



## STAFF REPORT

**TO:** Environment & Planning Committee

**FROM:** Mary Honey, Policy Planner

**REFERENCE:** L332-3

**SUBJECT:** **COUNCIL SUBMISSION TO NELSON CITY COUNCIL ON NELSON RESOURCE MANAGEMENT PLAN, PROPOSED PLAN CHANGE 18 - NELSON SOUTH - REPORT REP10-12-10** Report prepared for meeting of 16 December 2010

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### 1. INTRODUCTION

#### 1.1 Purpose of Report

This report recommends approval of a submission from this Council to Nelson City Council concerning the Nelson Resource Management Plan (NRMP) Proposed Plan Change 18 for Nelson South.

#### 1.2 NRMP Plan Change 18 – Nelson South

Plan Change 18 rezones land in Nelson South from Rural to Residential (about 50 hectares) and from Rural to Rural Higher Density Small Holdings Area (about 19 hectares). The plan change area has the potential to yield about 470 lots of which 285 lots have been consented over the past four years.

### 2. COUNCIL SUBMISSION

The attached Council submission was prepared by policy and asset engineering staff.

In summary, the Council submission supports the proposed plan change, in part. TDC opposes specific aspects of the change such as the low level of road connectivity of the plan change area with the surrounding road transport network and with neighbouring Nelson.

The submission approach and contents flow from the decisions made by this Committee regarding the growth and development of Richmond. The submission is consistent with TDC contributions to:

- The joint Council Nelson South - Richmond East development planning process which commenced during 2007. This process resulted in the notification of the Tasman Resource Management Plan (TRMP) Proposed Change 20 for Richmond

East and this NRMP Proposed Change 18 for Nelson South on 28 August 2010; and

- Previous Council submissions on resource consent applications for residential subdivision occurring within Nelson South over the past four years. The Moturoa, Sutton and Wahanga developments along Champion Road have provided for about 285 new residential lots but with lack of connection to Nelson other than through the Richmond road network.

The submission period for the plan change closed on 1 November 2010 during the period in which the new Council committees were being organised. This report seeks Committee approval for the action taken.

### 3. RECOMMENDATION

It is recommended that the Committee **approve** the lodging of the attached Council submission on the Nelson Resource Management Plan, Change 18 - Nelson South.

Mary Honey  
**Policy Planner**

1 November 2010

The Chief Executive  
Nelson City Council  
PO Box 645  
**NELSON 7040**

Dear Sir

**NELSON RESOURCE MANAGEMENT PLAN: PROPOSED PLAN CHANGE 18:  
NELSON SOUTH**

Enclosed is the submission from Tasman District Council.

Tasman District Council welcomes the opportunity to submit on the proposed plan change.

Overall Tasman District Council supports the plan change subject to the granting of the relief requested in the submission.

Tasman District Council wishes to present its submission at a hearing.

Yours faithfully



Dennis Bush-King  
**Environment & Planning Manager**

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**NELSON CITY COUNCIL: NELSON RESOURCE MANAGEMENT PLAN:  
PROPOSED PLAN CHANGE 18: NELSON SOUTH**

**SUBMISSION BY TASMAN DISTRICT COUNCIL**

**Submitter:** Tasman District Council  
**Address for service:** Private Bag 4  
Richmond, 7031  
**Contact Person:** Steve Markham, Manager Policy  
**Email:** steve.markham@tasman.govt.nz  
**Telephone:** (03) 543 8427  
**Fax:** (03) 543 9524

**Authority for  
Submission:** Dennis Bush-King  
Environment & Planning Manager

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**Date:** \_\_\_\_\_

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## **SUBMISSION BY TASMAN DISTRICT COUNCIL**

### **1. INTRODUCTION**

Tasman District Council (TDC) welcomes the opportunity to submit on Nelson City Council's Proposed Plan Change 18 to the Nelson Resource Management Plan.

This submission limits itself to cross boundary issues that impact on Richmond, Tasman District and the Nelson Richmond urban area.

In summary, TDC supports the proposed plan change, in part. TDC opposes specific aspects of the change such as the low level of road connectivity of the plan change area with the surrounding road transport network and with neighbouring Nelson.

This submission is consistent with TDC contributions to the joint planning process and previous TDC submissions on resource consent applications for residential subdivision occurring within Nelson South but with lack of connection to Nelson other than through the Richmond road network.

Tasman District Council wishes to present its submission at a hearing.

### **2. SUBMISSION BACKGROUND**

Tasman District Council (TDC) and Nelson City Council (NCC) are immediate neighbours. Currently, the boundary between Nelson City and Tasman District runs along the north boundary of Champion Road. Both councils have acknowledged that activities undertaken in each district potentially affect the other and that a co-ordinated and integrated planning approach is required to manage the impacts. Both the NCC and TDC operative Regional Policy Statements contain objectives and policies supportive of an integrated planning approach. Since 2003, in accordance with these objectives and policies, NCC and TDC councillors and staff have been working together on future growth options for Richmond (Richmond Development Study) and Nelson (Nelson Urban Growth Strategy) and the potential cross-boundary effects.

Both the Richmond Development Study (RDS) and the Nelson Urban Growth Strategy (NUGS) recognized a set of almost identical urban design principles: (i) to apply in deciding on the future development of urban form in Nelson-Richmond; (ii) to use in structure planning at the catchment area or neighbourhood scale; and (iii) to encourage subdivision and development initiatives to incorporate sustainable urban design (RDS page 32, NUGS page 8).

The May 2003 RDS and Draft June 2003 Hill Street East Study assessed strategic options of central intensification, targeted peripheral expansion, and containment for Richmond. Arising from consideration of community feedback from that study, Richmond East together with Nelson South emerged as an optimal peripheral expansion precinct for the provision of residential land due to its central location within the Nelson Richmond urban area. Other growth options identified were the

peripheral expansion options of Richmond South and Richmond West as well as residential and business intensification in central Richmond.

Planning for the Nelson South - Richmond East Development Area commenced early in 2007. Together, the councils identified the development of a structure plan for Nelson South - Richmond East as a priority for joint work between the Councils. In addition to joint structure planning over a three year period, the Councils notified changes to their respective resource management plans on the same day (28 August 2010). The Councils are planning to combine the hearing of submissions by holding back to back hearings.

As structure planning has developed, over the past three to four years, the Nelson South - Richmond East precinct has been the subject of successive individual applications for subdivision for residential development within both Nelson City and Tasman District. Within Nelson City, the Moturoa, Sutton and Wahanga developments along Champion Road have provided for about 285 new residential lots. Within Richmond East, development has provided for about 115 new residential lots.

### **3. SUBMISSION**

#### **3.1 Zoning**

TDC supports the proposed rezoning of rural land in Nelson South to Residential and Rural - Higher Density Small Holdings Area as the rezoning will enable residential development of some land within Nelson South within an appropriate regulatory framework.

TDC supports residential development in Nelson South because, together with the expansion and intensification of residential development in Richmond East, the precinct has the potential to create a conveniently located, high quality residential environment supported by services centered in both Stoke and Richmond. The precinct will contribute to the supply needed to satisfy demand for residential opportunity within the Nelson-Richmond urban area.

From the perspective of Richmond's urban growth there are limited opportunities for peripheral residential expansion directly adjacent to existing residential developments and services. In the context of the Nelson-Richmond urban area, Nelson South represents an opportunity for residential infill in a central location. It reduces the need for the spread of urban development across productive land in the Waimea Plains. The area can be well serviced by existing infrastructure networks and community services. The land is both suitable for and has a favourable aspect for residential development. The Saxton Field recreation reserve which is collectively owned by the two councils, together with the retention of the Raine land as rural backdrop land, provide both a green belt for and definition to the Nelson and Richmond communities where they intersect. Thus TDC has a live stake in the appropriate and sustainable residential development of Nelson South.

To this end, TDC has supported a structure plan approach to enable best practice urban design, through integrating the pattern of built development and all network services, particularly the reserve and land transport networks. Structure planning can help to avoid inefficiencies in servicing, poor amenity and adverse offsite effects that can arise from fragmented and incremental development.

TDC is providing services (water supply and land transport) to Nelson South and will experience significant cross boundary effects from the plan change within Tasman District, particularly in so far as the land transportation network and overall amenity of the adjacent urban area is concerned.

The plan change documents provide for the intended green space network but do not provide for or show the intention to provide for a connected road transport network to support the development that will be enabled by the change.

### ***Relief Requested***

- (a) *Retain rezoning provisions as shown on the right hand planning map.***
- (b) *Facilitate optimal urban design through the plan change by:***
  - (i) *Providing for the integration of the pattern of built development and network services, including the land transport network, and***
  - (ii) *Showing the intended land transport network in the plan change documents (text or maps).***

## **3.2 Service Overlay**

TDC supports the application of the proposed service overlay (NRMP AD11.3.3) to the land proposed to be rezoned as Residential and Rural - Higher Density Small Holdings Area.

### **Water and Wastewater**

The section 32 report supporting the plan change indicates that the service layer is being applied as wastewater and water supply services are not yet available.

In terms of servicing agreements entered into between the Councils, TDC is to supply water to Nelson South. Currently, TDC is providing a water service to the proposed Residential area located below the 30 metre contour line (42 metre contour, to NCC datum). Providing a water supply service above the 30 metre contour is dependent on the construction of two high level reservoirs in Richmond East (High Level and / or Top reservoir/s) and consequent upgrades to trunk mains, intermediate pump stations and treatment systems. In terms of the LTCCP 2009/2019, this work is scheduled to be carried out during the years 2011-2016.



## Road Network

TDC supports the application of the service overlay to the plan change area pending the development and upgrading of the surrounding road network.

TDC notes and supports the changes to the service overlay provisions proposed by Plan Change 14 which clarify the application of the overlay for road network constraints (Proposed Plan Change 14, AD11.3.3i (a)(d) and AD11.3.3ii).

### ***Relief Requested***

***(c) Retain proposed service overlay on the left hand planning map until all the required services including the road network service are provided for or upgraded.***

## **3.3 Land Transportation Network**

### **3.3.1 Lack of Connectivity**

Despite the structure planning process, the plan change documents (both statutory and non statutory) do not provide or show the intention to provide for:

- A road link from Hill Street North to Suffolk Road.
- Road access from the proposed residential (and as yet undeveloped) land located north of Hill Street North to Hill Street North.
- Movement links from the proposed residential (and as yet undeveloped) land located south of Hill Street North to the proposed Saxton Creek greenway.

Both the NUGS and RDS urban design principles and the Nelson Resource Management Plan proposed plan change 14 (DO14.3) recognize that maximising the connectivity of the movement network (roads, walkways and cycleways) with a clear street hierarchy are key components of efficient, effective and sustainable urban design.

If Nelson South is to be developed as a high quality residential precinct, the network services including the road network require further development and upgrading in an integrated and coordinated way. Unless opportunities are identified at structure plan / plan change stage, they may be lost during the process of incremental subdivision - as has already occurred north of Hill Street North.

The existing land transport network does not provide convenient connections and access between the Nelson South plan change area and the surrounding neighbourhoods, facilities and services to the north east. This places both pressure and reliance on the Champion Road/Wakatu link as the sole point of road access to the north east.

### Road link from Hill Street North to Suffolk Road

A collector / connector class (per NZS 4404 2010) road link from Hill Street North to Suffolk Road with design features that inhibit speed would connect the Nelson South suburban area directly with the Nelson neighbourhoods and facilities to the north east. Such a link would improve connectivity within Nelson South and between Nelson South and its surrounding context to the north east, that is, to neighbouring Nelson.

Also, if the road link followed the Saxton Creek greenway in part, it would improve amenity by strengthening the separation between the public space provided by the greenway and private properties.

### Road access from the proposed residential (and as yet undeveloped) land located north of Hill Street North to Hill Street North

Recently consented subdivisions in Nelson South have poor connectivity and are cul-de-sac orientated in design. North of Hill Street North, the developments connect with the existing road network at one point only, namely Champion Road. The design of the subdivisions does not provide a choice of routes or convenient access. Within the subdivisions, there is limited connectivity between cul-de-sacs. A road link of local class (per NZS 4404 2010) to Hill Street North would promote convenient access and a choice of routes for that residential area.

### ***Relief Requested***

- (d) ***Amend plan change documents to provide or to show the intention to provide for:***
- (i) ***A road link from Hill Street North to Suffolk Road of connector /collector class.***
  - (ii) ***Road access of local class from the proposed residential (and as yet undeveloped) land located north of Hill Street to Hill Street North.***
  - (iii) ***Movement links from the proposed residential (and as yet undeveloped) land located south of Hill Street to the proposed Saxton Creek greenway.***

***The requested links are shown on the attached map.***

### **3.3.2 Effects on the Road Transport Network**

Recent developments in Nelson South, namely the Moturoa, Sutton and Wahanga Limited subdivisions which were approved during 2006-2008 and which provide for 285 lots, have affected the surrounding Richmond road network. The further development that will be enabled by the plan change which provides for a further 183 lots, will further significantly affect the surrounding road network of Richmond, particularly Champion Road, Hill Street, Salisbury Road and the Champion Road / Hill Street and Champion / Salisbury Road intersections.

The traffic effects will be exacerbated by the lack of through road from Hill Street North to Suffolk Road. Of necessity, all residents of the Nelson South plan change area must use Champion Road or Hill Street to connect with the surrounding road network as the plan change does not provide for or show the intention to provide for a road connection from the plan change area directly to Nelson.

As the plan change section 32 assessment (page 17, Table 3, Option 2) notes: the Champion / Salisbury Road roundabout is currently close to capacity. Without an alternative road connection (from Hill Street North to Suffolk Road) any additional residential capacity brought about by rezoning land from rural to residential will result in increased peak hour congestion. In addition there will be increased congestion on both the Main Road Stoke and Wakatu Drive roundabouts. Preliminary studies show the effect of this plan change is to move forward the requirement for the assessment and upgrade of these three roundabouts (the Wakatu Link) in order to reduce this congestion risk.

Currently an assessment by the New Zealand Transport Agency, Tasman District and Nelson City is in process. It is likely to take some time for the assessment findings to result in any commitment to an upgraded road network.

Without a Hill Street North / Suffolk Road link, the increased peak hour congestion risk is exacerbated, and so the need for a study of transport effects on and proposals for appropriate upgrades to the Wakatu Link is heightened. Also, the need to apply the service overlay provisions to proposals for development in Nelson South is heightened. It should be noted that past traffic modelling carried out for the intensification of this land shows large increases in traffic using Champion Road.

Recent TDC cost studies show that the estimated rough order of cost of upgrading the Champion /Salisbury Road intersection is likely to be around \$400,000. This cost is based on land take and traffic signals. The actual upgrade option has not been confirmed yet as more refined work is still to be done.

Recent TDC modelling studies show that of the additional traffic flows expected to be generated by the Nelson South and Richmond East plan changes, the Nelson South plan change will generate 90% of the additional flow with the Richmond East plan change responsible for 10%. Less the amount of \$50,000 already received by TDC as a result of the 135 Champion Road subdivision, this apportionment equates to cost effects in the order of \$40,000 for TDC and \$310,000 for NCC towards improvements. Based on the Nelson South plan change potential yield of 183 lots, the financial contribution would be in the order of \$1,690 per lot. Further detail will be made available at the plan change hearing.

### ***Relief Requested***

- (e) ***NCC provide for a financial contribution to be paid to TDC to offset the adverse effects of development directly attributable to the plan change on the transport network of TDC, by:***

(i) **Inserting the following new policy after NRMP policy FC1.5:**

**As a condition of subdivision, in terms of S108(9-10) of the RMA, the Council may require a financial contribution / amount in money to be paid to Tasman District Council to offset the actual or potential adverse effects of the activity on the Richmond transport network (which includes roads, intersections, foot and cycle paths, berms, kerbs and channels).**

(ii) **Inserting the following new rule, after rule FC2.7:**

**As a condition of resource consent for subdivision activity in the Nelson Plan Change 18 area, a financial contribution /amount in money is required to be paid to Tasman District Council. The financial contribution is payable in mitigation of the actual or potential adverse effects of the increased traffic flows attributable to Plan Change 18 on Richmond transport network. The financial contribution represents the likely cost to Tasman District Council of upgrading the Champion / Salisbury Road intersection being that part of the Richmond transport network that will be affected by development resulting from Plan Change 18. The pro rata amount of the financial contribution payable per lot is \$1,690.00 as calculated below.**

<b>Financial Contribution payable per lot located in the Nelson South Plan Change 18 area</b>	
<b>Total estimated cost of upgrading the Champion / Salisbury Road intersection</b>	<b>\$400,000.</b>
<b>Proportion of cost from additional traffic flows attributable to Nelson South NRMP Plan Change 18. (Proportion of additional traffic flows attributable to NRMP Plan Change 18: 90%. Proportion of additional traffic flows attributable to TRMP Plan Change 20: 10%.)</b>	<b>\$360,000.</b>
<b>Contribution received for Champion / Salisbury Road intersection upgrading from the subdivision of 135 Champion Road, Nelson South</b>	<b>\$50,000.</b>
<b>Total amount of upgrade cost attributable to Plan Change 18</b>	<b>\$310,000.</b>
<b>Pro rata financial contribution per potential lot (total potential lot yield 183) located in the Nelson South plan change area.</b>	<b>\$1,690.</b>

(f) **Retain proposed service overlay on the left hand planning map and apply service overlay provisions to include road network upgrading, to all Nelson South subdivision and development, until the traffic effects of the plan change are mitigated by upgrades to the affected parts of the surrounding road network.**

### **3.4 Saxton Creek Esplanade Reserve**

TDC supports the proposed amendments to Appendix 6 which enable the taking of an esplanade reserve along both river banks of Saxton Creek.

The development of a green corridor along Saxton Creek will enable the development of walk and cycleway connections and generally improve non-motorised connectivity both within the Nelson South - Richmond East precinct and with the surrounding area particularly the Saxton Creek recreation park.

The proposed esplanade reserve along the portion of Saxton Creek within the Richmond East development area will contribute to the development of this green corridor that will connect the hills and the sea.

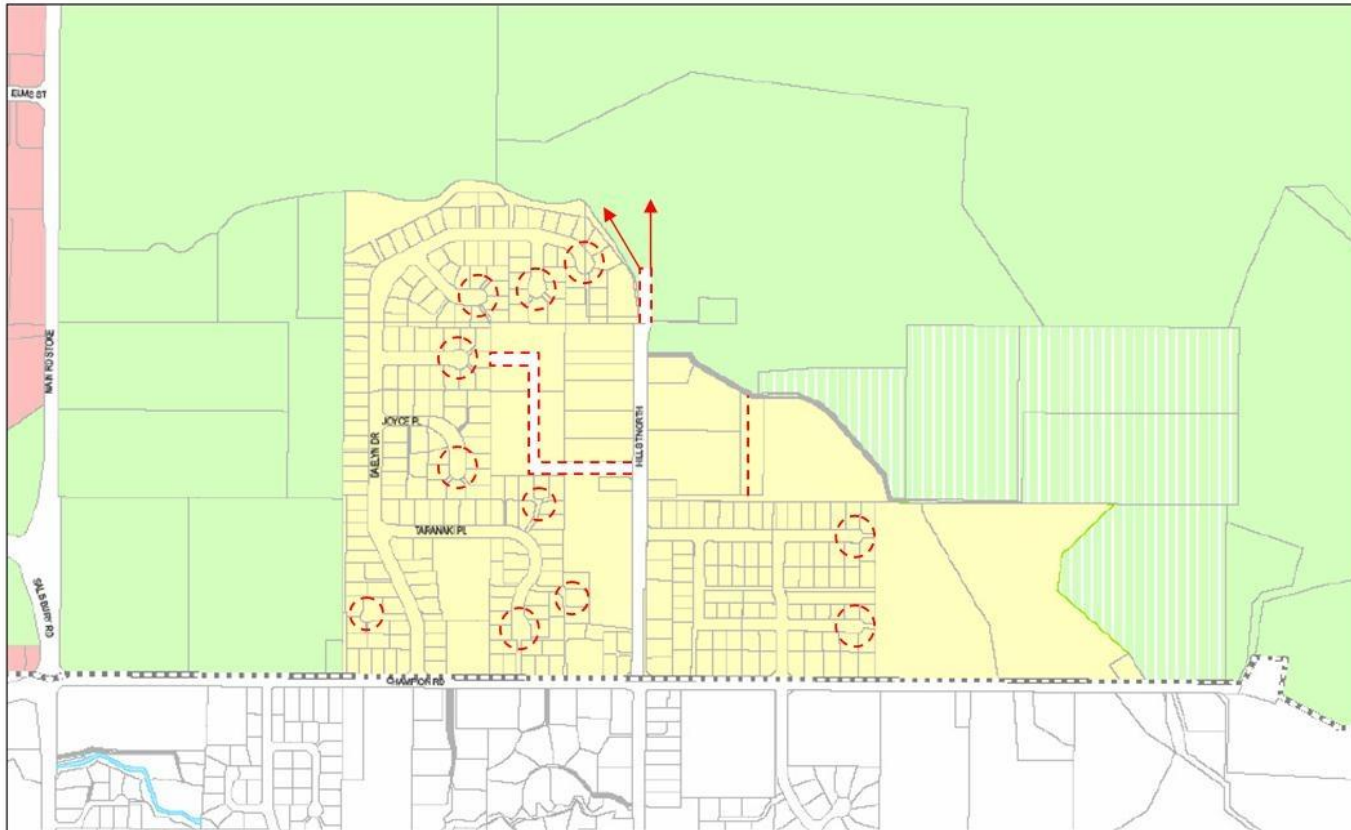
***Relief Request***

**(g) *Retain proposed amendments to Appendix 6 which enable the taking of an esplanade reserve along both river banks of Saxton Creek.***

**3.5. Conclusion**

Overall TDC supports the plan change subject to the granting of the relief requested above.

TDC looks forward to continuing to work cooperatively with NCC to manage future growth in the Nelson Richmond urban area.



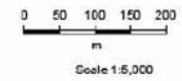
The map is approximate and should not be used to determine the location or size of any lot. It is intended to provide a general overview of the proposed plan change. To the extent permitted by law, the Nelson City Council, its employees, agents and contractors will not be liable for any costs, damages or loss suffered as a result of the data or plans, and no warranty of any kind is given as to the accuracy or completeness of the information represented by the GIS data. This publication is copyright reserved by Nelson City Council. Copyright reserved by Nelson City Council. Copyright reserved by Nelson City Council. Original map size A3.

**Proposed Plan Change 18 - Nelson South  
Right Hand Map**



- Proposed Residential
- Proposed Rural Higher Density Small Holdings Area
- Industrial
- Rural

--- District Boundary



Issued  
6 April 2010

Tasman District Council submission

- Cul-de-sacs
- Indicative Connection
- Indicative Road Connection & Direction