PART 1: INTRODUCTION

Nelson City Council is undertaking a long term land use planning exercise (Nelson Urban Growth Strategy 04), which aims to provide a planning path for future growth. Council is seeking community feedback on this strategy, and has prepared this consultation document which sets out the various growth options. We welcome your feedback on these options, and encourage you to become involved in this process. As the Strategy will become the Master Plan for Nelson into the future, it is important we hear your views.

Submissions will be accepted on this document and the growth options <u>up until May 13th 2005</u>. Please use the submission form included with this document or available from Council's reception, or alternatively you can put down your ideas and comments on a separate sheet. If you have queries on the Strategy process or this document, you can contact the project coordinators (Karmyn Lyons or Tony Quickfall) in the following ways:

Phone: 546 0200

Fax: 546 0239

Email: karmyn.lyons@ncc.govt.nz

PROCESS

The Nelson Urban Growth strategy is only an options document. The options being considered are contained in this document with summary comments. No changes to the current zoning occur yet. Before any changes are seen on the ground the process will include broadly:

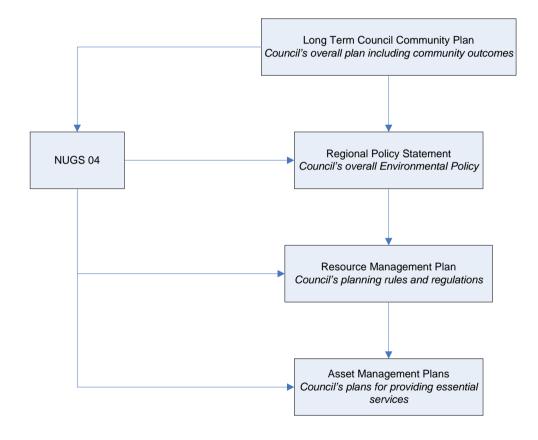
- Consultation on the vision, principles and options is the vision right, are there other options, which ones do people prefer and why?
- Decisions by NCC Council will summarise and consider all comments received and decide which option or combination of options to progress with –
 this may require more in depth consultation with landowners and investigations.
- Preparation of Plan Changes the preferred option(s) will be implemented via several NCC functions¹ (e.g. Asset Management Plans, Long Term Community Plan and Resource Management Plan). Any changes to the Resource Management Plan will follow a public process with opportunity for the public to submit comments, present their comments, and appeal Council decisions if they are still not satisfied with the outcome.
- Implementation use of structure plans and other tools under the Resource Management Plan to guide development towards the achievement of the vision and principles.

¹ See flow chart over page



The timing of this process is such that Council expects to make decisions on preferred option(s) during 2005. Implementing NUGS is anticipated to begin in 2006 with the first of a series of plan changes. Given that the strategy has a 50 year planning horizon, successive plan changes are anticipated to give effect to NUGS.

Flow Chart of Nelson City Council's Main Planning Documents







WHY A GROWTH STRATEGY?

Anyone living in Nelson during the last 4 years will be well aware of the changing face of Nelson. High demand for housing and new subdivisions has meant that the Council is having to take a long term approach to planning for the future needs of Nelson's residents. The Nelson Urban Growth Strategy 2004 (NUGS 04) is Nelson City Council's response to growth pressures. NUGS 04² will provide a long term planning framework for future growth in the Nelson area into the next 20 and 50 years. The Strategy covers the entire Nelson district, extending from the Rai Saddle to Champion Road (see Figure 1). Although this is a Strategy for Nelson, it also takes into account growth in Richmond and the cross boundary issues between Richmond and Nelson³. Given the close interrelationship between Richmond and Nelson, it is essential to take a coordinated regional planning approach in responding to the growth issues.

The project involves a review of existing planning / infrastructure studies and information, an assessment of land demand and supply, projections on growth and options for addressing it. The findings and responses from consultation will be combined into a single strategy which recommends a future form and function for the city's urban areas.

This consultation document (Stage Two) summarises the options for urban growth as a basis for consultation with the Nelson community. A report (Stage One⁴) has already been completed which describes the growth trends, projections, issues and constraints associated with accommodating growth. This is available on-line at www.nelsoncitycouncil.co.nz. Key points from Stage One are outlined in the following sections.

For example similar principles for planning have been adopted for Richmond (see Vision and Principles)
 This report is available for reference – NELSON URBAN GROWTH STRATEGY – Stage One Report (Draft) July 2004



² From NCC Environment Policy Department Professional Services Contract for 2004 Nelson Urban Growth Strategy, 10 March 2004.

WHAT WE KNOW SO FAR

Findings from Stage One of NUGS 04⁵ have been:

- The population of Nelson at 2001 was 41,571⁶. Projected⁷ population is for between 47,600 (low growth) and 53,300 (high growth) by 2021. That is a potential increase of up to 11,729 people⁸ within the next 16 years.
- Projected population to 2051 is between 46,100 (low growth) to 61,300 (high growth). Note that under low growth there is a projected decline in population between 2021 and 2051.
- The city is expected to be one of the top four regions in New Zealand (Auckland, BOP, Tasman, Nelson) experiencing growth over the next few decades Nelson can expect in-migration to continue.
- Historical trends suggest the higher growth rates will be more likely, driven primarily from migration the higher growth projections therefore form the basis of the growth options.
- Average household size in Nelson is 2.5 persons which is below the national average (2.7).
- Aging existing population plus in-migration of older age groups will encourage an older population than at present.
- Projected population requires an additional 4,700 houses/units/apartments to 2021 or 8,600 to 2051 many of these will need to suit smaller household sizes.
- Housing affordability is an ongoing issue as demand for land and houses is high.

⁸ That's a population bigger than Richmond as a comparison of the size



⁵ It is advisable that the report be referred to in full for details.

⁶ From 2001 census. The population at 2003 was estimated at 44,000 – an increase of 2429 people over 2-3 years – this would suggest at least the high growth rates that have been projected are the ones to follow.

⁷ Statistics New Zealand based on census results – last census in 2001

WHAT DOES THIS MEAN FOR GROWTH?

Given what we know, we can make the following projections with reasonable certainty.

- Approx⁹ 250 hectares is currently zoned for residential use (available), but not yet used.
- At 7.5 houses per hectare gross (allowing for roads and reserves) that equates to enough land for 1875 lots.
- At 230 lots per annum (as an average of last 5 year's building consents) there is enough existing residential land area for about 8 years growth.
- The current available land is well short of what we think we need to provide to 2021 and 2051.
- Given the shortfall, additional residential land will be required, or the existing urban area used more intensively¹⁰. At the current densities an additional 240 hectares of undeveloped ("greenfields") land will be needed to 2021. Higher density houses or infilling would mean less greenfields land was required.

OTHER LAND USES

With the growth of the population comes demand for additional industrial activities (workshops, manufacturing and processing), commercial activities (shops, offices and services), recreational areas (reserves, parks and walkways), community facilities (halls, schools, libraries, medical centres), and infrastructure to service the new activities (roads, transport links, water, sewerage, stormwater).

NUGS 04 has identified that in the next 20 years:

- There will be a need for between 50 and 80 hectares of new industrial land needed at the current ratio of industrial land to residential land (as a comparison Nelson's existing town centre is about 50 hectares in area). This requires a regional planning approach which takes into account the needs of both Tasman District Council and Nelson City Council.
- Smaller service industry (like panel beaters) should ideally locate within the existing urban area, whereas the bigger processing industries could locate in Tasman (around Richmond say), or Nelson.

¹⁰ If the density of development was varied so that there was a combination of closer together or joined up houses, like town houses, in some places which may suit people, then the amount of Greenfield [currently open] land required for development would be reduced. A combination of options is proposed



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⁹ Although a greater area of land is zoned for use much of it is constrained by steepness, landscape protection overlays and geotechnical issues.

- There is presently sufficient commercially zoned land within Nelson City for future needs (as there is at Richmond), but this will require some intensification of use in parts. Smaller centers that provide for day to day to needs (milk, bread), will need to be developed in new residential areas.
- Larger footprint retail activities (like The Warehouse) will <u>require a regional planning approach (TDC and NCC)</u> to determine the most appropriate location for these activities.

RESIDENTS' SURVEY

Each year, Council undertakes a comprehensive residents' survey of Nelson residents to assess how the city and district is progressing. The 2004 survey also asked specific questions about growth and development. Preliminary results¹¹ of the 2004 residents' survey showed that:

- 67% of residents are satisfied with the way Nelson is growing transport is identified as the number one issue
- 72% are satisfied with the existing housing choice, although high house prices are still of concern
- 49% support infill, while 36% oppose this form of development
- 49% also support Nelson growing out 37% are opposed
- 59% wanted a more planned and compact city 32% opposed this idea
- 26% wanted less controls on development 58% wanted more controls
- 50% supported some form of hill side development 22% wanted no development
- 51% wanted a tightening up of the development rules in the Resource Management Plan

In summary, Nelson residents told us their preferred growth direction for Nelson is:

- A more strategic and planned approach to growth
- A mix of infill and grow out, with emphasis on a compact city
- Tighter controls on development in general
- Some hillside development provided it is not too extensive

These survey results will be combined with feedback on the NUGS 04 consultation document to obtain an overall picture of how Nelsonians see their city and district growing.

¹¹ At the time of drafting the results have not been weighted. Some of the percentages may change slightly.



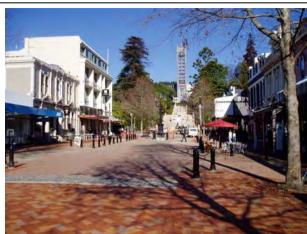
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PART 2: VISION & PRINCIPLES

An important part of NUGS 04 is to have a vision for what the community wants Nelson to be in the future. Rather than incrementally *responding* to growth, this strategy presents an opportunity to *direct* growth for the collective benefit of the region, and specifically for the people, businesses and environment of Nelson City and District.

To be useful the vision has to state a position and key outcomes sought, but should also be broad enough to allow a range of directions to be developed. It is intended that even if directions need to change over time (say because of a new solution to an issue, or an unforeseen opportunity), then the vision can be used to test that solution or opportunity and decide the appropriate course of action in that case.

At this stage, the vision is proposed as a starting point. With consideration by Nelson people, the vision can be adapted as appropriate. The suggested vision ¹² for NUGS 04 is:



Trafalgar Street – improving the built environment for Nelson people

VISION: Nelson City is vibrant and thriving with a high quality natural and built environment that provides pleasant, functional and sustainable living spaces for its diverse population and their different needs.

PRINCIPLES

The principles for NUGS 04 provide direction for the type of place Nelson is to be for the future and set some criteria by which the options for growth management can be tested. The principles relate to livability (eg what makes it a good place to live), and sustainability (eg that there is a good economic base, employment, supportive urban form etc that meets the needs of the present community but allows for the needs of the future), and good planning practice (eg recognizing long term objectives). In achieving the principles it is important to note that:

- The Council will not be the only player the principles will require other agency involvement (eg Transit NZ), landowner buy in, developer and industry input, and community support.
- Implementation methods will need to be tailored to suit and will require NCC support at Council staff and political levels.

¹² This has drawn on other NCC documents including annual plan.



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PRINCIPLES

1. Community Interest Principles

- Recognise the diversity in the community of Nelson both culturally and in respect of ages, gender and provide for the future needs of all
- Recognise the aspirations of landowners in the areas affected by growth, within and beyond the developed area, and
 over time
- Provide for achievement of principles in a planned way such that the incremental development of parts add up to good new areas of town
- Recognise the need to keep options for the future available so decisions made now do not prevent future generations
 from continuing to improve and provide for their needs

2. Building Form and Subdivision Principles

- Plan for development around nodes on transport corridor
- Provide choice range of household size and densities aim for 16dw/ha (dwellings per hectare) for medium density and 25dw/ha around centres to make efficient use of land
- Minimise space wastage by encouraging smaller houses to be joined, rather than leaving unused space around edges
- Clearly distinguish urban from rural
- Promote centres of employment and mixed uses
- Ensure neighbourhoods have a focal point or heart which is a 'people' place (urban villages)
- Avoid development of areas where there are hazards eg. instability or sea level rise threats
- Minimise dependence on non-renewable energy sources and build to take maximum advantage of Nelson's high solar energy

3. Streets and Movement Network Principles

- Provide multi-purpose streets that are safe and comfortable for use by walkers, cyclists, car drivers and other modes of transport
- Provide for walkability and cycling as healthy, sustainable and accessible ways of moving around Nelson
- Ensure streets are interconnected to assist with efficient movements, walk-ability and way finding
- Establish clear hierarchies in street design to direct through traffic to arterial roads (eg SH6), distributor roads, local traffic to collector roads and residential traffic to neighbourhood streets
- Ensure that the roading system provides adequately for the community's long term transport needs, recognising and accepting the topographical constraints





Orphanage Creek – a good example of integrated walking links; flood control; open space; and ecological enhancement.

4. Open Space & Ecology Principles

- Provide a linked network of open space that provides for alternative movement network for walkers, recreational use, and ecological corridors
- Provide for natural values and biodiversity both inland and on the coast
- Ensure that open space is safe, comfortable and accessible for public use
- Provide for formal and informal recreational needs sports and casual use
- Provide for definition to neighbourhoods by local parks and for Nelson as a city
- Maintain the open landscape at the edges of Nelson to define the urban/rural boundary

5. Identity and Character

- Recognise historic landscapes, buildings spaces and places
- Protect and enhance valued cultural landscapes
- Provide opportunities for distinctive features to be recognised and added
- Create locally appropriate and inspiring architecture, spaces and places



The identity of this place is strongly Nelson

6. Infrastructure Principles

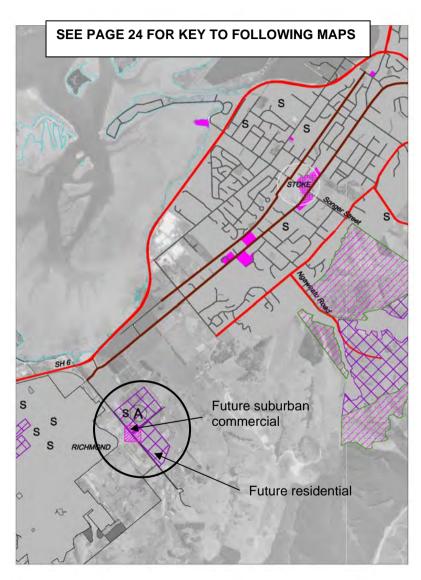
- Provide (and consolidate) water, sewer and stormwater services to an acceptable level of service throughout the urban area
- Minimise stormwater and over flow management by environmental design
- Provide a safe, functional and fully integrated movement network for cars, cyclists, freight, walkers and public transport



[INSERT MAIN MAPS ON A3]







OPTION A: South Nelson Residential

- Area of 27 hectares
- Potential for about 430 houses (at 16dw/ha)
- Currently Rural

This area has been identified also by the Richmond Development Study undertaken by TDC. The extent of this area available is limited by Saxton Field and the objective of maintaining a greenbelt between Richmond and Nelson City. Preliminary investigations indicate this area could be serviced by existing infrastructure easily.

The subject area, although in Nelson City is contiguous with Richmond and would primarily be serviced from there. It is an objective to encourage a smaller local centre within the area near the intersection of Champion Road and Hill Street to provide for local people's day to day needs.

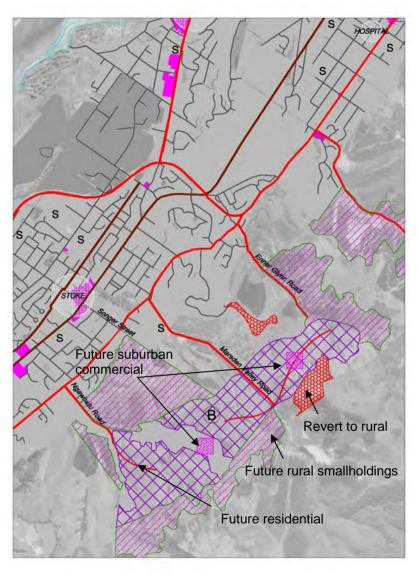
Advantages of Option A

- Between centres so makes employment, schooling, and facilities accessible.
- Easily serviced from Richmond
- Good aspect and views on gentle slope
- Adjacent to recreational opportunities of Saxton field.

Disadvantages of Option A

- Productive land will be used
- Limited capacity to accommodate growth it would not meet all growth needs
- Restricts any further extension of Saxton Field





OPTION B: Ngawhatu/Marsden Valley Heads

- Area of 190 hectares proposed Residential Zone
- Potential for about 3000 houses (at 16dw/ha).
- Currently Rural with some Residential zoning and remnants of Ngawhatu institution
- Area of 447 hectares proposed small holdings potential for between 200 houses (low density) to 450 houses (high density)

NUGS 04 has included a landscape assessment, as the landform is a key determinant of the capacity of the area to accommodate urban development¹³. That assessment has identified a wide valley at the heads of the Ngawhatu and Marsden Valleys where the land is gently sloping, which is connected back to the city by the valleys, has sun access, and which would enable the open tops between to be retained with low density development.

Given the scale of the area proposed there would be a local centre or centres with shops, employment, and open space to provide a local community "heart". Extended infrastructure services would be required, but this appears to be feasible.



The area would be connected by new road from the ends of the

Ngawhatu Road (if feasible), Marsden Valley Road and Enner Glynn. There is the potential for a recreational link from Enner Glynn to the Brook and into Maitai Valley. Small holdings are proposed where the ground is steeper. They also enable a potential for Open Space zonings to provide green belts or greenways to separate the new areas and to prevent a sprawl of new development.



¹³ Stage One report identifies that people value the quality of their landscape.



Photo above – looking up Ngawhatu Valley – the Option B area extends left.

Photo below – looking up Enner Glynn – the Option B area extends right



To implement the change of use in this large area a comprehensive structure plan would need to be prepared that addresses and integrates the spatial layout of all the components to ensure that subdivision and development meets the NUGS 04 principles.

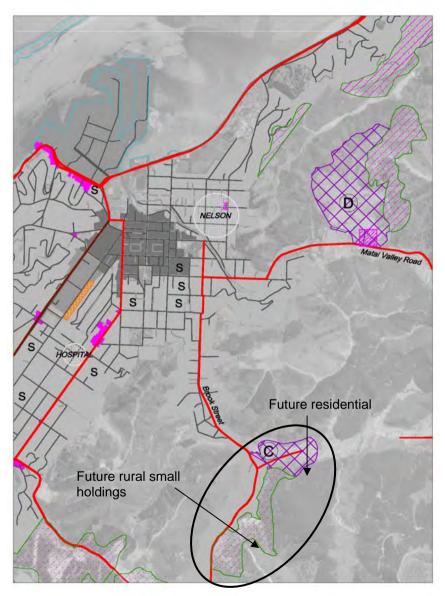
Advantages of Option B

- Close to existing urban area for access to goods and services, employment
- Large area to provide for demand (depending on density)
- Enables new development to create its own special identity
- Provides recreational and open space opportunities
- Serviceable from existing infrastructure networks and capacity

Disadvantages of Option B

- Uses Rural land that has some productive value
- Extends the existing urban area which will require commuting trips
- · Will add to traffic on valley roads
- Will change the visual landscape





OPTION C: The Brook

- Area 20 hectares proposed Residential Zone (320 houses at 16dw/ha)
- Area 37 hectares proposed Rural Small Holdings (18 holdings at 2ha)
- Currently zoned Rural

The Brook is a long valley with Residential zoned land along its length. At the point where the Brook Road turns south (about 500 metres from Robinson Road) there is an area of about 20 hectares with a sunny aspect and where the slope is amenable for residential development (Tantragee Saddle). A further 37 ha of north facing slope has potential for rural small holdings. This area is relatively close to the existing urban extent of the city and would require only minimal extensions to existing infrastructure.

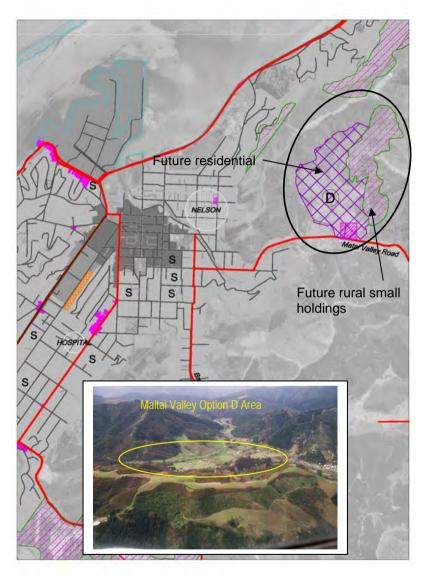
Advantages of Option C

- Area is close to the town centre (about 2.5km)
- Land has good aspect
- Small Holdings zone in upper valley provides for good house sites
- Servicing can be undertaken from existing infrastructure

Disadvantages of Option C

- Fault hazards are identified and erosion and sedimentation controls exist
- Limited contribution to projected land demand





OPTION D: Maitai Valley

- Area 73 hectares proposed Residential Zone (about 1160 houses at 16dw/ha)
- Area 42 hectares proposed Rural small holdings (21 Holdings at 2ha)
- Currently zoned Rural Small Holdings

The Maitai Valley is a well known feature of Nelson City and for most of its length it is open space or rural. In one section the valley floor opens and a Small Holdings zoning exists. Option D proposes this be changed to Residential to make a more efficient use of the land. With a larger number of houses a small centre would be provided for to give a focus to the area and a shop. This area would require an extension of existing services, with its close proximity making this feasible.

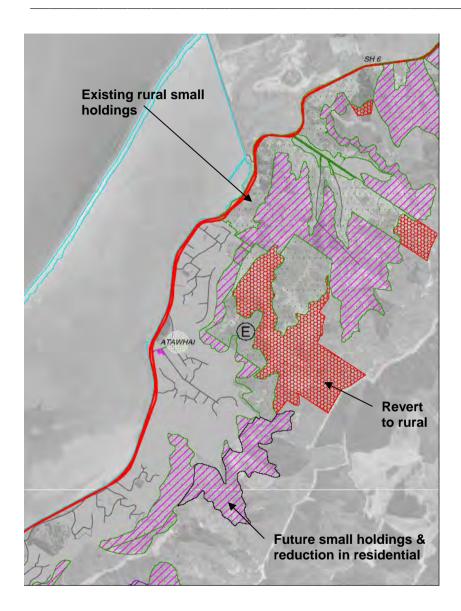
Advantages of Option D

- Good residential amenity sun, access to recreation
- Close to town centre (about 2km)
- Utilises land more efficiently
- Provides a good part of projected land demand
- Serviceable from existing infrastructure
- Opportunity for recreational links with Atawhai

Disadvantages of Option D

- Reduces Small Holdings options
- Adds traffic to Maitai Valley Road
- Increases commuting traffic
- Will change the character of the lower Maitai Valley





OPTION E: Atawhai

- Additional Area of 325 ha Rural Small Holdings
- Reduced Area of 55 ha Residential
- Additional 150 houses (at 0.5 dw/ha) on Rural Small Holdings
- Reduction of 880 houses (at 16dw/ha) on Residential

This area has been identified as having potential for intensification around the Atawhai inlet (Corder Park) where there is currently a shop and public open space. There is also a reduction in the area of Rural Small Holdings and Residential in some places and addition of Rural Small Holdings in other places to reflect the principle of landscape effects management. This principle is based around the desire to keep the higher slopes free of buildings and the attendant construction for access and building platforms.

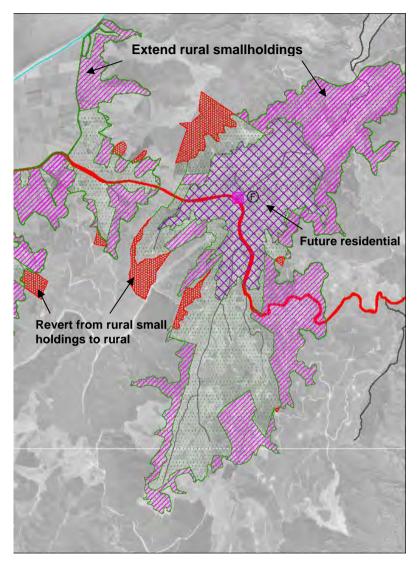
Advantages of Option E

- Well located for access along transport corridor to Nelson City
- Intensification adjacent public space for open outlook and recreation
- Support local amenity such as shop through higher level of use
- Intensification provides alternative housing type on less sloping land
- Reduction in potential effects on the landscape by changes to density on hill slopes

Disadvantages of Option E

- Reduces capacity of Residential area needing to be compensated elsewhere
- Landowners expectations of development potential affected





OPTION F: Hira Village & The Glen

- Area 415 hectares proposed Residential Zone
- Extended Rural Small Holdings Zone (additional 750ha)
- Potential for about 6600 residential houses (at 16dw/ha)
- Potential for about 375 small holdings (at 2ha per lot)
- Currently zoned Rural Small Holdings

Hira is a small rural settlement on the outskirts of Nelson where there are some limited local services including shop, church and school. Land in the area is zoned Rural Small Holdings. This option would require extensive new infrastructure services and a comprehensive structure plan.

Nelson City Council has investigated previously the proposal for residential development of the area through the 2002 Village Centre Study in 2002. Consultation on that study indicted that Hira residents did not desire residential development. However, growth demands and trends since 2002 mean that this option needs to be re-considered as part of the district-wide NUGS 04 as a potential longer term option (beyond 2021). With attention to the design and implementation of the development of the area Hira could become a village with its own cohesive commercial area, village green, recreational areas and linkages, employment base as well as residential areas. The extent of the Residential zoning shown on the NUGS 04 plan leaves a considerable area of Rural Small Holdings around it. Servicing to Hira would require an extension of water from the foot of Gentle Annie and sewer from Todds Valley, which is considered feasible. Access to the highway would require a new intersection design and it is desirable that public transport would link to Hira from the city if it was to grow as the land area proposed would allow.





Hira Basin viewed from the air looking west

As with Option B, a structure plan for the design and planning for Hira will be required to ensure integrated planning and to enable the NUGS 04 principles to be achieved.

Given that the Hira area is unlikely to be required for development (if the other options are taken up) until after 2021, some form of deferred zoning could be used to signal the longer term expectations for the area's use. This may require changes to the existing subdivision standards to preserve future land use options and avoid sporadic land fragmentation.

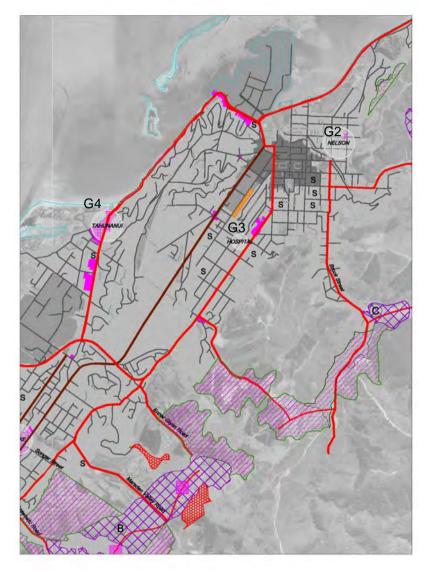
Advantages of Option F

- Good residential amenity sun, access to recreation
- Utilises land more efficiently
- Provides a large area that could meet future generations' needs as required
- On main transport corridor to Nelson City
- Opportunity to develop a comprehensively planned village with distinct identity
- Retains some Small Holdings as choice for living environment

Disadvantages of Option F

- Known concerns from existing residents
- Reduces Small Holdings options
- Separated from Nelson City so would increase commuting
- Requires services to be extended
- Would require deferred zoning and interim rules to prevent further land fragmentation



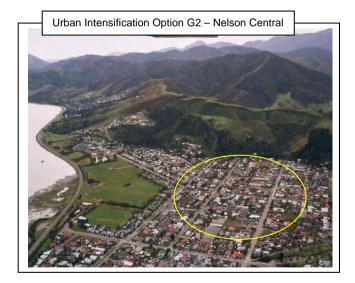


OPTION G: RESIDENTIAL INTENSIFICATION

NUGS 04 proposes several places within the existing Nelson urban area where the number of residents can be increased by the more intensive use of the land. This will require some renewal of the existing housing. In each case the intensification options are proposed in centres where there is immediate access to shops, commercial services, civic facilities and where there is public open space. All the centres are on main transport links. Increasing the number of people living close to centres will provide options for people wanting smaller houses, to walk to work or to get day to day needs met, and reduce the greenfield development required.

The options proposed for intensification are on main transport corridors and include:

- G1 Atawhai (refer to Map 1)
- G2 Nelson Central
- G3 Hospital
- G4 Tahunanui
- G5 Stoke (refer to Map 1)







These townhouses on Trafalgar Street are an example of higher density development close to the city centre.



These Wellington terrace houses are an example of one interpretation of intensification.

Implementing the intensification options will require NCC's active involvement. The process of identifying specific intensification areas, working with the landowners, and developing a basis for design that ensures high quality and appropriate public amenity will require public support for the effort that will be required. Because the land that is proposed to be intensified is currently developed, and obtaining sufficient land for a coordinated development will take some investment, consideration will need to be given to an appropriate process.

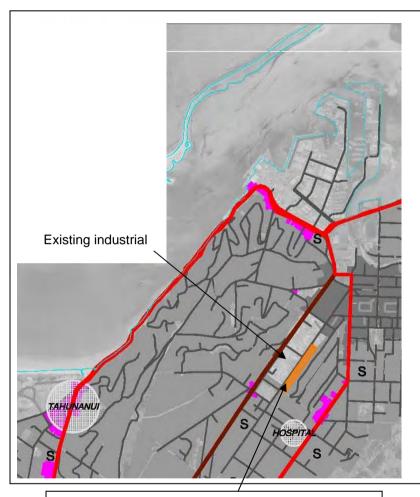
Advantages of Intensification Options G

- Uses existing urban footprint and existing infrastructure
- Enables wider choice of housing types for changing population makeup
- Provides better accessibility to facilities and shops, employment centres
- Enhances viability and vibrancy of centres by increasing population base
- Reduces travel by road by enhancing walking options
- Provides for renewal of housing stock with more energy efficient buildings
- Reduces need to extend into greenfields for development

Disadvantages of Intensification Options G

- Requires active intervention by Council and developer cooperation
- Existing housing and development needs to change
- Risk of poor housing quality if design and implementation is insufficient
- Public perception of density being negative





Industrial Option H1 – Vanguard St future industrial

OPTION H: INDUSTRIAL OPTIONS

The options for industrial growth within Nelson City are limited. Industrial uses favour flat land, need to be located in places where they generate no adverse effects for residential amenity and in places near transport corridors.

There is a sizeable area of projected demand for industrial land to provide for both local service needs as well as the bigger processing and other operations with a sizeable plant.

Given these limitations the industrial options are a combination of:

- H1 A small additional area on Vanguard Street on flat area up to Northesk Street for service industry (not generating air emissions/noise issues). Area of 2.5 hectares.
- H2 Rationalisation of the Tahunanui industrial area to make more use of the land currently large areas such as timber yards - where there is potential for more intensive uses. Area of approximately 10 hectares.
- H3 Coordination with TDC regarding development of new land in Richmond vicinity for industrial uses taking a regional planning approach.





Photo of Tahunanui Industrial Option H2 - potential to rationalise.

Advantages of the Industrial Options are:

- Located in the existing urban area of Nelson so does not extend infrastructure
- Makes more efficient use of existing industrial area
- Potentially could reduce air pollution if certain activities relocate out of Tahunanui
- Provides more service type industrial land close into the Nelson City area
- Applies a regional approach

Disadvantages of the Industrial Options are:

- Limited amount of provision for the projected demand for industrial land
- Requires industrial land to be found in alternative jurisdictions
- Potentially generates increased traffic through Nelson if land is south of the city

