



## STAFF REPORT

**TO:** Environment and Planning Committee

**FROM:** Mary Honey, Policy Planner and Steve Markham, Manager Policy

**REFERENCE:** L332 -3

**SUBJECT:** **COUNCIL SUBMISSION ON RESOURCE CONSENT APPLICATION: DJ SUTTON AND SUTTON FAMILY TRUST: – CHAMPION ROAD – HILL STREET NORTH, NELSON - REPORT EPP06/10/18 - Report Prepared for 25 October 2006 Meeting**

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### 1. PURPOSE OF REPORT

This report recommends approval of a submission from the Council concerning a subdivision application affecting land to the north of Champion Road and north west of Hill Street North.

### 2. APPLICATION AND SUBMISSION

This application by J Sutton and Sutton Family Trust is seeking resource consent to subdivide about 12 hectares of land in close proximity to Tasman District with its only road access adjoining Champion Road, Richmond,

The attached Council submission was prepared by a team of policy and asset engineering staff and is self-explanatory. The need for the submission requesting conditional approval of the application, flows from the approach taken by the Committee in identifying priorities for Richmond's development, in 2004. The conditions will address issues of concern to TDC such as road connectivity and the receipt of water and roading contributions to offset cross boundary effects attributable to the development.

The submission period for this application closed on 6 October 2006. The submission was forwarded to Nelson City Council by that date. Subsequently, following advice from the Chief Executive concerning a prior agreement between Council and the applicant, that submission was amended to remove any alternative request to decline the applications. The amended submission lodged with Nelson City Council is attached to this report. Approval of the action taken is sought.

### 3. RECOMMENDATION

It is recommended that the Committee **approve** the attached submission on the resource consent applications of DJ Sutton and Sutton Family Trust: – Champion Road – Hill Street North that was filed with Nelson City Council.

Mary Honey  
**Policy Planner**

Steve Markham  
**Policy Manager**

**D J Sutton and Sutton Family Trust: Application for subdivision, land use and associated consents – Champion Road – Hill Street North, Nelson**

**Submission by Tasman District Council**

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**Consent:** Manager: Environment and Planning

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

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## **1. BACKGROUND**

Tasman District Council (TDC) and Nelson City Council (NCC) are immediate neighbours. Previously, both Councils have acknowledged that activities undertaken in each district potentially affect the other and that managing these cross-boundary effects requires a co-ordinated and integrated planning approach. 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 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. Council members have been involved in workshop meetings on each of these planning processes.

The application by D J Sutton and Sutton Family Trust for subdivision, land use and associated consents (the application) affects land situated within Nelson City but in close proximity to Tasman District and with its only proposed road access adjoining Champion Road, Richmond. The application, if granted, will generate cross-boundary effects of significance to Tasman District and TDC. Direct cross-boundary effects include:

- Expanding and developing East Richmond/South Nelson as an urban residential area and the consequent reduction of the present green space buffer between the districts.
- The urban design qualities of a residential area in close proximity to a present low density residential area within Richmond town.
- The effect of the development on existing infrastructure services and provision of additional infrastructure services such as roading, stormwater, wastewater and water supply reticulation.

## **2. TDC SUBMISSION**

### **2.1 Expanding and developing North East Richmond/South Nelson as an urban residential area**

The TDC Richmond Development Study investigated future growth options for Richmond. Resulting from this Study, TDC has adopted a combination of options to accommodate the anticipated urban growth needs of Richmond. The proposals include:

- Limited southwards expansion of Richmond, between State Highway 6 north of Hope, and Hill Street to create a high amenity urban living environment.
- Residential and business intensification of central Richmond.
- Limited residential intensification in suitable locations in Richmond east, including land south of Champion road and east of Hill Street.
- Future urban expansion in the Lower Queen Street area.

- Support for limited northward residential expansion towards Stoke in Nelson City, north of Champion Road.

In 2004, the TDC supported, in principle 'the timely implementation of the south Nelson growth option' and 'directed appropriate liaison with NCC to consider how best to manage the infrastructure requirements of growth in south Nelson.'

### **Relief Requested**

NCC adopt a co-ordinated and integrated planning approach to decision-making on this application and its possible implementation, and NCC facilitate appropriate liaison with TDC to enable satisfactory management of cross-boundary effects.

## **2.2 Sustainable Urban Design for the Area to the North East of the Subdivision**

The Richmond Development Study and the Nelson Urban Growth Strategy have recognised a number of principles to encourage subdivision and development initiatives to incorporate sustainable urban design principles.

To avoid the inefficiencies in servicing, transport, use of scarce developable land, and poor amenity that can arise for ad hoc and incremental subdivision, the Richmond Development Study, amongst other methods, adopted a structure plan approach to enable best practice urban design for growth areas through a spatial as well as rule guideline regime.

The approval of successive individual applications for subdivision in the Champion Road / Hill Street area may compromise optimal urban design particularly in so far as the land transport network is concerned.

### **Relief Requested**

1. NCC encourage subdivision and development initiatives to incorporate sustainable urban design principles.
2. NCC facilitate optimal urban design by, amongst other methods, adopting a structure plan approach to the development of the East Richmond/South Nelson growth area.
3. A structure plan for the growth area should indicate a future land transportation and reserve network for the growth area.

## **2.3 Land Transportation Network**

### **2.3.1 Connectivity**

The application scheme plan provides for:

- one cul-de-sac road with one access onto Champion Road. This is the same road that will service the Wahanga Ltd subdivision located on 85 Champion Road (Wahanga subdivision);

- possible pedestrian access from Hill Street North to the esplanade reserve along Saxton Creek;
- a possible service easement to Hill Street North; and
- pedestrian access to the north.

This means that if the application is approved in its present form, about 200 households, which can be expected to create about 2 000 vehicle trips per day, of necessity, will be using the Champion Road intersection to access the wider road network.

### **Road Connectivity**

A single point of road access to a community of almost 200 residential lots is not sustainable in that it fails to account for the liveability of the neighbourhood and the needs of residents for safe and unrestricted access to and egress from their homes.

The lack of connectivity and through traffic precludes the servicing of the locality by public transport. Access by emergency service vehicles is frustrated by this lack of connectivity, with the potential for difficulties in manoeuvring and increased response times. Utility service vehicles such as rubbish trucks will also encounter difficulties. These problems are aggravated by on-street parking within cul-de-sacs.

A further effect is property security risk. From outside the development, a single point of access will create the impression of a private enclave that is not a part of the broader community. It is a common misconception that cul-de-sacs reduce crime. Indeed, the contrary may be the case as through traffic provides for a higher level of surveillance from passing traffic, which reduces levels of crime and nuisance.

Traffic flows will be shared unequally by residents within different parts of the community, with those residents living closest to the Champion Road intersection bearing an inequitable level of nuisance, risk and impact on amenity from higher levels of traffic, queuing and congestion.

For pedestrians, cyclists and motorists alike, the cul-de-sac pattern is inconvenient, non-intuitive and frustrating to navigate. Walkability of neighbourhoods is diminished through lack of networking and connectivity between streets; and the lack of direct, intuitive routes maximises travel times and distances.

The proposed 6.0 metre access road does not assist cyclists, noting the nearby schools and the provision of cycle lanes along Salisbury Road in 2005. We would expect any new subdivision to promote cycle usage in a safe manner.

Best practice guidelines require walkway and cycleway interconnections as a means of optimising connectivity. There are no such connections planned between adjacent cul-de-sacs in the proposed development.

Access to Hill Street North would provide the optimum level of connectivity with adjacent road networks, thus providing two options for access and egress to and from the residential properties. There are significant travel time benefits to be had from providing another access onto Hill Street North, which should lead to some reduced demand for the right turn movement at the proposed access onto Champion Road.

### **Road Hierarchy**

TDC has recently reviewed its road hierarchy and is proposing that Champion Road will become a Distributor road. This is a subarterial class of road.

This suggests that changes to the status of Champion Road trickle down to roads that connect to it. Thus, it is argued that the status of the road connecting to Champion Road and serving the proposed subdivision should be a Collector road or an Access road, being the next two levels down in the hierarchy.

The prospect that Champion Road may become a Distributor road suggests that the proposed road serving the subdivision should most closely resemble either a Collector road or an Access road, and should connect at each end.

### **Cul-de-Sac Length**

Overseas standards suggest an optimum maximum length for cul-de-sacs, beyond which a secondary point of access should be provided. Indications are that this length is some 250 - 300 metres. However, within New Zealand significantly shorter distances are considered optimal, and TDC itself has proposed a maximum cul-de-sac length of 50 metres (proposed Variations 49 & 50, Richmond South Development Area). Manukau City has proposed maximum cul-de-sac lengths of between 50 – 150 metres for new subdivisions. On the basis of the information provided, the proposed length of the main cul-de-sac appears to be approximately 800 metres, which is well in excess of the optimum maximum length.

Consequently, the scheme plan lacks connectivity (i) within itself, (ii) with Hill Street North and other than through the common road (iii) with the Wahanga subdivision. This lack of road connectivity with Hill Street North and over reliance on the intersection with Champion Road will result in adverse safety and efficiency effects such as traffic queuing at the intersection, reduced emergency security and difficulties for utility vehicles. The lack of direct walk and cycle way connectivity to Hill Street North and with the Wahanga subdivision will inhibit through flow of non-motorised traffic and contribute to the adverse safety and efficiency effects at the Champion Road intersection.

Both the Tasman and Nelson Resource Management Plans (TRMP and NRMP) contain objectives and policies that promote sustainable urban form and the integration of subdivision roads with the existing road network in a safe and efficient manner, (TRMP objective 6.1A.0 and associated policies 6.1A.1 (d)(e) and (g) and objective 11.1.0 and associated policies 11.1.1 (a)to(e); NRMP D014.1.3 and D014.3.1).

The above proposal is contrary to these objectives and policies. The Council considers the statement contained in the concluding paragraph of the Traffic Design Group Transportation Assessment that, *“In summary, the internal subdivision access arrangements for pedestrians, cyclists, and motorists are appropriately scaled for the size of the subdivision and appropriately integrated with the adjoining Wahanga Subdivision and the wider road network”* is erroneous and not in line with the policies and objectives of the Tasman or Nelson RMPs, nor best practice guidelines.

### **Relief Requested**

NCC **approve** the application **subject** to:

1. the provision of at least one road connection from the subdivision boundary to Hill Street North; **and**
2. the provision of at least one potential road connection from the subdivision to Hill Street North, that is by providing for at least one open ended road frontage, with no isolation strips, to vest in NCC, on the subdivision south east boundary sited approximately through proposed lot 102.

### **2.3.2 Effects on Surrounding Road Network**

The only subdivision access road intersects with Champion Road. Of necessity, this will be used by all subdivision residents as well as all Wahanga subdivision residents. The Champion Road subdivision frontage requires upgrading and Champion Road will require ongoing maintenance.

The increased traffic generated by the subdivision will have traffic effects not only on Champion Road, but also on the surrounding road network of both Tasman District Council and Transit NZ

The Traffic Design Group Transportation Assessment notes that the subdivision will bring forward the need for improvements to the Champion /Salisbury Road roundabout by three years and that consequential improvements will be required to the Stoke / Whakatu Drive and Richmond Deviation / Whakatu Drive roundabouts. The assessment notes that *“such improvements, remote from the site, would ordinarily be at least partially funded from roading contributions as provided for by each of the Nelson and Tasman Resource Management Plans.”* (Page 33, section 10.6).

The subdivision site is located about 1.5 kilometres from the Tasman District CBD, about 4 kilometres from the Stoke shopping precinct and about 10.5 kilometres from the Nelson CBD. Subdivision residents are likely to live, school, work and play in the Richmond locality, if not exclusively, then substantially, as against Stoke or other parts of Nelson City. Subdivision residents will use the roading services provided by TDC.

If a contribution toward roading is not paid to TDC, Tasman District ratepayers, effectively, will be subsidising Nelson City ratepayers in the expenditure on road network maintenance and improvements brought about by traffic flows attributable to the development.

TDC requests that a condition be imposed requiring the applicant to pay to TDC a sum of money representing the likely cost to TDC of upgrading the Richmond roading network brought about by the traffic flows attributable to the development. The full details of the amount sought will be made available to the applicant prior to the hearing

### **Relief Requested**

NCC **approve** the application subject to a condition that the consent holder pay a roading fee to TDC representing the likely cost to TDC of upgrading the Richmond roading network brought about by the traffic flows attributable to the development.

## **2.4 Water Supply**

The application states that the proposed *“subdivision has access to all essential services. Power telephone and water supply will be extensions of these services from the Wahanga subdivision.”* (page 3, section 3).

The water supply for both the Wahanga subdivision consent and this application will be sourced from TDC.

### **Relief Requested**

NCC **approve** the application subject to a condition that the consent holder pay a water supply connection fee to TDC equal to the total amount of the TDC development contribution payable for the number of lots created by the subdivision as required by the TDC Long Term Community Council Plan which is applicable at the time the subdivision is granted. In terms of the current 2006-2016 LTTCP that amount is \$3,065 per lot, GST inclusive.