



STAFF REPORT

TO: Environment and Planning Consents Committee

FROM: Rosalind Squire – Community Services Department

DATE: 22 January 2008

SUBJECT: **RM070583 - SEBASTIEN VINEYARD, TASMAN
REPORT 08/02/06**

The report by the principal planner outlines the proposed subdivision. This memorandum summarises Community Services interests with respect to this subdivision proposal.

BACKGROUND

In May 2007 the applicant submitted pre application plans for a proposed Rural 3 subdivision for feedback. In response to this request Community Services indicated that a walk/cycleway link from Horton to Williams Road would provide a useful connection in the wider context of existing and future subdivision and development in the Rural 3 zone and Tasman Village.

The application was lodged in June 2007, the text acknowledged that Council had indicated a desire for a walk/cycleway easement but stated that the opportunity to provide a link was constrained by the fact that there was no natural drainage corridors or other topographical features between the two roads and as a consequence a public walk/cycleway would need to either cut through the vineyard or be located between the back of the vineyard and proposed lots 6, 8 and 9. The application stated that these options were either inappropriate or undesirable. It suggested that cutting through or alongside a productive vineyard would have the potential to cause a conflict with the day to day vineyard operations which would generate public health risks and that these risks would not be avoided by following an unplanted headland area. The application also suggested that providing for a public walk/cycleway easement in such a way as to avoid the health and safety risks would require the loss of a significant area of land that would otherwise be used for productive purposes and that it may be necessary to form such a walk/cycleway around the road frontage once the Ruby Bay Bypass is completed.

A site visit was undertaken on 22 August with the applicant's consultant, vineyard manager, the subdivision officer, the reserves manager and reserves officer. Having looked at all the relevant issues prior to the meeting, Community Services staff indicated that in their opinion the most practical and desirable location for a future walk/cycleway would be adjacent to the south western boundary of the site (See Attachment 1 for a site plan showing the location of the walkway adjoining the south western boundary and Attachment 10 for two photographs taken adjoining the

boundary, the first looking south along the boundary and the second looking north over the application site to the Moutere Estuary).

As part of the further information request staff from the Community Services Department reiterated their desire for a walk/cycleway link and indicated that they did not consider that the reasons given in the application for not providing a walk/cycleway link were sufficient to reconsider their view. The reasons for this were outlined and are summarised below.

- The south western boundary is centrally located between the existing State Highway 60 and the proposed future Ruby Bay bypass. As such it would provide a well placed, centrally located, off road link between Horton and Williams Road which will fit into a larger picture of walk/cycleways, and formed and legal roads within the wider Rural 3 zone.
- The boundary is located to the rear and south of the future dwellings thereby minimising effects on privacy.
- For much of its length the walk/cycleway would be located on the steeper less versatile land reducing the impact of a walk/cycleway on the flatter more versatile and productive areas of the property.
- For much of its length the walk/cycleway would be separated from the proposed vineyard by either driveways or the proposed rural residential allotments, this would minimise cross boundary effects and again reduce the amount of productive land lost as a result of the creation of a walk/cycleway.
- This location would provide the walk/cycleway with the highest level of amenity as it is elevated for much of its length and provides views over the surrounding rural areas and is located well away from busy arterial roads.
- The reserves officer considered that the topography was sufficiently gentle to enable the formation of a straight 1.5 metre wide gravel walk/cycleway within a 5 metre wide easement along most of the length of the boundary. There were two locations where the gradient was marginally too steep to form a straight path, in the first location a meandering path could be formed within the easement and in the second location the placement of a small culvert over a drainage channel would mitigate the effects of a slightly steeper grade.
- The reserves officer indicated that signage could be placed at the road ends which would alert any users of the walk/cycleway to the horticultural activities. He confirmed that this had been undertaken in other locations in the district where walk/cycleways adjoin horticultural activities including vineyards. He also confirmed that these existing walk/cycleways function well on a day to day basis in many areas and that if need be fencing and planting can be undertaken in places to provide some mitigation and to provide added privacy for adjoining landowners.

SUGGESTED ALTERNATIVE LOCATION

The applicant's consultant suggested that his client may agree to a walk/cycleway easement along the north eastern boundary of the property adjoining SH 60 as they considered that this location would have the least impact on the proposed development. However, for the reasons listed below this was not considered to have any additional benefits over and above providing a footpath adjoining State Highway 60 and was not considered to be practical or desirable for the following reasons;

- The walk/cycleway would be located on the most versatile, flat, highly productive land and would have the greatest impact on its use. In response to this it was suggested that a walk/cycleway easement could be incorporated within the headland area of the working vineyard. This is considered to be unpractical for day to day vineyard activities and users of the walk/cycleway for access, amenity and safety reasons as the entire length of the walkway would be impacted by activities not only a small portion would be the case if the walk/cycleway was located adjoining the south western boundary.
- The walk/cycleway would have to cross the two access ways to the site which, given the future rural industrial and rural residential use of the site, would mean that significant volumes of traffic would be using these accesses, with consequent conflict with walk/cycleway users.
- The walk/cycleway would adjoin an existing formed legal road which, to a large degree, would defeat its purpose.
- The site would have a very low level of amenity due to the proximity of the adjoining road and does not provide a useful quiet off road walk/cycle link between the existing and future state highways and Horton and Williams Road.

GUIDANCE DOCUMENTS

Apart from the objectives and policies in the Tasman Resource Management Plan (which are covered in the subdivision officer's report), there are a number of other pieces of legislation and strategies which provide guidance to Council with respect to the provision and support of public access, walking and cycling.

NATIONAL POLICY

New Zealand Transport Strategy

The New Zealand Transport Strategy sets out the government's vision for transport.

The objectives of the New Zealand Transport Strategy include:

- assist economic development;
- assist safety and personal security;
- improve access and mobility;
- protect and promote public health; and
- ensure environmental sustainability.

New Zealand Land Transport Management Act

The Act envisages an integrated long-term approach for land transport funding and management, with more emphasis on social and environmental needs.

Land Transport Act

The Land Transport Act requires Council to develop and implement a Regional Land Transport Strategy (RLTS). Councils RLTS identifies the land transport needs of the region and provides Council with a set of policies and 'means of achievement' for meeting needs.

The RLTS identifies the land transport needs of the region and provides a range of policies and means of achieving those needs.

The Tasman Walking and Cycling Strategy is one method of achieving the land transport needs of the region.

TASMAN WALKING AND CYCLING STRATEGY

The walking and cycling strategy summarised below reflects the broader New Zealand Transport Strategy:

The document provides a framework for developing and implementing a range of cycling and walking related initiatives including cycle lanes, walking facilities, promotion and education.

The strategy responds to community needs identified through consultation with stakeholder groups and members of the public. The broad community needs identified are:

- improved safety;
- demand for pedestrian and cycling facilities to link schools with residential centres;
- demand for safe cycling facilities on high-speed arterial roads linking urban centres;
- improved access to establish recreational cycling and walking facilities;
- improving engineering design;
- improving access to cycle and pedestrian facilities that support an increase in cycling or walking.

The vision of the Strategy is to progress Tasman District towards being a safe and enjoyable place to walk and cycle

The objectives of the Strategy are to:

- increase the percentage of people who cycle or walk to work as well as those who cycle recreationally and increase the number of children walking and cycling to school

This includes increasing the percentage of people who choose to cycle or walk and increasing the provision of walkways and cycle facilities

- reduce the number of injuries involving pedestrians and cyclists;
- increase the understanding and response to the identified needs of cyclists and pedestrians

This includes ensuring that new road construction, reconstruction and maintenance are undertaken in way that enhance cycling and walking

The initiatives to improve cycling and walking include education, encouragement, engineering and enforcement initiatives such as:

- ongoing development of recreational walkways and cycle facilities and improvement of recreational opportunities;
- promoting land use planning and urban design that complements the use of cycling and walking as a viable option for commuters;
- encourage cycle tourism;
- networking walkways and cycle facilities in new subdivisions

This includes Council encouraging developers/subdividers to provide cycling and walking facilities for both amenity and connectivity. From an amenity perspective this is to provide a pleasant and safe place to walk and cycle thereby providing an alternative off road route. The connectivity aspect is to ensure that linkages are provided between road networks as well as other public areas and facilities such as reserves, car parks, swimming pools etc thereby providing an alternative and possibly more direct route. By providing attractive and ideally more direct routes, other forms of transport [will] be encouraged.

- Identifying and implementing Safe Routes To School (SRTS). Examples of potential engineering solutions may include road crossing, off-road footpaths or cycle facilities, etc

It is noted that identifying and implementing a SRTS for the two Tasman area schools has not been undertaken due to the inadequacy of existing safe routes for children.

The Strategy highlights the benefits of walking and cycling including:

- helping to create a sense of community and increasing social interaction and providing access to public and private facilities;
- improving health and well-being;
- providing sustainable transport;
- reducing air pollution, road maintenance, energy consumption and the need for additional parking;
- economic benefits through reduced vehicle usage, reliability of travel time, and the cost of cycling and walking infrastructure is cheaper than for motor vehicles.

Other National Policies

There are a number of national policy papers, all of which encourage increased provision and use of walkway and cycle facilities. These include the Road Safety 2010 Strategy, Energy Efficiency and Conservation Strategy and the Healthy Action and Healthy Eating Strategy.

CYCLING AND WALKING IN THE TASMAN DISTRICT

There are three main user groups using cycling and walking facilities in the Tasman District;

- Commuters – those who use cycling or walking as a means to access places of employment, schools, services, shops and other people;
- Recreational users – those who cycle or walk for exercise, leisure, sport or as a hobby;
- Domestic and international tourists – those who use cycling or walking as a means of travelling around Tasman District for tourism purposes.

Suppressed demand

Suppressed or latent demand results from people not willing to cycle or walk on the basis of the existing services provided. When services are provided the demand for cycling and walking increases.

Suppressed demand can be influenced or improved by factors such as perceptions of safety, pleasantness of cycling/walking facilities, and directness of route. Upgrading facilities improves the desirability of cycling and walking. Promotion of walking and cycling activities in Tasman District cannot be completed without having a clear understanding of the suppressed demand for services. Council has undertaken three investigations of key user groups to identify the suppressed demand for cycling and walking facilities in Tasman District.

Consultation with user groups indicated that existing patterns of cycle/pedestrian use were endorsed in so far as they are confined primarily to urban areas. Responses from certain sectors (particularly in Golden Bay) indicated that there is a demand for improved cycle facilities in the rural areas linking urban centres to outlying areas.

An internet demand survey indicated that 71% of respondents said that they would cycle or walk more if facilities were improved. Participants were also invited to add comments on specific services and facilities they would like to see Council provide. The most common facility requested included cycling and walking links between smaller urban settlements linked by arterial roads that currently are unsuitable for cycling, walking, links to existing and new recreational resources, specific off road pedestrian facilities linking residential areas to schools, particularly where children have to walk down high volume or high speed roads.

EXISTING WALK/CYCLE WAYS WITHIN THE RURAL 3 ZONE

Council is progressively developing a network of walk/cycleways within the wider Rural 3 zone (Attachment 1 – Shows the extent of the Rural 3 zone). The network is, and will continue to be developed in the future, by existing formed and unformed legal roads, existing reserves and walk/ cycleways.

Council's objective within the Rural 3 zone is to where possible link SH 60 with the inland highway and link all roads running perpendicular to the two. The development of walk/cycle ways within the area is consistent with both national and local governments objectives to promote alternative methods of transport, improve pedestrian safety, provide pedestrian and cycling facilities to link schools with residential areas, improve access to established recreational cycling and walking facilities and improve access to cycle and pedestrian facilities that support an increase in cycling or walking. The development of this walk/cycle network within the Rural 3 zone is also consistent with the vision, objectives and initiatives in the Tasman Walking and Cycling Strategy.

Identifying and implementing a Safe Routes To School (SRTS) programme for the Tasman area is not able to be developed at present. The Tasman District Council Road Safety Co-ordinator has confirmed that this is partly due to the inadequacy of existing safe routes for children. The proposed walk/cycle link and links in future subdivisions in the vicinity of Tasman will enable the future development of a safe route to school for school children within the developing catchments of the two Tasman schools (Attachment 8 and 9 shows the proximity of the application site to the closest school).

Where the Community Services Department has indicated a desire to provide these links public access easements have been created in all Rural 3 subdivisions granted to date. They include subdivisions at Research Orchard Road (Attachment 2 – reserves providing walk/cycle access from SH 60 to and adjoining the Waimea Estuary) , the CBH subdivision (Attachment 3 - walkways have been created linking SH 60 with the inland highway and with Maisey Road), Forest Park subdivision at Stringer Road (Attachment 4 – walkways link from the adjoining CHH land to the south and ultimately with the road extension from the Galeo subdivision, through the application site to Stringer Road and to the adjoining CHH land to the north) and Ruby Bay Developments at Awa Awa Road (Attachment 5 – walk/cycle links from Awa Awa Road to Horton Road and ultimately from the road within the subdivision to Mamaku Road). The most recent Rural 3 application also shows the beginning of a walkway connection from a new road off Old Coach Road to Harley Road (Attachment 6).

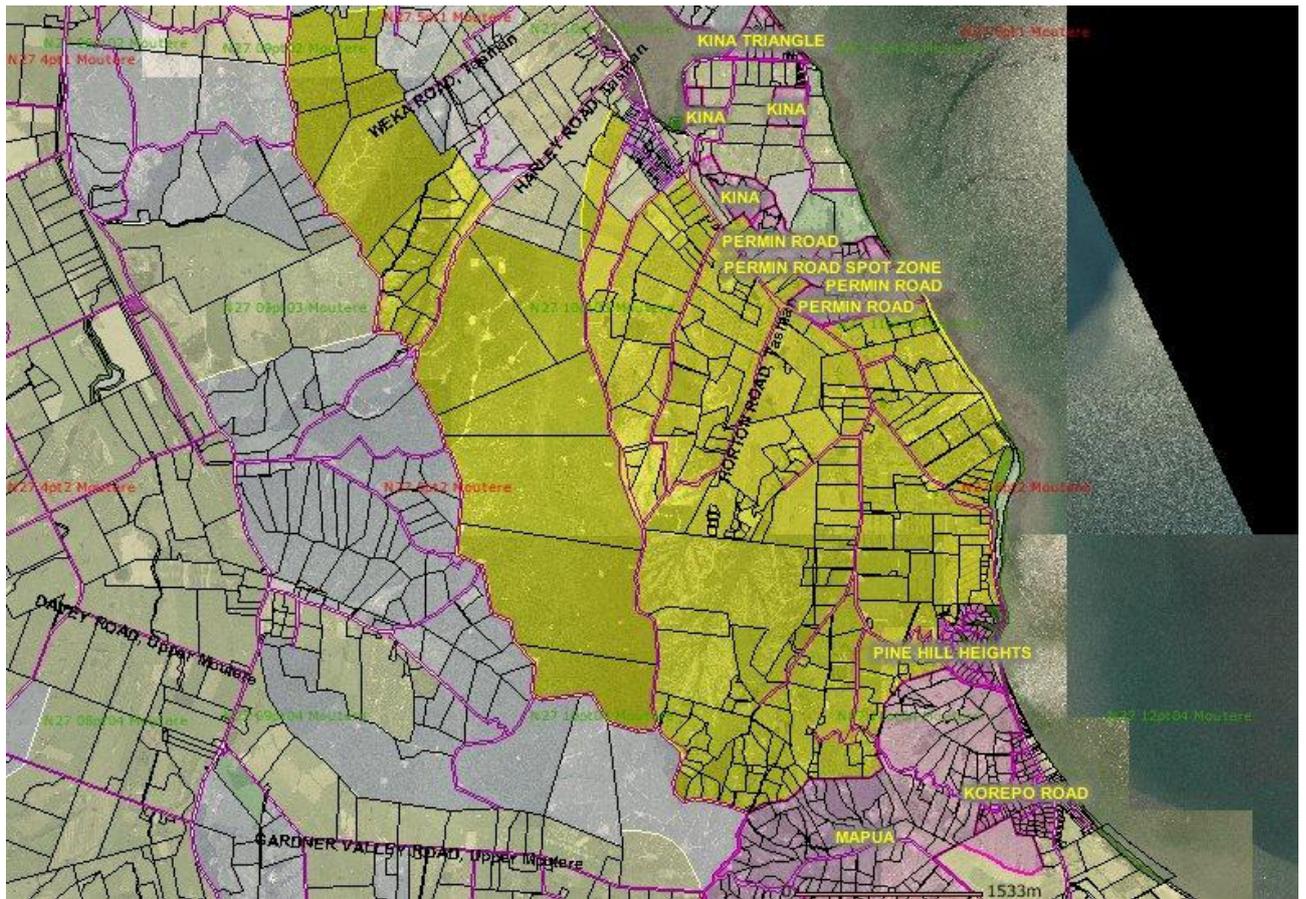
The Community Services Department supports the creation of a public access easement adjoining the south western boundary of proposed lots 6, 7, 8, 9 and 11 to provide a walk/cycle link from Horton to Williams Road as shown on Plan A attached.

The walkway/cycleway shall have a formation width of 1.5 metres within a 5 metre wide public access easement (except for a small area to the south east of proposed lot 7 where the easement width will need to be widened slightly to accommodate a walkway which will comply with the NZ Standard). The formation of the walk/ cycleway shall be undertaken in accordance with the TDC Engineering Standards and the New Zealand Walkway Standard SNZ HB 8630:2004 as part of the development works. The costs of formation may be

credited against the reserve fund contributions (subject to a quote acceptable to Council).

Rosalind Squire
Community Services

Attachment 1 – Rural 3 Zone

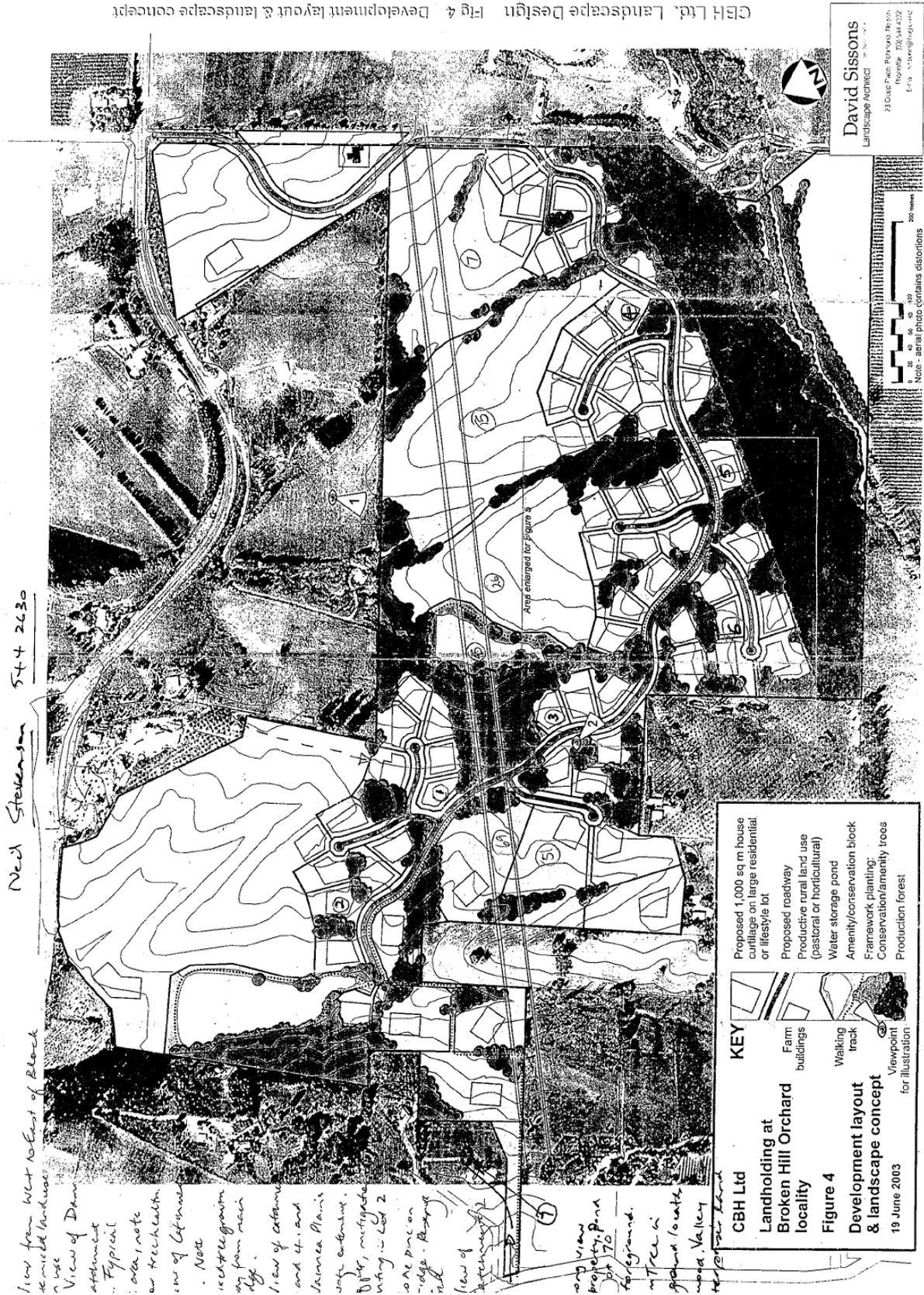


Position of Sebastien Vineyard site with respect to Ruby Bay Developments site



Attachment 2 – Research Orchard Road





Walkway/Cycleways – CBH

Walkways shall be constructed as shown on the David Sissons CBH Ltd Landscape Design Fig 4 Development Layout and Landscape concept dated 19 June 2003.

Walkways shall have a legal easement width of 4 metres (except where the walkway is part of road reserve) and be formed with a chip sealed (minimum) surface 1.4 metres wide prior to the application for the Section 224(c) certificate for each stage, except for the walkway in Lot 2, which will not need to be formed until Stage 4 when the Lot 22 reserve title is created.

A walkway from the Lot 22 reserve shall be formed down to the Redwood Valley Stream, then following the stream as shown on the David Sissons Plan and continuing up the paper road that adjoins Lot 2 to join up with the access road opposite Lot 5.

Walkway gradient shall not exceed 1-in-5.5 unless approved by Council's Community Services Manager.

Note:

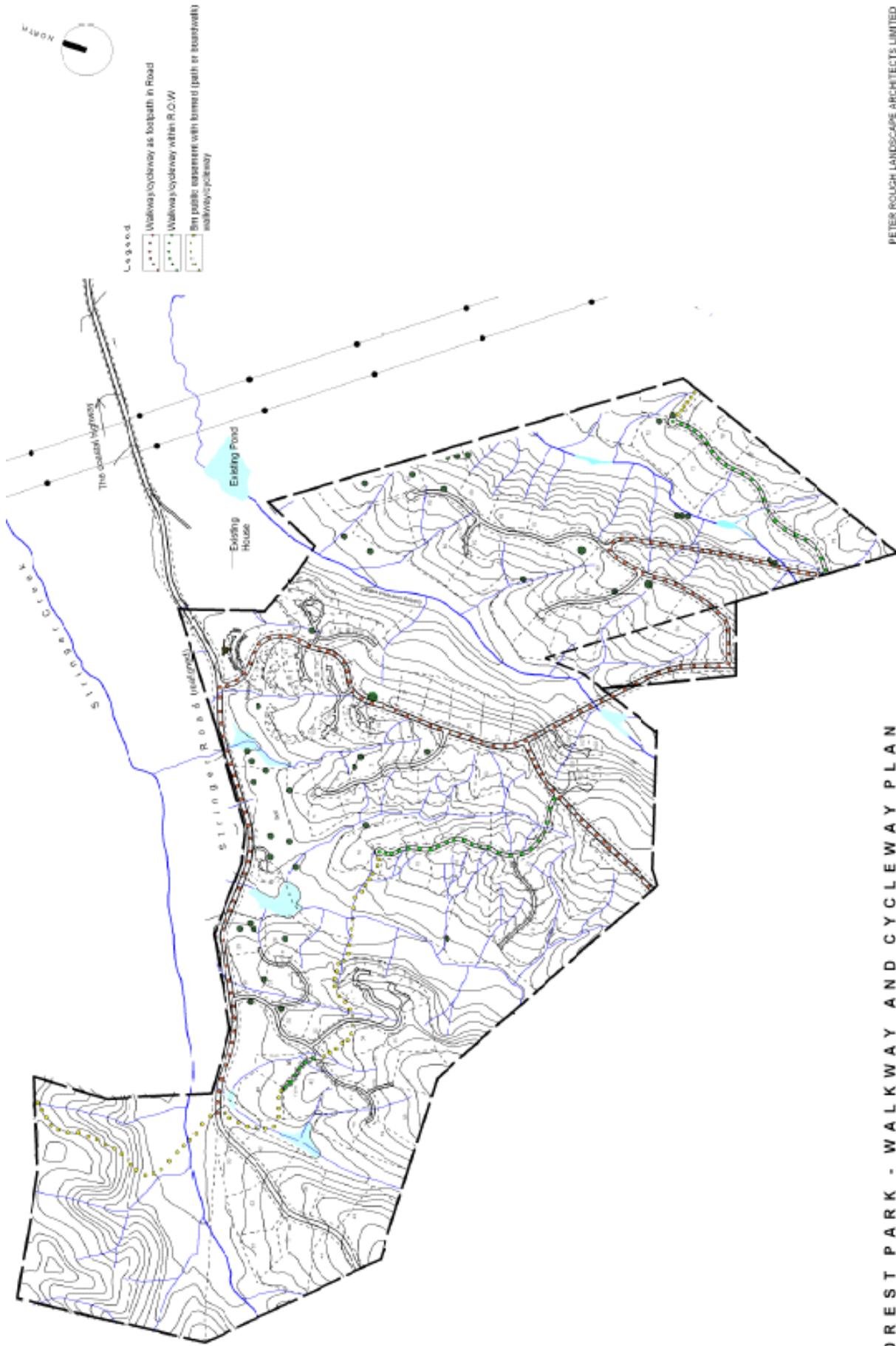
The costs of formation will be credited against the reserve fund contributions (subject to a quote acceptable to Council).

A private walkway easement shall be granted over proposed Lot 45 in favour of Pt Section 183 (the property owned by S & J Eden).

Note:

The purpose of this easement is to provide legal pedestrian access from the Eden property to the proposed walkway easement.

Attachment 4 – Forest Park



FOREST PARK - WALKWAY AND CYCLEWAY PLAN

PETER ROUGH LANDSCAPE ARCHITECTS LIMITED
 APRIL 2007
 1:600 @ A3



Walkway/Cycleways – Forest Park

(a) Public dual walkway/cycleway linkages in the locations shown on the Walkway Plan prepared by Peter Rough Landscape Architects Ltd, dated April 2007 and attached to this consent as **Plan I RM060737** shall be provided and maintained for a period of time approved by Council's Reserves Manager, linking the site to Bronte Road via Pt Lot 2 DP 767 and also providing for a linkage to the south via proposed Lot 211.

(b) The abovementioned walkway/cycleways shall include:

(i) A walkway/cycleway adjoining the north eastern boundary of proposed Lot 75 to provide a walkway link from the adjoining property owned by CHH (and ultimately to the Galeo subdivision to the south east) to Right-of-Way AC;

(ii) A walkway/cycleway off Right-of-Way L through the subdivision to ROAD 3;

Advice Note:

This will provide an off road option for cyclists and walkers through the subdivision.

(iii) A walkway/cycleway from ROAD 3 to Bronte Road West.

Advice Note:

This will provide a walkway off ROAD 3, across the valley floor at the toe of the spur up through the gully along its western flank linking to Bronte Road West. The issue of the protection of the regenerating native vegetation in the gully was raised and it is noted that the application states that the site will be protected and ultimately returned to a mature native forest.

(c) All walkway/cycleways shall have formation widths of 1.5 metres within 5 metre wide public access easements. The formation of the walkway/ cycleways shall be undertaken in accordance with the TDC Engineering Standards and the walkway standard SNZ HB 8630:2004 as part of the development works and completed prior to the application for the Section 224(c) certificate for each stage/sub stage.

Advice Note:

The costs of formation may be credited against the reserve fund contributions subject to a quote acceptable to Council).

(d) Right of way AB and AC shall provide for public access in addition to rights of way for road users;

(e) Roads 1, 2, 3, 4, 5 and 6 shall contain walkway/cycleways within the road reserve with a formation width of 1.5 metres.

(f) The gradient of each walkway shall not exceed 1 in 5.5 unless approved by Council's Community Services Manager.

Advice Note:

The costs of formation will be credited against the reserve fund contributions (subject to a quote acceptable to Council).

Walkway/Cycleways – Ruby Bay Developments

9.14 Walkway/Cycleways

- (a) Public and residents association dual walkway/cycleway linkages as shown on the Walkway Plan prepared by Cato Bolam Consultants Job N0: 25548 S11 dated May 2007 and attached to this consent as Plan F RM070416 shall be constructed during the relevant stage of the subdivision.
- (b) The abovementioned walkway/cycleways shall include public walkway/cycleways, which shall be covered by a 5 metre wide easement in gross to Tasman District Council for walkway/cycleway purposes. The public walkway easements shall follow the route shown by the black dashed line on the Plan F RM070416. The public walkway easement shall extend to the boundary with Lot 4 DP 2172.
- (c) All walkway/cycleways shall have formation widths of 1.5 metres within 5 metre wide access easements. The formation of the walkway/ cycleways shall be undertaken in accordance with the TDC Engineering Standards and the walkway standard SNZ HB 8630:2004 as part of the development works and completed prior to the application for the Section 224(c) certificate for each stage.

Advice Note:

The costs of formation for the public walkway/cycleways as required in 11 (b) above may be credited against the reserve fund contributions (subject to a quote acceptable to Council's Community Services Manager)).

- (d) Road 600, 602, 604 and 605 shall contain a walkway/cycleway within the road reserve with a formation width of 1.5 metres.
- (e) The gradient of each walkway shall not exceed 1 in 5.5 unless approved by Council's Community Services Manager.

Attachment 6 – Harley Road Application

Attachment 7 – Location of walkway – Sebastien Vineyard

Attachment 8 - Proposed development and walkway in the context of surrounding development and Tasman Christian School





Attachment 10 – Proposed walkway site adjoining the south western boundary of the property





Attachment 11 – Alternative site suggested by applicant

