johnston, Colin & Hazel	6.16.30	Add new considerations for walkways: <ul style="list-style-type: none"> <li>• Significant reduction in foot travel distance</li> <li>• No adverse effects on adjacent properties privacy and security</li> </ul>
C57.3979.5	Johnston, Colin & Hazel	17.1	Prohibit elevated walkways and recreation development within 50m of residential properties or where screening more than 2 metres high would be required to maintain privacy of residential property.
C57.3983.3	Snowdens Bush Vineyard Ltd	AM 90	Provide access via 32 Waimea West Road (Lot 1 DP 11913) to Snowdens Bush Vineyard Ltd, M & C Cook and other properties.
C57.4098.1	Knight, David J	AM 90	Delete indicative road adjoining Snowden Place.
C57.4099.1	Knight, Louise	AM 90	Delete indicative road on 22 Waimea West Road and find alternative access for proposed (residential) development.
C57.4100.1	Knight, Richard J	AM 90	Delete indicative road on 22 Waimea West Road.

**Evaluation and Recommendations 620.1****A. Evaluation****1.0 Introduction**

This recommendation (620.1) addresses access and roads.

## 2.0 Affected Plan Provisions

The submissions affect the indicative roads shown on TRMP map 90.

## 3.0 Issues

The issues are the traffic impacts of deferred industrial and residential development on State Highway 6, Ellis Road and River Terrace Road intersection; Ellis and Bryant Road as well as Lord Rutherford Road and State Highway 6 intersection; and access through Snowden Place or alternatively to Waimea West Road.

NZTA (submitter 806) submitted on a number of points relating to access and roads, including:

- the need for consideration of the traffic impacts of deferred industrial land deferred residential development on State Highway 6, Ellis Street and River Terrace Road intersection.
- ensuring no direct access to State Highway 6 from Deferred Residential Zone located between Wanderers Avenue and Lord Rutherford Road; and
- ensuring the indicative road (linking Lord Rutherford Road to Wanderers Avenue) has adequate separation distance from State Highway 6 intersection.

A traffic impact assessment has been undertaken by Chris Pawson, Tasman District Council's Transportation Officer, and is attached to this Staff Assessment Report (Appendix 1). This provides a detailed analysis of the additional traffic generated by the Proposed Plan Change and analysis of submissions and provides recommendations.

The Traffic Assessment Report concludes that the capacity of the road network is generally sufficient to accommodate the additional growth as proposed in the Plan Change, except as specifically indicated below:

- The Bryant and Ellis Road intersection requires an upgrade prior to the rezoning taking effect.
- The access point on Lord Rutherford Road from the new Residential zone needs to be relocated further to the north to meet safety requirements (see amended plan - Appendix 2).

From a traffic management perspective, the indicative access through to Snowden Place presents a logical layout for traffic management purposes. Despite opposition by R Knight (submitter 41001), D Knight (submitter 4098) and L Knight (submitter 4099), access through Snowden Place is still Council's preferred access point. However, alternative routes have been considered. Direct access onto Waimea West Road, as suggested by the submission from Snowdens Bush Vineyard, presents a potentially viable alternative. Snowdens Bush Vineyard Ltd submitted that they can provide access via 32 Waimea West Road (Lot 1 DP11913) to Snowdens Bush Vineyard Ltd, M&C Cook and other properties. The residential zone deferral for transportation (Ellis St/Bryant Road upgrade) is still required with the alternative access point.

Subject to finalising an agreement with Network Tasman, and the budget setting process for the Long Term Plan 2018-2028, the upgrade of the Ellis St and Bryant Road intersection is planned to occur as part of Council's 'minor improvements' programme, within four years.

The relocation of the indicative road off Lord Rutherford Road does change how Council's Reserves Department had anticipated accessing the Lord Rutherford memorial reserve. Under the Proposed Plan, access would have been enabled from the indicative road, providing greater opportunities for the public to access the memorial. The new indicative road would reduce this access. A proposed amendment to the indicative walkway network and small extension of the reserve area to the north east of the memorial is proposed in order to provide public access and better management of the memorial reserve (refer Zone and Area maps 90).

Kelli-Anne Eastmond (submitter 3978) requested a correction of road name from Bryant Lane to Bryant Road. Bryant Road is the name recorded on the Council's planning and GIS systems.

## 4.0 Options

### 4.1 Option 1

Retain or amend the proposed location for the Lord Rutherford Road entrance to the proposed deferred Residential zone.

### 4.2 Option 2

Retain, amend or delete the location for access to Snowdens Bush Vineyard through Snowden Place.

### 4.3 Option 3

Retain, amend or delete the indicative access for the proposed deferred Residential Zone shown next to the Nelson Diocesan Trust Board land.

**4.4 Option 4**

Retain or amend text in Schedule 17.14A that defers the Residential Zone (Snowdens Bush Vineyard) for Transportation (upgrade of the Ellis/Bryant road intersection).

**B. Staff Recommendations**

1. Relocate the indicative access from Lord Rutherford Road to the proposed Residential Zone to the most northern edge of the zone boundary (Planning Map 90).
2. Retain the indicative access point through to Snowden Place as the preferred access to the deferred residential area (South East of Snowdens Bush); but additional road access via 32 Waimea West Road could be supported at the time of resource consent, subject to the design meeting necessary access standards and the Ellis St/Bryant Road intersection being upgraded.
3. Retain the indicative access for proposed deferred Residential Zone (South East of Snowdens Bush) adjacent to Nelson Diocesan Trust Board land.
4. Retain the deferment for transport for the Residential zone (South East of Snowdens Bush) in Schedule 17.14A.
5. Amend Policy 6.16.3.5 to refer to Bryant Road not Bryant Lane.

**C. Reasons**

1. The Staff Recommendation that the Deferred Residential Zone status applies until the upgrade of Ellis/Bryant Road intersection is completed ensures the intersection can safely provide for the additional traffic generated by the development of the residential area to the South East of Snowdens Bush.
2. The Staff Recommendation that the indicative access from Lord Rutherford Road to the proposed Residential Zone be relocated to the most northern edge of the zone boundary provides an adequate separation from the State Highway 6 intersection and improves traffic safety in this location.
3. The Staff Recommendation is that the indicative access point through to Snowden Place is retained as the preferred site access point, but enables the site to be developed for residential purposes via a resource consent process for access via 32 Waimea West Road.

**D. Plan Amendments**

**Topic : 6.16.3.5**

Amend policy 6.16.3.5 by replacing "Bryants Road" with "Bryants Lane".

**Topic : Sch. 17.14A**

Retain Schedule 17.14A as proposed but delete both references to stormwater.

**Topic : AM 90**

Amend Area Map 90 (Brightwater) to show:

- (a) amended locations for indicative road entrance at Lord Rutherford Road;
- (b) new indicative walkway from Lord Rutherford Memorial to the indicative road within the Lord Rutherford Road/Wanderers Ave deferred residential zone, and associated extension of the proposed reserve area.

**Topic : ZM 90**

Amend Zone Map 90 (Brightwater) to show:

- (a) amended locations for indicative road entrance at Lord Rutherford Road;
- (b) new indicative walkway from Lord Rutherford Memorial to the indicative road within the Lord Rutherford Road/Wanderers Ave deferred residential zone, and associated extension of the proposed reserve area.

**F. Submission Recommendations**

C57.806.2	NZ Transport Agency	Allow
C57.806.3	NZ Transport Agency	Allow

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C57.806.4	NZ Transport Agency	Allow
C57.3978.1	Eastmond, Kelli-Anne	Allow
C57.3983.3	Snowdens Bush Vineyard Ltd	Allow
C57.4098.1	Knight, David J	Disallow
C57.4099.1	Knight, Louise	Allow In Part
C57.4100.1	Knight, Richard J	Disallow

## Evaluation and Recommendations 620.2

### A. Evaluation

#### 1.0 Introduction

This recommendation (620.2) addresses walkways.

#### 2.0 Affected Plan Provisions

The submissions affect policy 6.16.3.6, method 16.16.20.3(a) and the indicative walkways shown on TRMP map 90.

#### 3.0 Issues

##### 3.2 Walkways

The issues raised by the submission relate to the development of walkways in Brightwater and the privacy of adjoining landowners.

##### Indicative Walkway – Katania Heights

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The Brightwater Plan Change consultation document and maps included an indicative walkway starting from the ridgeline off the indicative road at the top of Katania Heights, extending down the gully and ending at the bottom of Katania Heights Road. Colin and Hazel Johnston (submitter 3979) have requested that this walkway be deleted so that it does not adversely affect the privacy and security of adjacent residential properties.

The indicative walkway was proposed by staff to provide a short loop walk for the community in order to assist in achieving the intent of the existing objectives and policies for urban development in Brightwater (specifically Policy 6.16.1.4). The walkway was not proposed in response to specific public feedback.

In the period between the consultation and receipt of submissions on the draft plan change, the landowner has applied for a subdivision consent. When the subdivision application was submitted and reserves staff considered the options for the walkway location, it was decided that the topography (coupled with the design of the subdivision) was going to make it very expensive and difficult to construct, manage and maintain. A decision was made not to form the walkway because it was considered that the costs would significantly outweigh the benefits in the circumstances.

##### Indicative Walkway – Brightwater School

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A second indicative walkway link was proposed from the indicative loop road off Starveall Street to Brightwater School. This was to provide improved connectivity for the Brightwater community to the school. The associated policy "Policy 6.16.3.6 - To facilitate additional access from the residential area to the Brightwater School" was also introduced as part of the Plan Change.

A second submission point from Colin and Hazel Johnston (submitter 3979) requested an amendment to Policy 6.16.3.6 that would facilitate access to Brightwater School but in a manner that does not adversely affect the privacy and security of adjacent residential properties.

The submitters have also requested the addition of new considerations for the planning and development of walkways to include "significant reduction in foot travel distance" and "no adverse effects on adjacent properties privacy and security". They also seek a prohibition on elevated walkways and recreational development within 50 metres of residential properties or where screening more than 2 metres high would be required to maintain privacy of residential property.

While the submitters concerns are understood, the location of the indicative walkway linking Starveall Street with the School is within what will be a future greenfield development and the provision of walkway links is an integral and important consideration for any subdivision. Residents who purchase properties in that subdivision will be aware that there is a walkway adjoining their property at the time of purchase and will make a decision accordingly.

The privacy and security of adjoining residential allotments is taken into account in the design and development of walkways. Council generally requires 6-metre-wide corridors for walkways so that they can be planted and developed in accordance with Crime Prevention Through Environmental Design principles (CPTED). The Engineering Standards also enable the construction of fences of up

to 1.6 metres in height if that is the preference of the adjoining landowner.

#### 4.0 Options

##### 4.1 Option 1

Retain or Delete the indicative walkways shown on TRMP Map 90.

##### 4.2 Option 2

Retain or amend Policy 6.16.3.6 and add new considerations for walkways to reflect the submitter's request.

### B. Staff Recommendations

1. Delete the indicative walkway from Katania Heights to Lord Rutherford Road shown on TRMP Map 90.
2. Retain the indicative walkway between the indicative road off Starveall Street to Brightwater School shown on Area Map 90.
3. Add an indicative walkway from the Lord Rutherford memorial to the indicative road within the Lord Rutherford/Wanderers Ave deferred residential zone.
4. Retain the existing wording of policy 6.16.6.5. No new considerations are added for walkways.

### C. Reasons

1. Staff recommend that the indicative walkway from Katania Heights to Lord Rutherford Road shown on TRMP Map 90 be deleted because in the circumstances it is no longer appropriate.
2. Staff recommend that the indicative walkway off Starveall Street to Brightwater School shown on TRMP Map 90 be retained because it will provide an important link for parts of the Brightwater community to the school.
3. Staff recommend public walking access to Lord Rutherford Memorial is added as a result of changing the indicative road entrance location.
4. Staff recommend that the existing policies and considerations remain unchanged because the proposed amendments would make the planning and development of future walkways more difficult and it is considered that the current approach provides for the privacy of adjoining landowners and for the amenity, convenience and safety of the community.

### D. Plan Amendments

#### Topic : 6.16.3.6

No Plan amendments to policy 6.16.3.6.

#### Topic : 6.16.20.3

No Plan amendments to method 6.16.20.3(a).

#### Topic : 6.16.30

No Plan amendments to Reasons 6.16.30.

#### Topic : 17.1

No Plan amendments to section 17.1 provisions.

#### Topic : AM 90

Amend Area Map 90 (Brightwater) to show deletion of proposed walkway from Katania Heights.

#### Topic : ZM 90

Amend Zone Map 90 (Brightwater) to show deletion of proposed walkway from Katania Heights.

### F. Submission Recommendations

C57.3979.1	Johnston, Colin & Hazel	Allow
C57.3979.2	Johnston, Colin & Hazel	Disallow

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C57.3979.3	Johnston, Colin & Hazel	Disallow
C57.3979.4	Johnston, Colin & Hazel	Disallow
C57.3979.5	Johnston, Colin & Hazel	Disallow





# Transportation Assessment Report

## Plan Change 57

### 1. Introduction

The following report provides an assessment of the traffic and transportation effects associated with the proposed Plan Change 57.

### 2. Context in the road network

The three areas proposed for zone changes in the Plan Change 57 have been detailed in other reports accompanying the Plan Change proposal. For the purposes of the analysis in this report the three areas will be referred to as follows:

- ResN – The proposed residential zone to the north of the existing urban centre
- ResS – The proposed residential zone adjacent the Lord Rutherford reserve
- Ind – The proposed light industrial zone on the corner of Factory Road and River Terrace Road

### 3. Road environment

#### Intersection layout

The layouts of the two main intersections are shown in Figure 1. Both intersections have right turn bays provided on the state highway. The intersection of SH6 and Ellis Street has a long left turn merge lane that allows left turning vehicles to merge with SH6 traffic at the 80km/h speed limit.

#### Turning data

Turning count surveys were undertaken on Wednesday 1 March 2017 so a base traffic demand could be determined. The Peak Hour turning volumes for the SH6/Ellis Street and SH6/Lord Rutherford Road North intersections are shown in Figures 2 and 3. The turning volumes are very low for such large intersections with long turning bays on the state highway.

### 4. Road safety

#### Existing road network

A search of the NZTA Crash Analysis System (CAS) database for the intersections of SH6/Ellis Street and SH6/Lord Rutherford Road North for the period 2012-2017 has revealed the following crashes:

- Four failure to give way crashes at the SH6/Ellis Street intersection spread evenly over the last five years. Two of the crashes resulted in minor injury and the remainder were non-injury.
- One crash at the intersection of SH6 and Lord Rutherford Road North involving a passenger falling from a moving van. This resulted in serious injury.

Using the NZTA Economic Evaluation Manual crash analysis method for calculating expected crash rates at high speed rural intersections the expected number of crashes for the intersection of SH6 and Ellis Street is 2.4-3.2 crashes resulting in injury over a five year period. With the crash record showing two injury crashes over the five year period, the intersection is operating slightly better than would normally be expected and therefore considered to operate in a safe manner.

The single crash at the SH6/Lord Rutherford Road North intersection is not of a character that can be accounted for in road design and as such is considered a one off. This intersection is therefore considered to operate in a safe manner.

The other major intersection that will be used by all of the residents in the ResN area will be the Ellis Street/Bryant Road intersection (shown in Figure 4). A crash database search for the same time period as above shows that there are no crashes recorded. The sight distance available to drivers turning out of Bryant Road to their left is severely inadequate which suggests that the lack of crashes can be attributed to a mix of very low traffic volumes for the right turn and through movements from the Bryant Road approach and a likely low reporting rate for what are likely to be minor, non-injury crashes. With an increase in traffic using this intersection as a result of the proposed plan change it will be necessary to improve the available sight distance from Bryant Road to the south east along Ellis Street. Preliminary design work has been completed for this improvement work but no project has yet been included in the Tasman Long Term Plan (LTP).

### Indicative road intersections

Three of the four indicative road connections proposed in this plan change are either connections to the end of existing cul-de-sacs or located in the middle of a property road frontage. The location of these connections (Bryant Road, Snowden Place and Wanderers Avenue) allow for safe intersections or connections to be developed.

The remaining indicative road connection to Lord Rutherford Road North is more challenging from a road safety point of view. This connection is proposed to intersect with Lord Rutherford Road approximately 50m north east of SH6 immediately adjacent to the Rutherford monument. From this location there is approximately 65m of sight distance available back towards the left turn lane on SH6. With operating speeds in the left turn lane at the point vehicles become visible at around 60km/h and Safe Intersection Sight Distance (SISD) of 113m is required for the intersection to operate safely. It is recommended that the indicative road be shifted to the north west boundary of ResS to ensure that there is adequate visibility to allow safe operation of the intersection.

## 5. Trip Generation and distribution

### Trip generation

The following yields have been assumed for each of the proposed areas:

- ResN – 70 residential dwellings
- ResS – 80 residential dwellings
- Ind – 70% site coverage (for the currently undeveloped area)

In these locations close to a small rural town and approximately 10 minutes' drive from a larger centre, a residential dwelling can be expected to generate between six and eight vehicle movements per day on average. For light industrial activity, the types of activity and the number of trips they generate are highly variable. For the purposes of the analysis that follows, a conservative trip generation rate of 3.8 trips per day per 100sqm of floor area has been used.

Relating the above trip generation rates to the proposed activities the following additional traffic volumes can be expected:

- ResN – 420-560 trips per day
- ResS – 480-640 trips per day
- Ind – 1120 trips per day

Typically the number of trips taken in the peak hour are approximately 10% of the daily trip generation resulting in the following additional peak hour volumes:

- ResN – 42-56 trips per hour
- ResS – 48-64 trips per hour
- Ind – 112 trips per hour

These trips are distributed on the road network in the following section.

### Trip distribution

For the purposes of assessing the effect of the additional traffic volumes generated by the proposed plan change, the following assumptions have been made:

- Peak hour traffic will be distributed based on the location of workplace data in the 2015 census
- All trips between ResN and areas to the north will be via the intersection of SH6 and Ellis Street. Trips to and from areas to the south will be via the intersection of SH6 and Lord Rutherford Road North.
- All trips between ResS and areas to the north and south will be via the intersection of SH6 and Lord Rutherford Road North.
- All trips between Ind and areas to the north will be via the intersection of SH6 and Ellis Street. Trips to and from areas to the south are not significant enough to warrant any further assessment.
- The provisions for left turning vehicles at each of the intersections are significant and able to carry a large volume of traffic far in excess of the current demands. As a result, no further detailed analysis has been undertaken for left turn movements.

Based on the above assumptions the following changes in traffic volumes can be expected to be observed:

- At the intersection of SH6 and Ellis Street an additional 50 vehicles turning left out of Ellis Street in the morning peak hour and right into Ellis Street in the evening peak hour.
- At the intersection SH6 and Lord Rutherford Road North an additional 55 vehicles turning left out of Lord Rutherford Road North in the morning peak hour and right into Lord Rutherford Road North in the evening peak hour.
- At the intersection SH6 and Lord Rutherford Road North an additional 12 vehicles turning right out of Lord Rutherford Road North in the morning peak hour and left into Lord Rutherford Road North in the evening peak hour.
- At the intersection of SH6 and Ellis Street the trips from Ind will be distributed proportional to the current turning volumes.

The final expected turning volumes post development are shown in figures 5 and 6.

## 6. Traffic Effects

At both intersections, the through and left turn traffic volumes are around 500vph at most which allows for up to 800 right turning vehicles to turn in the same period (Practical absorption capacity). With only up to 340vph projected to turn right at both intersections, the intersections can be expected to continue to operate in an efficient manner with minimal delays and queuing. Calculations of delay and queue lengths show an expected queue 95<sup>th</sup> percentile queue length of 3-4 vehicles for the busiest right turn movements into Ellis Street. With the current right turn bay

allowing for at least 8 vehicle to queue and still allow a full length 100m long deceleration taper the turning lane provisions at the intersection are well in excess of those required to accommodate the expected turning volumes.

Likewise with the left turn movements, the practical absorption capacity of the through vehicle flows on the state highway are around 1000vph. With the total left turn volumes only at around 140vph there is able capacity for this movement to occur with minimal delay and queuing.

## 7. Response to submissions

Two of the submissions received regarding Plan Change 57 relate to traffic effects and these are responded to as follows.

### New Zealand Transport Agency (NZTA)

NZTA have highlighted in their submission that no detailed assessment of the traffic effects had been undertaken for the original assessment of effects. The submission focussed particularly on the safety and efficiency of the two state highway 6 intersections. This assessment work has now been done and is detailed in this report.

### Mr Richard Knight

Mr Knight states in his submission that he will not give permission to extend Snowden Place through his property. In response to this the landowner of ResN has purchased a property with frontage directly to Ellis Street for the purpose of accessing the ResN area. The traffic effects of a connection directly to Ellis Street are not materially different to connecting to Snowden Place.

## 8. Conclusion

The traffic effects of the proposed plan change are able to be accommodated generally with minimal effect on the safe and efficient operation of the existing road network. The exceptions to this are at the intersections of the Ellis Street/Bryant Road and Lord Rutherford Road North/ResS indicative road the safety related effects can be mitigated by relocation or upgrade of the intersections.

It is recommended that the ResN area not be developed until an upgrade of the Ellis Street/Lord Rutherford Road North intersection has been completed.



SH1/Ellis Street intersection layout



SH1/Lord Rutherford Road North intersection layout

Figure 1: Intersection layouts

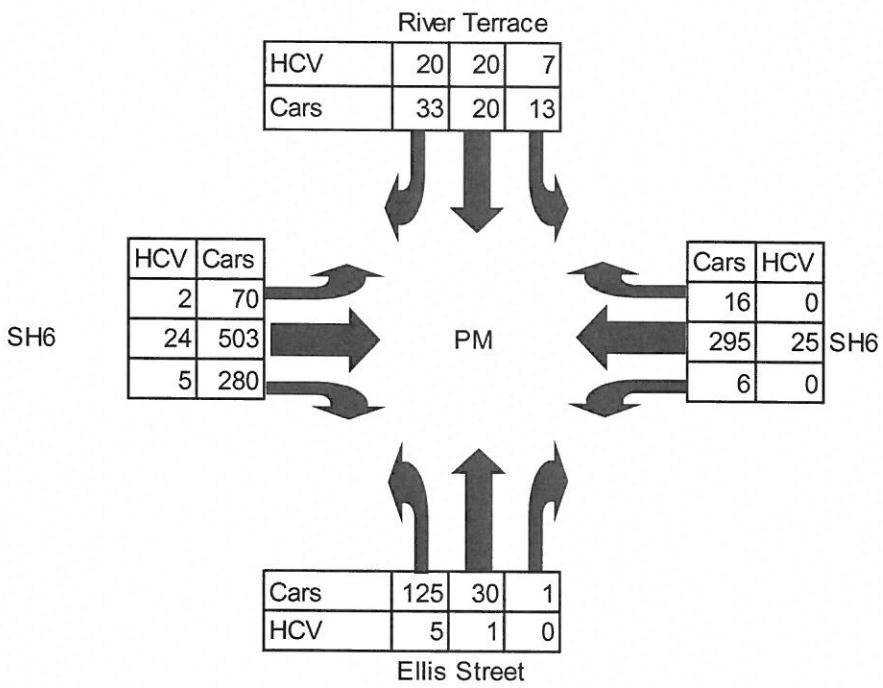
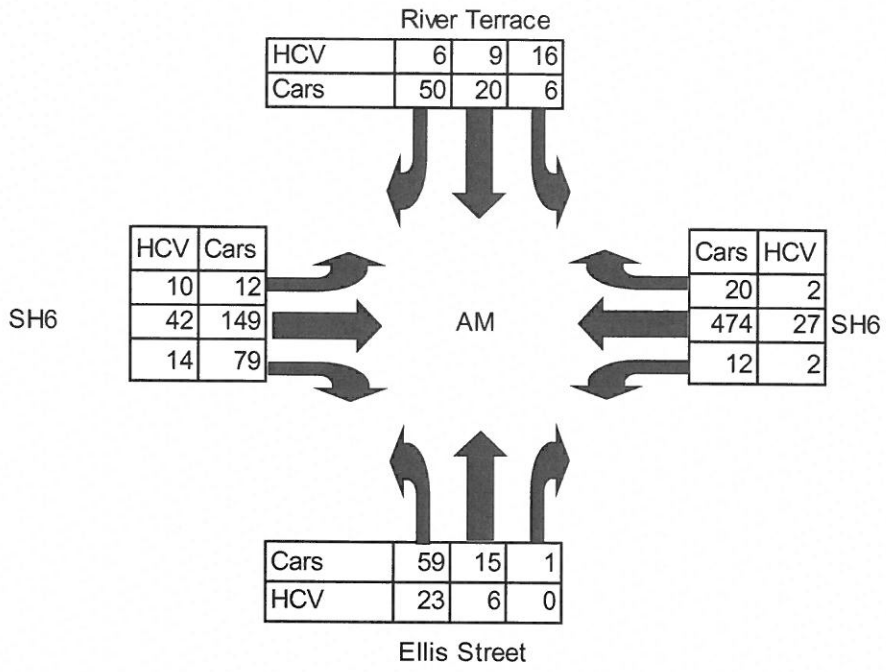


Figure 2: SH6/Ellis Street intersection peak hour turning volumes

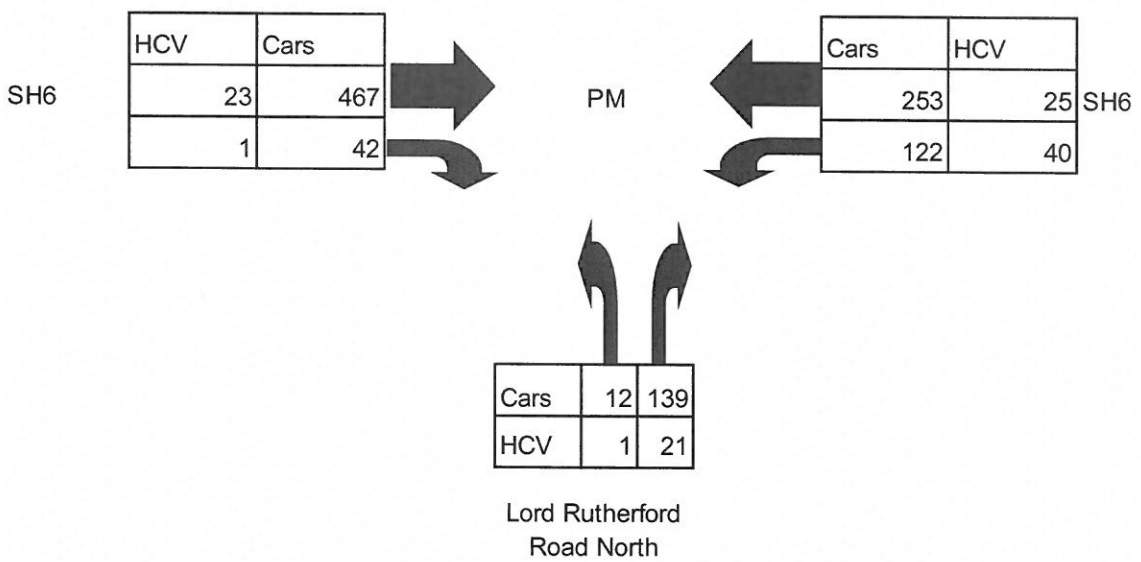
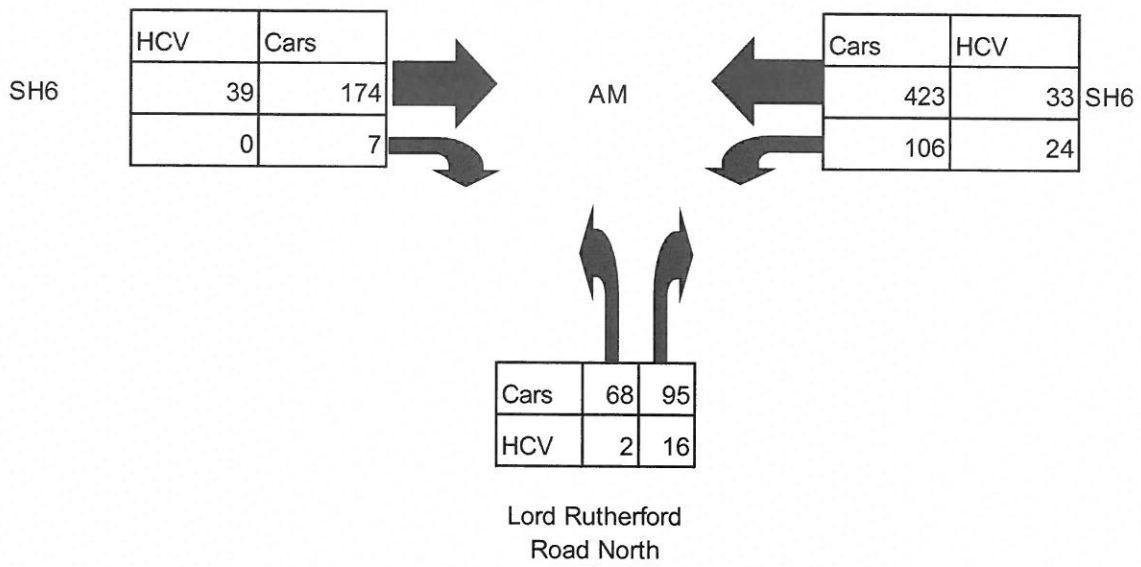


Figure 3: SH6/Lord Rutherford Road North intersection peak hour turning volumes



Figure 4: Ellis Street/Bryant Road intersection layout



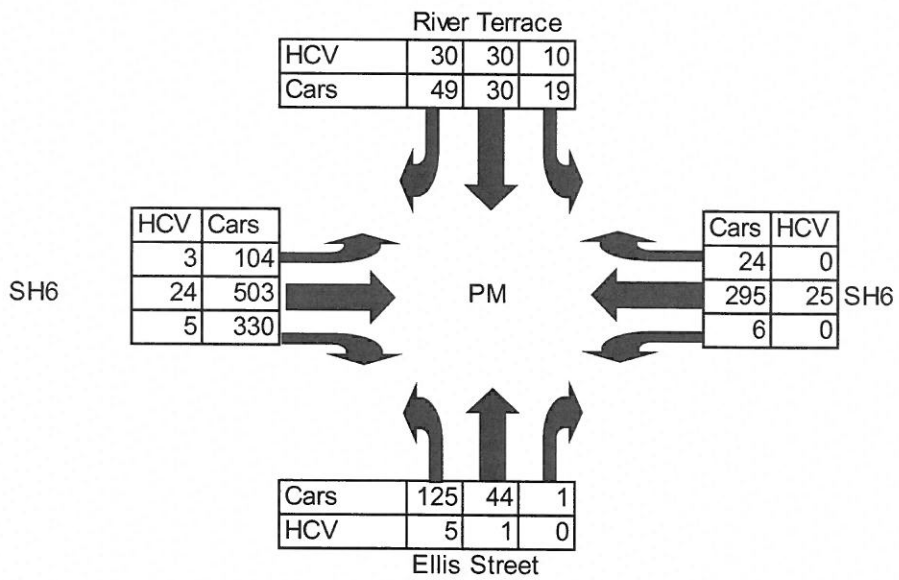
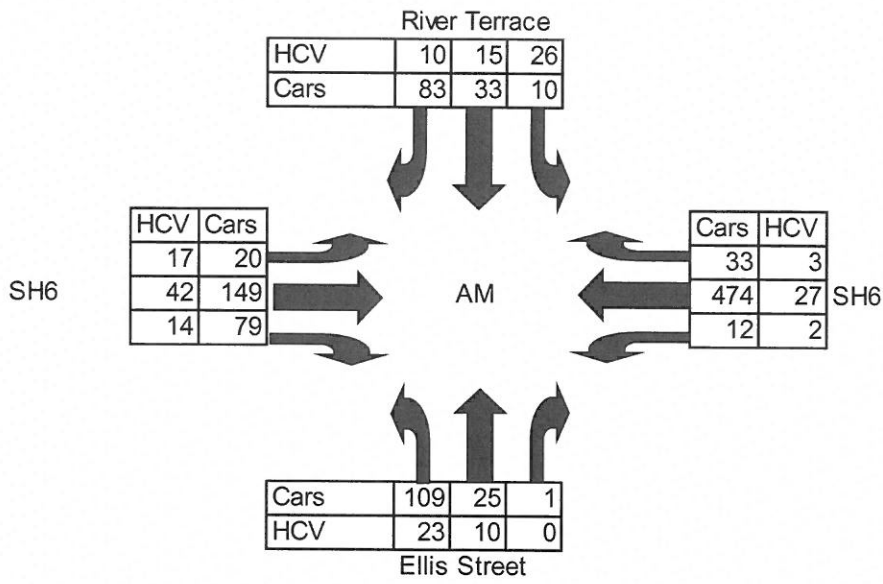


Figure 5: Turning volumes with development flows – SH6/Ellis Street

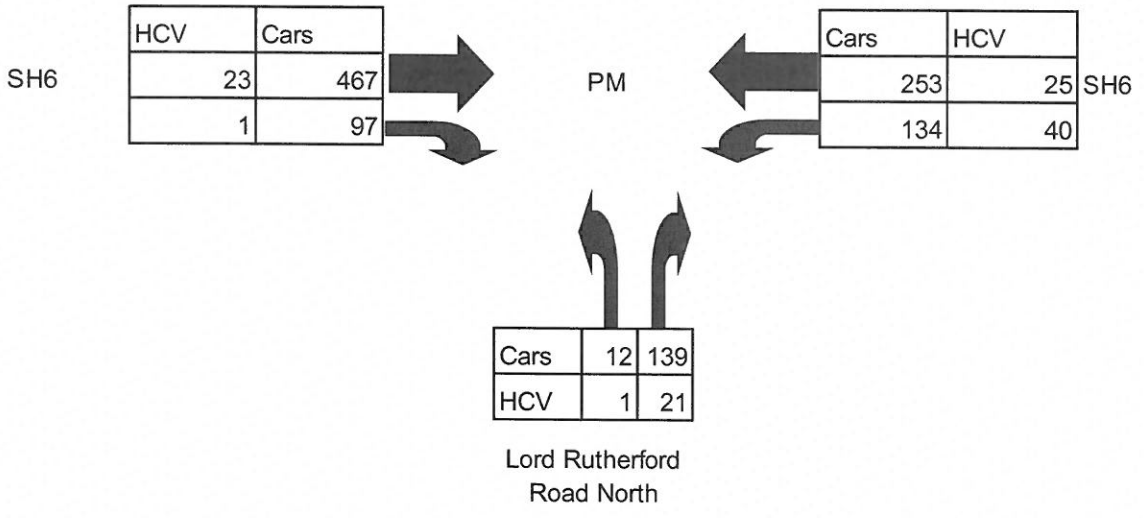
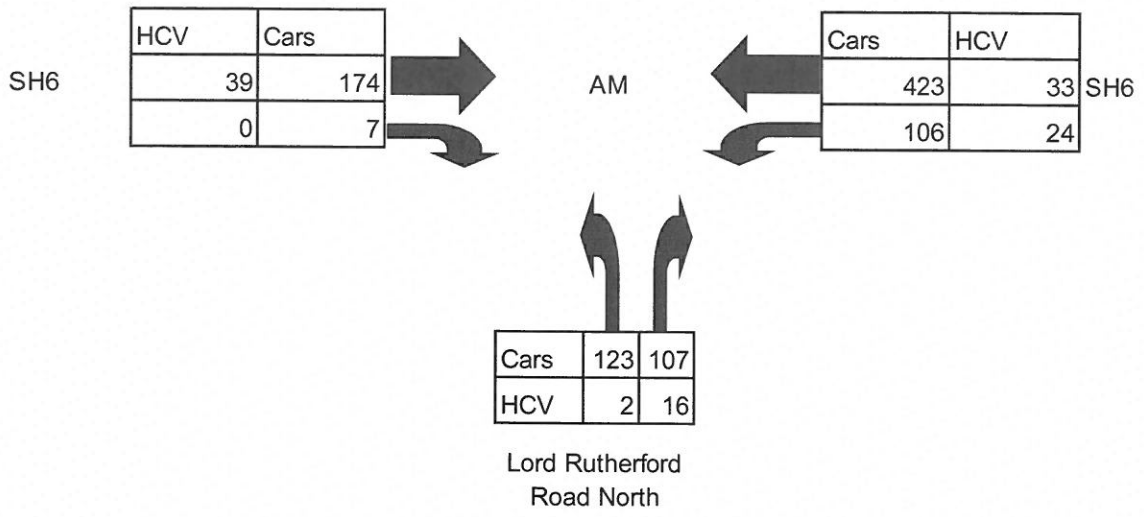


Figure 6: Turning volumes with development flows – SH6/Lord Rutherford Road North

**621 Change 57: Miscellaneous****Evaluation Overview**

This Staff Evaluation Report [621] covers a small range of 'miscellaneous' matters raised in submissions. Some of the matters are beyond the scope of Plan Change 57.

The out-of-scope matters are set out below for the Hearings Panel to consider and determine.

**Submissions Dealt with in this Report**

C57.3976.2	Cameron, Jeremy & Karen and Wheeler, Louise	C57 GEN	More management of effects of activities along Wai-iti River margin to reduce impacts on current landowner's privacy and lifestyle (refuse, bank erosion, dogs, motorbikes, etc)
C57.3983.1	Snowdens Bush Vineyard Ltd	C57 GEN	Retain Plan Change 57 (with amendments as sought in specific submissions).
C57.3984.1	West, Kenneth & Nanette	C57 GEN	Retain Plan Change 57.

**Evaluation and Recommendations 621.1****A. Evaluation****1.0 Affected Plan Provisions**

No specific Plan provisions are singularly affected by this set of submissions.

**2.0 Issues**

The range of Tasman Resource Management Plan issues raised by submitters include:

**2.1 C57.3983.1 Snowdens Bush Vineyard Ltd**

Retain Plan Change 57 (with amendments as sought in specific submissions).

**2.2 C57.3984.1 West, Kenneth & Nanette**

Retain Plan Change 57.

**2.3 C57.3976.2 Cameron, Jeremy & Karen and Wheeler, Louise**

More management of effects of activities along Wai-iti River margin to reduce impacts on current landowner's privacy and lifestyle (refuse, bank erosion, dogs, motorbikes, etc)

The issues raised by the Camerons and L Wheeler are clearly matters that Council ought to consider; however, Plan Change 57 is limited in scope and does not introduce any new rules for amenity or river bank protection. The issues of refuse, dogs and motorbikes are already controlled by way of noise standards, bylaws, and Acts of Parliament. However, the addition of more people to the Brightwater township is likely to result in higher public usage of public spaces. The concerns of the submitters have be related to the Reserves Team of the Community Development Department and the Rivers Team of the Engineering Department for their consideration outside of this Plan Change process.

**3.0 Options****3.1 Option 1**

Retain or delete Plan Change 57, with or without amendments as sought in submissions.

**3.2 Option 2**

Introduce new rules or controls on activities along the Wai-iti River margin to manage amenity, such as noise.

**B. Staff Recommendations**

The staff recommendation for this topic is 'No change to Plan Change 57 arising from these submissions'.

**C. Reasons**

The reason for this is that the matters raised are either out of scope for this Plan Change or are already dealt with in the Tasman Resource Management Plan, bylaws, or other Acts of Parliament (i.e. Litter Act).

**D. Plan Amendments**

Topic : C57 GEN

No Plan amendments.

**E. Other Action**

Planning staff to advise the Community Development Department (Reserves Team) and the Engineering Department (Rivers Team) about the concerns of the submitters relating to use of and activities in the Wai-iti River Reserve.

**F. Submission Recommendations**

C57.3976.2	Cameron, Jeremy & Karen and Wheeler, Louise	Disallow
C57.3983.1	Snowdens Bush Vineyard Ltd	Allow In Part
C57.3984.1	West, Kenneth & Nanette	Allow