Report No: 6881 File Ref: RM0100-06; RM0100-07 No. of attachments: 3

23 February 2006

The Chairman and Councillors Environment Committee

PRIVATE PLAN CHANGES P05/03 AND P05/04 - PROCESS

1. Reason for report

- 1.1. To decide how to process private plan changes P05/03 and P05/04 under the First Schedule to the Resource Management Act 1991 (RMA).
- 1.2. A decision is required at this meeting, to meet statutory timeframes under the RMA. Council advised the applicants on December 21, 2005 that it had received the further information requested for plan changes P05/03 and P05/04, and was satisfied that all required information had been provided.
- 1.3. Clause 25 of the First Schedule to the RMA provides for up to 30 working days for Council to make the decision sought at this meeting, i.e. to decide how to process the plan changes. Staff have, with agreement of the applicants, extended this timeframe in accordance with the RMA to the maximum permitted extension of 60 working days. The 60 working days statutory timeframe for making a decision on processing the two plan changes expires on 14 March, 2006. Deferral of this report to the next committee meeting in May would therefore exceed the statutory timeframes permitted under the RMA.

2. Background

2.1. Three private plan changes have been lodged with the Council for rezoning in the Stoke Foothills. These are summarised as follows, with the proposed plan text and maps shown in Attachments 1 & 2. Full copies are available in the Councillor's lounge.

Plan Change	Applicant	Area	Proposal	Status
P05/03	Stoke Valley Holdings	Ngawhatu Valley	Change residential low density zone to residential mixed with small suburban commercial zone	Further information requested and received
P05/04	Solitaire Investments	Head of the Ngawhatu Valley	Change rural zone to residential standard density with a small area of rural small holdings	Further information requested and received
P05/05	Solitaire No. 2 (Marsden Vly)	Ridge between Ngawhatu Valley and Marsden Valley	Change rural zone to mix of residential low density and rural small holdings	Further information requested – not yet received

2.2. Although lodged separately, these changes are all located on adjoining land. Further information is still pending for plan change P05/05.

2.3. Clause 25 of the First Schedule to the RMA provides several different options with respect to processing these changes. The full text of Clause 25 is appended in Attachment 3. The various options are discussed in more detail later in this report.

3. Consultation

- 3.1. This decision does not require any consultation with other parties. The public's opportunity to submit on these plan changes will occur if the Committee decides to accept the plan changes for notification.
- 3.2. There is an obligation on the applicants under Clause 3 of the First Schedule to consult with the following parties:
 - a) Minister for the Environment
 - b) Any other ministers who may be affected
 - c) Local authorities who may be affected
 - d) Tangata whenua of the area
 - e) Board of any foreshore and seabed reserve in the area.
- 3.3. The applicants have confirmed that they have consulted with statutory parties (a), (c) (being MfE and TDC) and (d) (being the NIRMAK Committee). Parties (b) and (e) do not apply in this case. As such the applicants have met the consultation requirements of Clause 3.
- 3.4. Discussions have also been held with the adjoining landowner in Marsden Valley (McLaughlin). Further details of this discussion will be presented in the report on plan change P05/05, expected to be presented at the next Committee meeting in May.

4. Funding

- 4.1 Council's funding policy provides for a 95% cost recovery of private plan changes from plan change applicants. Provision has been made in both this year's budget and the 2006/07 estimate for the 5% Council contribution.
- 4.2 If Council was to adopt these plan changes as its own, then it would normally incur 100% of the preparation and processing costs. However a cost sharing (public-private partnership) arrangement may be possible with the private developers if Council adopted the plan change as its own. This is discussed in more detail under "options".

5. Views and preferences of interested or affected persons

5.1. The applicants have been advised of the recommendations in this report, and concur. Views of affected parties will be considered through the statutory submission process.

6. Significance of Decision

6.1 This is not a significant decision for Council as it relates only to process, rather than the merits of the plan changes The merits of the plan change will be assessed through the officer recommendation and decision process.

7. Relevant Council policies

7.1 There are no Council policies relevant to this decision, which relates to a statutory RMA process. While a number of statutory and non-statutory documents (RPS, NRMP, NUGS) are relevant to the content of the plan changes, the decision required today is only a process decision.

8. Options

8.1 The RMA provides Council with a number of options for processing the request:

Ac	cept Options	Advantages	Disadvantages			
(1)	Adopt the plan changes as Council's own plan changes – Cl.25(2)(a) First Schedule	 (a) provides for better integration between the plan changes and Council asset management plans and other strategies and plans. (b) allows Council full discretion to modify the plan changes as it wishes (c) ensures that the style and approach of the word content of the changes meshes with the NRMP 	1 1 1 2 2 2 2 2 2 2 2 2 2 2 2 2 2 2 2 2	Council would be 100% financially responsible for all processing costs. These are estimated to be around \$15,000 to \$20,000 for the two plan changes, not including appeals. A private/public cost sharing partnership may be possible. At present, 95% recovery of all processing costs has been budgeted for in accordance with funding policy.		
			f a	Still required to notify within four months, so may not achieve better linkage with other Council processes (eg. NUGS, transport planning)		
			C	Brings the plan changes ahead of programmed Council-nitiated changes.		
(2)	Accept the plan changes, in whole or part, as private plan	(a) Council retains statutory authority to accept, reject or modify the plan changes through the public process, and makes decisions on the changes.		The two plan changes may not be as well integrated as if they were Council's own plan changes.		
	changes and prepare change in consultation with the person who made the request: Cl.25(2)(b) First Schedule	(b) applicants bear 95% of all processing costs		Council is responsible for any costs of appeals.		
		(c) the applicants are promoting private plan changes which will also contain some intrinsic public benefits e.g. improved walking connections, local shops, expanded living choices				
		(d) the applicants have indicated that this is their preference.				
		(e) some savings in staff time				
(3)	Deal with the plan changes as if they were applications for resource consent	(a) None		The scale and nature of plan changes mean the proposed rezoning is contrary to some of the objectives and policies of the plan. This is not a feasible option		

- 8.2 The RMA provides some tests against which to assess private plan change requests and which constitute grounds to reject the requests:
- 8.2.1 Reject on the grounds that they are frivolous or vexatious (Clause 25(4)(a) First Schedule):

Comment: Both plan changes have been professionally prepared by committed developers, and the changes are not considered to be frivolous or vexatious

8.2.2 Reject on the grounds that the plan changes have been considered by the Council or Environment Court within the last two years (Clause 25(4)(b) First Schedule):

Comment: The plan changes have not been considered previously by the Council or the Court.

8.2.3 Reject on the grounds that the request is not in accordance with sound resource management practice (Clause 25(4)(c) First Schedule):

Comment: Both plan changes are in accordance with sound resource management practice in that they provide a considered basis on which to provide for the sustainable management of natural and physical resources, and in a way and at a rate that meets the needs of the applicants.

8.2.4 Reject on the grounds that the plan changes would make the Regional Policy Statement or Resource Management Plan inconsistent with the purpose of the RMA (Clause 25(4)(d) First Schedule):

Comment: These plan changes would not make the RPS or NRMP inconsistent with the purpose of the RMA. The proposals include fitting the proposed land use zones within the existing NRMP zone framework.

8.2.5 Reject on the grounds that the Resource Management Plan has been operative (in part) for less than two years (Clause 25(4)(e) First Schedule:

Comment: The Environment Committee resolved at its meeting of February 7 2006 not to invoke this clause.

8.3 The analysis in 8.2 suggests that there are no grounds for rejecting the plan changes. This leaves two possible options:

Option 1: accept both plan change applications as Council's own (option 1)

Option 2: process both plan changes as private plan changes (option 2)

On balance, it is considered that Option 2 (process as private plan changes) offers the best outcome for the following reasons:

- i) All of Ngawhatu Valley is already zoned Residential. The Stoke Valley Holdings Plan Change (P05/03) represents a rationalisation of this zoning, rather than a significant re-zoning, and provides an efficient means of realising the applicant's intentions for the land.
- ii) Although linked with the Solitaire No. 2 (Marsden) plan change (P05/05), Ngawhatu Valley is a topographically distinct catchment from Marsden Valley. The links between the plan changes are limited to walkways and reserves, and there are no proposed roading links and Council does not see the need for roading links. Plan Changes P05/03 and P05/04 can therefore be processed separately from the Marsden plan change.

- Both plan changes are closely aligned with the NUGS growth option for this area. Furthermore, NUGS should be finalised prior to decisions being made on these plan changes. This will allow the plan changes to be amended, if that is necessary and if they are accepted, to align with NUGS.
- iv) There are only two landowners involved. They have to date demonstrated a collaborative and cooperative approach. This will significantly simplify processing.
- v) Processing these two plan changes as private plan changes means that Council will incur reduced processing costs.
- vi) Council will still have significant influence on the plan changes, in the submissions and hearings process. Council retains the task of deciding on whether to accept, reject or modify the plan changes as lodged.
- vii) The applicants have expressed a preference for processing these changes as private plan changes.
- viii) The plan changes will not disrupt the committed plan change/variation work programme.
- 8.4 Given this, it is recommended that plan changes P05/03 and P05/04 be accepted as private plan changes.

9. Delegations Register reference

- 9.1 87. Power to hear, consider and determine submissions on policy issues arising from the preparation, operation, change or review of the Nelson Resource Management Plan ...
 - 90. Power to set the priorities for the preparation or review of the NRMP under the RMA 1991, and to confirm for public notification and submission discussion documents, strategies, variations and plan changes First Schedule, RMA
 - 91. Power to determine procedural matters relating to the preparation, review, or changes to a plan or policy statement under the Resource Management Act, 1991.

10. Recommendation

<u>THAT</u> plan changes P05/03 (Stoke Valley Holdings) and P05/04 (Solitaire Investments) be accepted under Clause 25(2)(b) of the First Schedule to the Resource Management Act 1991, as private plan changes.

V R Altments

Chief Executive

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ATTACHMENT 1: Stoke Valley Holdings Ltd, Plan text and maps

ATTACHMENT 2: Solitaire Investments Ltd No. 1, Plan text and maps

ATTACHMENT 3

Copy of Clause 25 of the First Schedule to the RMA

- 25. <u>Local authority</u> to consider request
- (1) A <u>local authority</u> shall, within 30 <u>working days</u> of—
 - (a) Receiving a request under clause 21; or
 - (b) Receiving all required information or any report which was commissioned under clause 23; or
 - (c) Modifying the request under clause 24—

whichever is the latest, decide under which of subclauses (2), (3), and (4), or a combination of subclauses (2) and (4), the request shall be dealt with.

- (2) The local authority may either—
 - (a) Adopt the request, or part of the request, as if it were a proposed <u>policy statement</u> or <u>plan</u> made by the local authority itself and, if it does so,—
 - (i) The request must be notified in accordance with clause 5 of this Schedule within 4 months of the local authority adopting the request; and
 - (ii) The provisions of Part 1 of this Schedule must apply; and
 - (iii) The request has effect once publicly notified; or
 - (b) Accept the request, in whole or in part, and proceed to notify the request, or part of the request, under clause 26.
- (3) The local authority may decide to deal with the request as if it were an application for a resource consent and the provisions of Part 6 shall apply accordingly.
- (4) The local authority may reject the request in whole or in part, but only on the grounds that—
 - (a) The request or part of the request is frivolous or vexatious; or
 - (b) The substance of the request or part of the request has been considered and given effect to or rejected by the local authority or [[Environment Court]] within the last 2 years; or
 - (c) The request or part of the request is not in accordance with sound resource management practice; or
 - (d) The request or part of the request would make the policy statement or plan inconsistent with Part 5; or
 - (e) In the case of a proposed <u>change</u> to a policy statement or plan, the policy statement or plan has been <u>operative</u> for less than 2 years.
- (5) The local authority shall notify the <u>person</u> who made the request, within 10 working days, of its decision under this clause, and the reasons for that decision.

Nelson City Council
Resource Management Act 1991
Nelson Resource Management Plan

Proposed Plan Change for Ngawhatu Valley

Stoke Valley Holdings Ltd

Volume 1

Prepared By: Staig & Smith Ltd May 2005

Revised with further information - November 2005 & February 2006

INDEX

VOLUME 1	DESCRIPTION	PAGE NO
Part A	Plan Change - Application Form - Statutory Form Zoning Plan 1 - Overlays Plan 2 - Outline Development Plan Plan 3	i-xi
1.0	Introduction	1
2.0	Land Use and Planning History	2-7
3.0	Future Residential Growth and Development Within Nelson City	8-15
4.0	The Proposed Plan Change - Neighbourhood Information Plan 4 - Topographical/Contour Plan 5 - Combined Plan Changes Zoning Plan 6	16-27
5.0	Assessment of Effects on the Environment	28-35
6.0	District and Regional Plan Policy Considerations - Nelson Regional Policy Statement - Nelson Resource Management Plan - Nelson Urban Growth Study	36-49
7.0	Matters Under Clause 25(4) of the First Schedule	50-51
8.0	Section 32 Analysis	52-64
9.0	Consultation	65
Appendices I II III	Schedule E Stage I Resource Consent and Vegetation Plan Archaeological File Check – Confirmation	
VOLUME 2	DESCRIPTION	
Part B	Service Reports (Staig & Smith Limited) - Sewerage - Water	
Part C	Drainage Assessment (John McCartin)	
Part D	Geology and Hazard Report (Tonkin & Taylor Limited)	
Part E	Traffic Assessment (Traffic Design Report)	

REQUEST FOR A PLAN CHANGE TO THE NELSON RESOURCE MANAGEMENT PLAN

APPLICATION FORM

NELSON CITY COUNCIL

RESOURCE MANAGEMENT ACT 1991

REQUEST FOR A PLAN CHANGE TO NELSON RESOURCE MANAGEMENT PLAN

To: The Policy Planner
Nelson City Council
PO Box 645
Nelson

1. Applicant:

Stoke Valley Holdings Limited

2. **Proposed Plan Change:**

To delete from Stoke Valley Holdings Limited land the current Schedule E, and substitute standard residential zoning, with provision for high density residential zoning and suburban commercial zoning as detailed on Plan 1 and Plan 2 of the Plan Change Request and within the requested changes to Volume I, II and III of the Nelson Resource Management Plan set out within the "Statutory Form" of the Request. To substitute a new Schedule E to contain an Outline Development Plan as detailed on Plan 3.

3. Information Submitted:

A more detailed description of the Proposed Plan Change and its actual or potential effects on the environment is attached in Part A.

Other relevant reports and information are contained in Parts B to E.

(Signed by Stoke Valley Holdings Limited authorised agent)

Dated this 27th day of February 2006

Address for Service:

Staig & Smith Ltd PO Box 913 Nelson

Attn: Jackie McNae

Ph: (03) 548 4422 Fax: (03) 548 4427

Email: jackie@staigsmith.co.nz

STATUTORY FORM

EXPLANATION AND PURPOSE OF THE PLAN CHANGE REQUEST

This Plan Change Request proposes to re-zone an area of approximately 52ha of land located in Ngawhatu from an existing Residential zone, covered by a special schedule, as well as an area of Rural zoning, to largely be incorporated into the Standard Residential zone with provision for a high density Residential area within the zoning. In addition, an area is to be zoned for Suburban Commercial purposes. The legal description of the subject property is Lots 1 to 35, DP 353023.

The Purpose of the Plan Change is to provide for the sustainable use and development of the zoned Residential land resource at Ngawhatu. Sustainable use and development of this land needs to recognise the special attributes of the site related to the natural values and mature landscape on site. The creation of residential neighbourhoods integrated into the mature landscape setting does not, of necessity, require an overall low density residential development on the site, which is a requirement/restriction of the current zoning régime on the site, regulated by the current Schedule E within the Nelson Resource Management Plan (NRMP). The Purpose of the Plan Change Request is to remove this restriction/requirement while, at the same time, maintain the focus of the development concept insofar as it related to creation of neighbourhoods integrated into a mature landscape setting, recognising and appropriately managing the natural values on site. Schedule E in its current form is to be deleted, with a new Schedule E substituted which contains an Outline Development/Structure Plan to guide integrated and efficient servicing of all the land in this Ngawhatu area.

The proposed Plan Change Request seeks to integrate development within the site, recognising the special values noted above. At the same time, the Plan Change Request acknowledges the interrelationships and necessary integration for future residential development on the subject land, and that of the neighbouring property of Solitaire Investments Limited. For this reason, both the subject Plan Change Request and that of Solitaire Investments Limited are being lodged at the same time with the Council to demonstrate that the important inter-relationship and integration between the Plan Changes has been recognised. Beyond this acknowledgement the Plan Changes identify their own independent issues.

The following sets out the statutory amendments to the NRMP required as a result of this Plan Change Request.

AMENDMENTS TO THE NELSON RESOURCE MANAGEMENT PLAN

1.0 PLANNING MAPS

- 1.1 Amend Planning Maps 30, 33 and 34, Zoning Maps (right-hand side) in accordance with the attached Plan 1.
- 1.2 **Amend Planning Maps 30, 33 and 34, Overlay Maps** (left-hand side) in accordance with Plan 2 (attached).
- 1.3 **Delete the existing Plan from Schedule E and substitute Plan 3** (attached).

2.0 VOLUME I

2.1 Add to AD8.3:

- "zd) In respect of Ngawhatu Valley land (ie York Valley and Highland Valley ex Ngawhatu Hospital land), in addition to the above matters, the following matters are to be specifically addressed in any subdivision application:
 - Pedestrian linkages which over time allow connection into the Barnicoat Walkway, and provide connections between Open Space/Reserve areas, Residential neighbourhoods, and Commercial facilities, with specific reference to the Outline Development Plan contained in Schedule E.
 - Mechanisms for identification and protection of essential and individual tree specimens to be protected to maintain the landscape setting beyond those trees individually listed as heritage trees in the Plan".
- 2.2 Add to DO4.1 heritage values, additional method for Ngawhatu:
 - "DO4.1.1.vi At Ngawhatu Valley (ex Ngawhatu Hospital site) identification and protection of essential and significant trees beyond trees individually listed in the Plan".
- 2.3 Add new Policy DO4.1.10, renumber existing Policies DO4.1.10, DO4.1.11 and DO4.1.12 to DO4.1.11, DO4.1.12 and DO4.1.13 accordingly:
 - "DO4.1.10 Recognition of the role that the existing mature trees at Ngawhatu (ex Ngawhatu Hospital site) have on landscape and amenity character of the Valley".
- 2.4 Explanation and Reasons:
 - "DO4.1.10.i The historical use of the Ngawhatu Valleys (Highland and York Valley) has created a unique environment for residential development, where new housing can be sited within a mature landscape. In implementing this Policy, subdivision applications will need to include mechanisms to maintain the landscape setting".
- 2.5 Add to methods of DO4:
 - "DO4.1.12.xiv At Ngawhatu Valley (ex Ngawhatu Hospital site) identification and protection of essential and significant trees beyond trees individually listed in the Plan at the time of subdivision".
- 2.6 Add to Policy DO14.3.1(c) to read as follows:

"Pedestrian, cycle and amenity linkages, where useful links can be developed. In the Ngawhatu and Marsden Valley area, pedestrian linkages should provide connection

between York Valley and Highland Valley, through to the Barnicoat Range, and provide linkages between the Ngawhatu and Marsden Valley including between residential neighbourhoods, reserve areas and commercial areas to generally accord with the Outline Development Plan in Schedule E; and".

2.7 Add to Explanation and Reasons DO14.3.1(iv) an additional sentence as follows:

"Outline Development Plans are a further method to provide integration of road, walkway and cycleway linkages".

3.0 VOLUME 2

3.1 Delete REd.7 and replace with:

"The closure of health care services at Ngawhatu has provided the opportunity for use of the resources for residential purposes. Since the sale of the land, assessment of the value and use of the resources on site has confirmed that the majority of the buildings have negative value for residential development. The key attributes of the site focus on the landscape and special amenity values created on the site through location, shape of the valleys, aspect and the outstanding mature landscape setting. These attributes provide a unique opportunity for residential neighbourhoods at a range of densities to be developed within, and largely maintaining, a mature landscape setting which contributes to the high amenity values of the site".

- 3.2 Delete RE1.1.ii under Explanation and Reasons for Policy RE1.1.
- 3.3 Delete RE1.1.iv.
- 3.4 Amend RE1.2.iv under Explanation and Reasons for Policy RE1.2 to state:

"In the Ngawhatu Valley there is scope for a residential environment to be created, providing for a range of housing opportunities while ensuring the mature landscape setting is largely maintained".

- 3.5 Amend RE1.2.vii under Methods for Policy RE1.2:
 - "RE1.2.vii Development opportunities for Ngawhatu by way of high density residential and standard residential zoning. Controlled activity rules allowing for conversion of existing redundant buildings to apartments. Opportunities for using method RE1.2.v".
- 3.6 Delete reference to Ngawhatu under the Explanation and Reasons for Policy RE1.4. Words to be deleted:

"See RE3.7 for Ngawhatu Residential Area".

3.7 Add to RE3.3 methods:

"RE3.3.vii All the above methods apply in respect of Ngawhatu Valleys – Highland and York Valley".

3.8 Add to Policy RE3.7 Ngawhatu Residential Area:

"The landscape values of the Ngawhatu site should be maintained in providing for residential neighbourhoods in the area. Subdivision design, including roading layout, must give priority to significant tree protection, while ensuring road safety and efficiency is not compromised".

3.9 Add to Explanation and Reasons RE3.7.i:

"There will be occasions when roading layout and widths need to be adjusted to maintain significant vegetation. An example of this is near the entry to Ngawhatu Valley where the Local Purpose Reserve created on this stage of subdivision required a narrowing of the legal width of the road to ensure the protection of a mature avenue of specimen trees. Design layouts should seek to address vegetation protection while providing road safety and efficiency. The example noted, achieved this by separating the footpath from the road carriageway and placing the footpath behind the specimen trees within the Local Purpose Reserve rather than within the Road Reserve".

- 3.10 Delete Method RE3.7.iv.
- 3.11 Delete REr.22.2 wording and replace with:

"At Ngawhatu converting the existing buildings - Airdrie and Clovelly (including extending the buildings) into apartment buildings is a controlled activity if:

- a) the buildings are not increased in height
- b) any extension of the buildings largely maintains the external design integrity
- c) compliance with Parking provisions in Appendix 10.

Control reserved over:

- i) the design, location and appearance of any building extensions, any fencing, parking and access areas
- ii) the appearance of the external façade of the existing building.
- iii) landscaping and site treatment, including the retention of significant trees
- iv) provision of outdoor living courts.

In exercising the control reserved under this Rule, regard is to be had to Appendix 22 'Guidelines for Comprehensive Housing Development', to the extent that these are relevant, taking account of the fact that this Rule relates to existing buildings and extensions rather than erection of new buildings which fall to be considered under Rule REr22.3.

Resource Consent Applications will be considered without notification, or obtaining written approval of affected persons, under Section 94 of the Act".

3.12 Add paragraph to Explanation under REr22.5 after paragraph 3 as follows:

"Opportunity has been provided to convert two existing buildings at Ngawhatu known as Airdrie and Clovelly to apartment buildings if it proves technically and economically feasible. These buildings were part of an existing complex of buildings utilised for the delivery of Health services. Unlike most of the more institutional style buildings, the

architecture, appearance and location of these buildings offer some potential for conversion to apartments. The situation of these buildings is unique, as they are contained currently within a site which is largely undeveloped and largely in one ownership. Conversion of the buildings will have no impact on neighbours, as they do not exist in close proximity, and the location is not visible from public vantage points. A separate Rule for these buildings is required as the provisions under Rule REr22.3 envisage new buildings".

3.13 Re-word and add to REr23.5 and REr24.5 Explanation on Higher Density Areas the following:

"The Higher Density Area includes The Wood, an area of Ngawhatu adjacent to the Suburban Commercial Zone, and an area surrounding the Stoke Shopping Centre. The areas are flat, or of gentle contour, close to shops or zoning for commercial and other facilities".

3.14 Delete the current Schedule E Ngawhatu Residential Area and replace with the following Schedule:

"Schedule Sch.E	Residential Zone Ngawhatu Residential Area	
E.1	Application of the Schedule	

This Schedule applies to the Ngawhatu Residential area, including the site now known as Montebello (the ex-Ngawhatu Hospital Site), in the Highland and York Valleys, and the land surrounding these two Valleys which fall within the Ngawhatu Catchment, as shown on Planning Maps 30, 33, 34 and 54, and on the Adjacent Outline Development Plan in this Schedule. This Schedule is referred to under Rule REr.102 and REr.107, the subdivision rules/ assessment criteria and within Policies and Explanations.

E.2 General Rules

- i) The status of activities and subdivision standards are as set out in the Residential Zone Rule Table, the Suburban Commercial Zone Rule Table and the Rural Zone (as it applies to the High Density Small Holdings Area) Rule Table.
- ii) Development shall be controlled in accordance with i) above, provided that, in respect of subdivision development, infrastructure layout shall generally accord with the Outline Development Plan within this Schedule.

Note: For the purpose of interpretation of Rule E.2(ii), "generally accord" shall mean that the major road

network layout shall provide for connection between the separate landholdings covered by Schedule E, in the general locations shown. It is not intended that the positions are exact or can be identified by scaling from the Outline Development Plan. The term "generally in accordance" is to allow for flexibility in the exact location of the connection from one landholding to the other in Schedule E, depending on detailed analysis of the physical suitability of an alignment, other servicing implications and costing considerations. Compliance with the rule requires connections are provided for within the general location identified, and not restricted or prevented through the use of "spite strips" or other such methods which could lead to adjoining land within Schedule E becoming landlocked.

"Generally in accordance" in respect of the positioning of walkways on the Outline development Plan shall mean that clear pedestrian connections are provided between esplanade reserve areas and residential areas of Ngawhatu, between residential areas and the suburban commercial areas and clear connection through Ngawhatu residential areas up to the Barnicoat Range above the Ngawhatu properties covered by Schedule E. Compliance with the Outline Development Plan in respect of walkways requires the connections noted to be provided for on each stage of development. It is the connection that is required, the actual position of the route to achieve connection is flexible as the exact route will reflect detailed analysis of physical suitability, eg grade/stability, other servicing considerations and appropriate location in respect of residential development layout.

E.3 Discretionary Activities

Activities that contravene the general rule E.2(ii).

E.4 Assessment Criteria

a) Where connections for roading and walkways are not provided for on subdivision in accordance with the Outline Development Plan, the alternative access arrangements available to adjoining land shall be assessed with specific regard to the capacity of alternative access options, and the efficiency of those in realising residential development potential of adjoining land within Schedule E.

- b) The extent of the adverse effect on efficiency and convenience of alternative roading options in terms of increasing travel distance to access the main roading routes through to Ngawhatu Road.
- c) The extent of the adverse effect on the efficiency and convenience of alternatives for walkway access when walkway connections on the Outline Development Plan are not provided for.

E.5 Explanation

Development in the Ngawhatu Residential area is controlled by the zoning rules and overlay area rules. Schedule E provides for an Outline Development Plan which provides a further layer of control. The purpose of the Outline Development Plan is to ensure, as development progresses, that there is integration between stages of development and between separate landholdings (and land ownerships), in respect of key service and access provision to land within Schedule E. The general rule requiring subdivision development to accord with the Outline Development Plan ensures that both the developer and Consent Authority consider the requirement for service and access integration, ensuring that any subdivision layout facilitates, rather than restricts, efficient and sustainable service and access provision through the Ngawhatu development area.

The Outline Development Plan sits alongside the other planning controls which seek to ensure sustainable urban development. These include the services overlay, the fault hazard overlay, and the landscape overlay which, together with the objectives, policies and rules applicable to the various zonings for Ngawhatu, provide an appropriate set of planning controls to achieve efficient and sustainable development within Schedule E.

E.7 Anticipated Environmental Outcomes

- An area of urban development within the physical and servicing capacity of the location.
- ii) Integration of infrastructure planning ensuring efficient servicing and access to the Ngawhatu Residential area covered by Schedule E.
- iii) A network of pedestrian corridors to link neighbourhoods and provide linkages into the Barnicoat Range".

3.15 Add to Subdivision Rules REr107.2 as follows:

- "I) In respect of the Ngawhatu Residential area compliance with Schedule E rules requiring subdivision layout to generally accord with the Outline Development Plan".
- 3.16 Add to the matters Council has reserved control over under RE107.2 as follows:
 - "(xiii) in the Ngawhatu Residential area the matters contained in Schedule E Outline Development Plan.
 - (xiv) in the Ngawhatu Valley areas (Highland and York Valley) protection measures(in addition to listed protected trees) for significant and essential trees.

Note: see information for subdivision requirements under Volume 1 AD8.3zd.

(xv) in the Ngawhatu Valley area (Highland and York Valley) the subdivision layout and access provisions integrating residential neighbourhoods into the mature landscape".

3.17 Add to REr.107.4 Assessment Criteria:

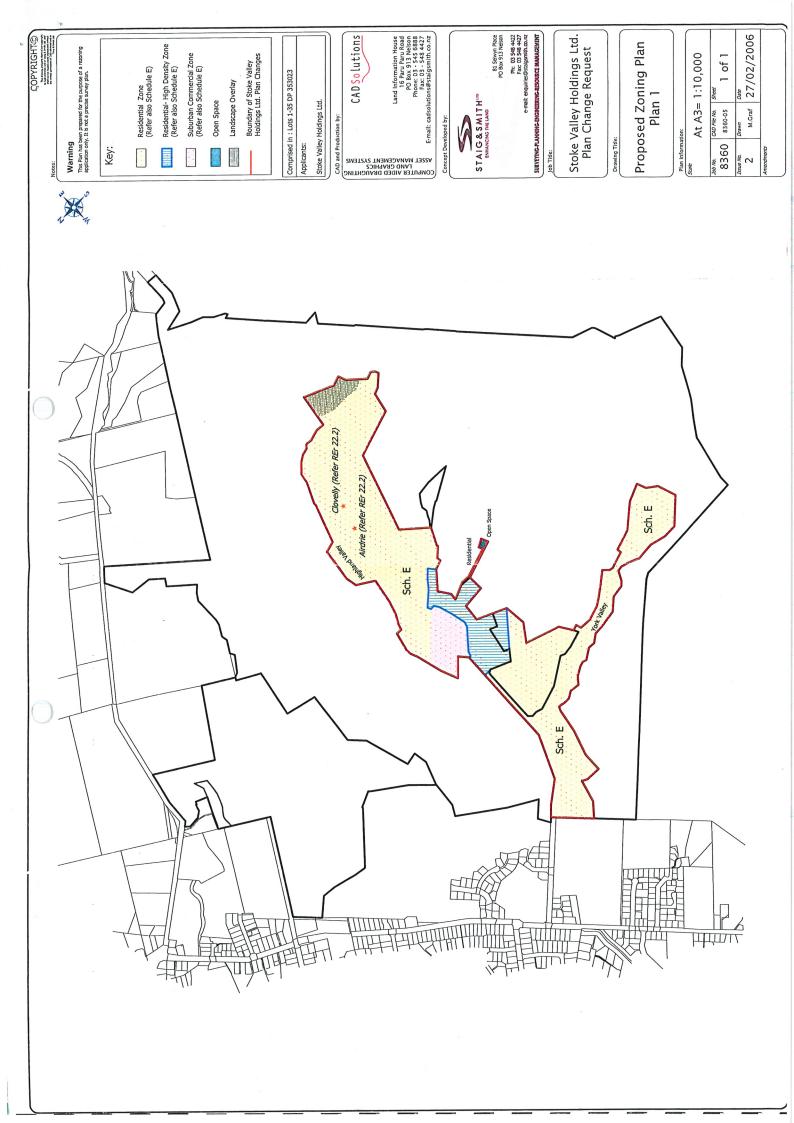
- "cc) In Ngawhatu Valley the extent of provision for pedestrian linkages between open space areas, commercial areas, residential neighbourhoods, and neighbouring land to ensure over time pedestrian links connect up to the Barnicoat Walkway in accordance with Schedule E.
- dd) In Ngawhatu Valley the proposed protection (in addition to listed, protected trees) for significant and essential trees, to ensure the special mature landscape and amenity values of the site are maintained.
- ee) In Ngawhatu Valley the extent to which the subdivision layout, and access provisions, creates residential neighbourhoods integrated into the mature landscape".
- 3.18 Add to SCd.1 reference to Ngawhatu as follows:

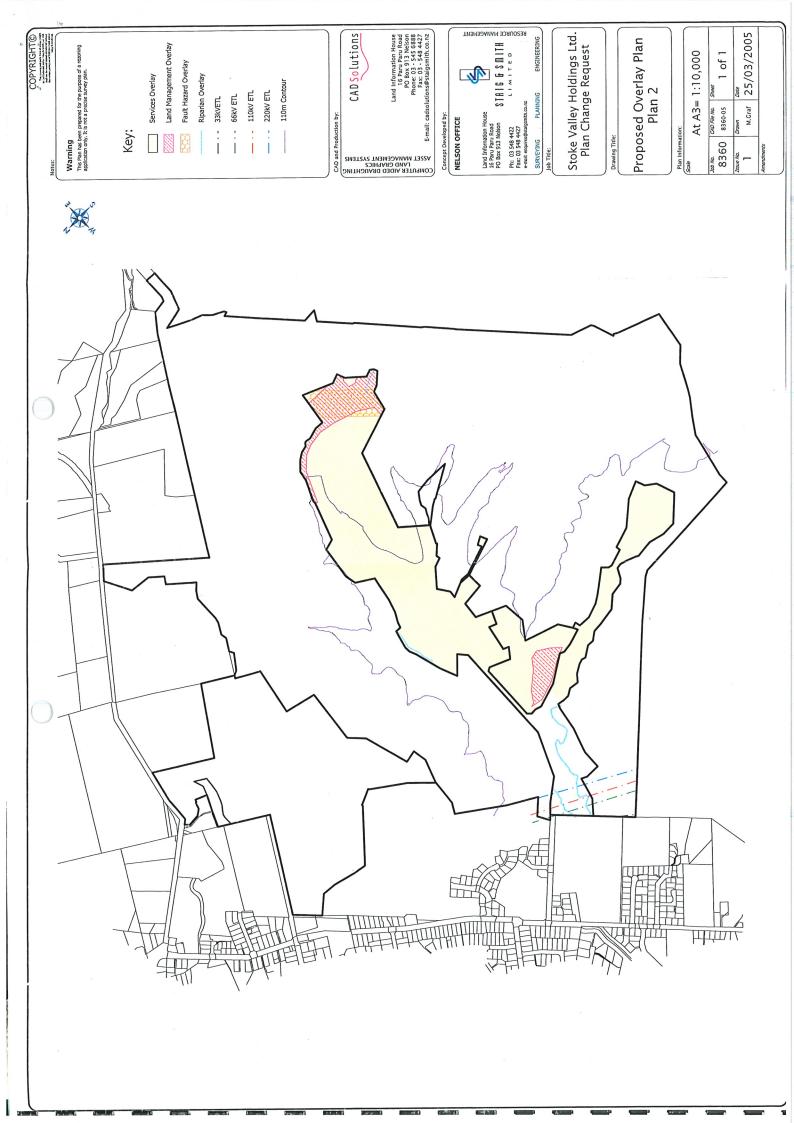
"This zone includes the Suburban Commercial areas at Stoke, Ngawhatu, Victory Square".

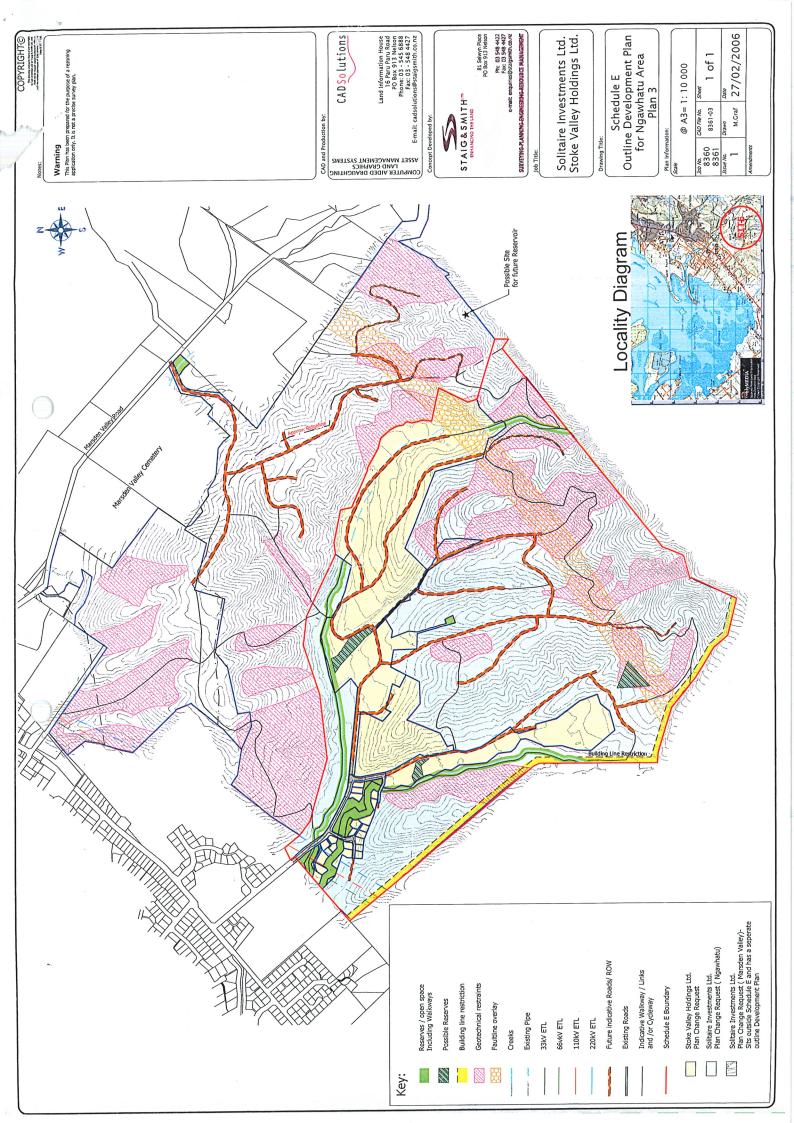
VOLUME 3 4.0

4.1 Appendix 2:

Delete reference on subject property at Ngawhatu to generic "Woodland" Heritage Trees where the reference does not refer to any particular trees.







Nelson City Council Resource Management Act 1991 Nelson Resource Management Plan

Proposed Plan Change for Ngawhatu Valley

Solitaire Investments Ltd

Volume 1

Prepared by Staig & Smith Ltd May 2005

Revised with further information November 2005 & February 2006

INDEX

VOLUME 1	DESCRIPTION	PAGE NO
Devil A	Plan Change - Application Form - Statutory Form	i-x
Part A		
1.0	Introduction	1-2
2.0	Land Use and Planning History	3-5
3.0	Future Residential Growth and Development Within Nelson City	6-13
4.0	The Proposed Plan Change - Neighbourhood Information Plan 4 - Topographical/Contour Plan 5 - Combined Plan Changes Zoning Plan 6	14-28
5.0	Assessment of Effects on the Environment	29-38
6.0	District and Regional Plan Policy Considerations	39-55
7.0	Matters Under Clause 25(4) of the First Schedule	56-57
8.0	Section 32 Analysis	58-72
9.0	Consultation	73
Appendix I	Archaeological File Check – Confirmation	
Volume 2	DESCRIPTION	
Part B	Service Reports (Staig & Smith Limited) - Sewerage - Water	
Part C	Drainage Assessment (John McCartin)	
Part D	Geology and Hazard Report (Tonkin & Taylor Limited)	
Part E	Traffic Assessment (Traffic Design Report)	

REQUEST FOR A PLAN CHANGE TO THE NELSON RESOURCE MANAGEMENT PLAN

APPLICATION FORM

NELSON CITY COUNCIL

RESOURCE MANAGEMENT ACT 1991

REQUEST FOR A PLAN CHANGE TO NELSON RESOURCE MANAGEMENT PLAN

To: The Policy Planner
Nelson City Council
PO Box 645
Nelson

1. Applicant:

Solitaire Investments Limited

2. Proposed Plan Change:

To delete from Solitaire Investments Limited land (Ngawhatu) Rural zoning and substitute standard residential zoning, high density residential zoning and high density Small Holdings zoning as detailed on Plan 1 and 2 of the Plan Change Request and within the requested changes to Volume I, II and III of the Nelson Resource Management Plan, set out within the "Statutory Form" of the Request. To substitute a new Schedule E to contain an Outline Development Plan (for the Ngawhatu area) as detailed on Plan 3.

3. Information Submitted:

A more detailed description of the Proposed Plan Change and its actual or potential effects on the environment is attached in Part A.

Other relevant reports and information are contained in Parts B to E.

(Signed by Solitaire Investments Limited authorised agent)

Dated this 21th day of February 2006

Address for Service:

Staig & Smith Ltd PO Box 913 Nelson

Attn: Jackie McNae

Ph: (03) 548 4422 Fax: (03) 548 4427

Email: jackie@staigsmith.co.nz

STATUTORY FORM

EXPLANATION AND PURPOSE OF THE PLAN CHANGE REQUEST

This Plan Change Request proposes to re-zone an area of approximately 138.3ha of land located in Ngawhatu, from Rural to Residential zoning, including a small area of High Density Residential zoning and an area of Higher Density Small Holdings zoning. The land subject to this Plan Change lies between the two Ngawhatu Valleys of Highland Valley and York Valley. The legal description for the land is Lots 36 and 38 DP 353023, and Pt of Lot 37 DP 353023, CT 233530.

The Purpose of the Plan Change is to provide for planned and sustainable growth for residential development in this part of Nelson City to meet high growth demands. Sustainable use and development of this land for Residential purposes needs to recognise the landscape values of the land and the physical constraints including geotechnical constraints, the fault hazard, and the staging of development in a manner which efficiently allows for servicing to be provided on site. Planning for residential development of the subject land at this time is an appropriate Resource Management response to the fact that land in Ngawhatu Valley has progressed on to the first stage of residential development (the Montebello subdivision). It is critical for the sustainable use of the subject land that planning for future residential development happens in conjunction with planning for development of land in the Ngawhatu Valleys, as servicing of the subject land must come through Ngawhatu Valleys. The efficient servicing of the subject land relies on integration of service planning and development in general, to ensure that the land in the entire Ngawhatu catchment is sustainably and efficiently used. A new Schedule E is to be inserted into the Nelson Resource Management Plan, providing for an Outline Development Plan to guide integrated and efficient servicing of all the land in the Ngawhatu area.

The proposed Plan Change Request acknowledges the inter-relationships and necessary integration in terms of planning for future residential development of the subject property and the adjoining Stoke Valley Holdings Limited land. For this reason, both the subject Plan Change Request and that of Stoke Valley Holdings Limited are being lodged at the same time with the Council to demonstrate that the important inter-relationship and integration between the Plan Changes has been recognised. Beyond this acknowledgement the Plan Changes identify their own independent issues.

The following sets out the statutory amendments to the Nelson Resource Management Plan required as a result of this Plan Change Request.

AMENDMENTS TO THE NELSON RESOURCE MANAGEMENT PLAN

- 1.0 PLANNING MAPS
- 1.1 Amend Planning Maps 30, 33, 34 and 54 Zoning Maps (right-hand side) by deleting the Rural zoning and substituting the attached Plan 1.
- 1.2 **Amend Planning Maps 30, 33, 34 and 54, Overlay Maps** (left-hand side) in accordance with Plan 2 (attached).
- 1.3 Delete the existing Plan from Schedule E and substitute Plan 3 (attached).

iii

2.0 VOLUME I

2.1 Add to AD8.3:

- "ze) In Ngawhatu (between York Valley and Highland Valley), in addition to the above matters, the following matters are to be specifically addressed in any subdivision application:
 - Pedestrian linkages which provide connection between York Valley and Highland Valley through to the Barnicoat Range and provide pedestrian linkages across the Ngawhatu area into Marsden Valley, with specific reference to the Outline Development Plan contained in Schedule E.
 - Pedestrian linkages should be provided between residential neighbourhoods, open space/reserve areas and commercial facilities, with specific reference to the Outline Development Plan contained in Schedule E.
 - Landscape analysis demonstrating the subdivision design results in the creation of neighbourhoods/clusters separated by open space/ landscaped areas.
 - In areas within the High Density Small Holdings zone, the subdivision design must provide for small enclaves of development surrounded by open space/landscaped areas clearly separating the enclaves to avoid the appearance of a continuous sprawl of development in the more elevated parts of the site.
 - The measures proposed to avoid, remedy or mitigate potential cross-boundary effects on the interface with the adjacent Rural zone".

2.2 Add to Policy DO14.3.1(c) to read as follows:

"Pedestrian, cycle and amenity linkages, where useful links can be developed. In the Ngawhatu and Marsden Valley area, pedestrian linkages should provide connection between York Valley and Highland Valley, through to the Barnicoat Range, and provide linkages between the Ngawhatu and Marsden Valley including between residential neighbourhoods, reserve areas and commercial areas to generally accord with the Outline Development Plan in Schedule E; and".

2.3 Add to Explanation and Reasons DO14.3.1(iv) an additional sentence as follows:

"Outline Development Plans are a further method to provide integration of road, walkway and cycleway linkages.".

3.0 VOLUME 2

3.1 Add REd.7a as follows:

"With the closure of health care facilities in the Ngawhatu Valley and the identification of this land for development, the future use of the land between the Ngawhatu Valleys became a resource management issue. Given the shape of the Valleys, the future use of the land between is inextricably linked because servicing of the land between the Valleys can only be through the Valleys. Lack of planning now for the future use of this land will result in this land being landlocked. The land has been identified as suitable for a range of densities of development, and planning for the future development of this land must be integrated, particularly from a servicing perspective, with the Ngawhatu Valley land".

3.2 Amend RE1.2.iv under Explanation and Reasons for Policy RE1.2 to state:

"In the Ngawhatu Valley, and the land between the Highland and York Valleys, there is scope for a residential environment to be created, providing for a range of housing opportunities while ensuring the mature landscape setting is largely maintained".

3.3 Amend RE1.2.vii under Methods for Policy RE1.2:

"RE1.2.vii Development opportunities for Ngawhatu by way of high density residential and standard residential zoning. Controlled activity rules allowing for conversion of existing redundant buildings to apartments. Opportunities for using method RE1.2.v".

3.4 Re-word and add to REr23.5 and REr24.5 Explanation on Higher Density Areas the following:

"The Higher Density Area includes The Wood, an area of Ngawhatu adjacent to the Suburban Commercial Zone, and an area surrounding the Stoke Shopping Centre. The areas are flat, or of gentle contour, close to shops or zoning for commercial and other facilities".

3.5 Add to Rule REr26 Other Yards the word "and" to the end of REr26(b) and then add a new Rule:

"Rule REr26.1(c): In Ngawhatu there shall be a 20m building setback along the south-western boundary adjoining the Rural zoned land in Lot 1 DP 19202 and Lot 2 DP 18927".

3.6 Add to Explanation section REr26.5 as follows:

"The building setback at Ngawhatu, marked on the Planning Maps, is to provide a buffer between Residential activities and the adjoining Rural activities within the adjoining Rural zone".

3.7 Delete the current Schedule E Ngawhatu Residential Area and replace with the following Schedule:

"Schedule Residential Zone Sch.E Ngawhatu Residential Area

E.1 Application of the schedule

This Schedule applies to the Ngawhatu Residential area, including the site now known as Montebello (the ex-Ngawhatu Hospital Site), in the Highland and York Valleys, and the land surrounding these two Valleys which fall within the Ngawhatu Catchment, as shown on Planning Maps 30, 33, 34 and 54, and on the Adjacent Outline Development Plan in this Schedule. This Schedule is referred to under Rule REr.102 and REr.107, the subdivision rules/ assessment criteria and within Policies and Explanations.

E.2 General Rules

- i) The status of activities and subdivision standards are as set out in the Residential Zone Rule Table, the Suburban Commercial Zone Rule Table and the Rural Zone (as it applies to the High Density Small Holdings Area) Rule Table.
- ii) Development shall be controlled in accordance with i) above, provided that, in respect of subdivision development, infrastructure layout shall generally accord with the Outline Development Plan within this Schedule.

Note: For the purpose of interpretation of Rule E.2(ii), "generally accord" shall mean that the major road network layout shall provide for connection between the separate landholdings covered by Schedule E, in the general locations shown. It is not intended that the positions are exact or can be identified by scaling from the Outline Development Plan. The term "generally in accordance" is to allow for flexibility in the exact location of the connection from one landholding to the other in Schedule E, depending on detailed analysis of the physical suitability of an alignment, other servicing implications and costing considerations. Compliance with the rule requires connections are provided for within the general location identified, and not restricted or prevented through the use of "spite strips" or other such methods which could lead to adjoining land within Schedule E becoming landlocked.

"Generally in accordance" in respect of the positioning of walkways on the Outline development Plan shall

mean that clear pedestrian connections are provided between esplanade reserve areas and residential areas of Ngawhatu, between residential areas and the suburban commercial areas and clear connection through Ngawhatu residential areas up to the Barnicoat Range above the Ngawhatu properties covered by Schedule E. Compliance with the Outline Development Plan in respect of walkways requires the connections noted to be provided for on each stage of development. It is the connection that is required, the actual position of the route to achieve connection is flexible as the exact route will reflect detailed analysis of physical suitability, eg grade/stability, other servicing considerations and appropriate location in respect of residential development layout.

E.3 Discretionary Activities

Activities that contravene the general rule E.2(ii).

E.4 Assessment Criteria

- (a) Where connections for roading and walkways are not provided for on subdivision in accordance with the Outline Development Plan, the alternative access arrangements available to adjoining land shall be assessed with specific regard to the capacity of alternative access options, and the efficiency of those in realising residential development potential of adjoining land within Schedule E.
- (b) The extent of the adverse effect on efficiency and convenience of alternative roading options in terms of increasing travel distance to access the main roading routes through to Ngawhatu Road.
- (c) The extent of the adverse effect on the efficiency and convenience of alternatives for walkway access when walkway connections on the Outline Development Plan are not provided for.

E.5 Explanation

Development in the Ngawhatu Residential area is controlled by the zoning rules and overlay area rules. Schedule E provides for an Outline Development Plan which provides a further layer of control. The purpose of the Outline Development Plan is to ensure, as development progresses, that there is integration between stages of development and between separate landholdings (and land ownerships), in respect of key service and access provision to land within Schedule E. The general rule requiring subdivision development to accord with the Outline Development Plan ensures that both the developer and Consent Authority consider the requirement for service and access integration, ensuring that any subdivision layout facilitates, rather than restricts, efficient and sustainable service and access provision through the Ngawhatu development area.

The Outline Development Plan sits alongside the other planning controls which seek to ensure sustainable urban development. These include the services overlay, the fault hazard overlay, and the landscape overlay which, together with the objectives, policies and rules applicable to the various zonings for Ngawhatu, provide an appropriate set of planning controls to achieve efficient and sustainable development within Schedule E.

E.7 Anticipated Environmental Outcomes

- i) An area of urban development within the physical and servicing capacity of the location.
- ii) Integration of infrastructure planning ensuring efficient servicing and access to the Ngawhatu Residential area covered by Schedule E.
- iii) A network of pedestrian corridors to link neighbourhoods and provide linkages into the Barnicoat Range".
- 3.8 Add to Subdivision Rule REr107.2 as follows:
 - "(I) In respect of the Ngawhatu Residential area compliance with Schedule E rules requiring subdivision layout to generally accord with the Outline Development Plan".
- 3.9 Add to the matters Council has reserved control over under RE107.2 as follows:
 - "(xiii) in the Ngawhatu Residential area the maters contained in Schedule E Outline Development Plan".
- 3.10 Add to REr.107.4 Assessment Criteria:
 - "cc) In Ngawhatu Valley and the land between the Valleys, the extent of provision for pedestrian linkages between open space areas, commercial areas, residential neighbourhoods, and neighbouring land to ensure over time pedestrian links connect up to the Barnicoat Walkway in accordance with Schedule E. Pedestrian linkages should extend across the Ngawhatu area to connect into Marsden Valley in accordance with Schedule E".

ff) In Ngawhatu, the measures proposed to address cross-boundary conflicts with the adjoining Rural zone".

3.11 Add to REr109.5 Explanation:

"In Ngawhatu, where the land is subject to the Landscape Overlay, subdivision design options which create neighbourhoods separated by landscaped/open space areas will influence the appearance of earthworks and of built development which follows".

3.12 Delete from RUd5 the following statement:

"with the exception of the facilities at Ngawhatu, which has a limited system".

3.13 Add to RUd6 as follows:

"A Higher Density Small Holdings area has been provided to the rear of the Residential zone at Ngawhatu and adjoining the Rural farmland on the southern boundary of the land at Ngawhatu".

3.14 Add to the Reasons for the Objective RU2, Rural Character – RU2.ii.b:

"In Ngawhatu to the rear of the Residential zone, and adjoining part of the Rural zoned farmland on the southern boundary, provision has been made for a Higher Density Small Holdings area, to have an average of 1ha but with a minimum subdivision area of 2,000m². This zoning will provide a transition between Residential and Rural areas. The significant variation in the average density, and the minimum lot size, is to encourage small enclaves/clusters of development with significant open space separating the enclaves/clusters of development. The geotechnical constraints within this area will restrict development to a limited number of enclaves of development".

3.15 Add to Rule RUr28 Buildings (A11) a new Rule:

"RUr28.1(h): In the High Density Small Holdings Area at Ngawhatu shown on the Planning Maps, with a 20m building setback along the south-western boundary to the adjoining Rural zone (generally contained in Lot 1 DP 19202)".

3.16 Amend the heading to RUr54 to read:

"Landscape Overlay: Structures, except in the Higher Density Small Holdings Area at Ngawhatu".

3.17 Amend RUr56 Landscape Overlay: Earthworks by adding as a controlled activity Rule RUr56.2:

"Earthworks in the Landscape Overlay affecting the Ngawhatu Higher Density Small Holdings Area is a controlled activity if:

- (a) earthworks do not exceed 4m in depth of cut or fill;
- (b) the site is not in the Land Management Overlay;
- (c) all other criteria under RUr.27.2 are met...

Control is reserved over:

- i) the extent, form and duration of earthworks;
- ii) the visual impacts of earthworks;
- iii) methods to control erosion and other potential scarring of the landscape as a consequence of the earthworks, ie stormwater control, batters, and planting for amenity and restoration".

3.18 Amend RUr78.2.e.iii as follows:

"1ha average size, with 5,000m² minimum size, except in Ngawhatu where the minimum size is 2,000m² (subject to provision of reticulated services), in the Higher Density Small Holdings area provided that".

3.19 Add to RUr78.4 Assessment Criteria:

- "z) In Ngawhatu the extent of the provision of pedestrian linkages between Open Space areas, Residential and High Density Small Holdings neighbourhoods, and neighbouring land, to ensure over time pedestrian links connect up to the Barnicoat Walkway in accordance with the Outline Development Plan in Schedule E (see Residential zone). Pedestrian linkages should extend across the Ngawhatu area to connect into Marsden Valley in accordance with the Outline Development Plan in Schedule E.
- za) In Ngawhatu Higher Density Small Holdings area, the extent to which the subdivision design provides for small enclaves of development surrounded and/or separated by open space/landscaped areas separating enclaves".

3.20 Add to RUr78.5 Explanation, after the 7th paragraph:

"In the Ngawhatu Higher Density Small Holdings are, the average lot size is 1ha with the minimum size 2,000m². This area provides a transition between Standard Residential development and the Rural land beyond. The low minimum subdivision area enables discrete enclaves/clusters of development to be designed with large open space/landscaped areas separating the enclaves. The extent of geotechnical constraints in the area will result in quite defined and separated enclaves of development".

3.21 Add to RU80.5 Explanation:

"In the Ngawhatu Higher Density Small Holdings area, which is subject to the Landscape Overlay, subdivision design options which create a limited number of small enclaves of development separated by significant landscaped/open space areas, are considered appropriate as they will influence the appearance of built development which follows".

4.0 Volume 3

4.1 Appendix 14:

Add new description to "Table 14.5.1 – Roading Formation Requirements":

Туре	Description	Potential traffic note Ap14.n3	Lane width	Cycle lane width on- road	Parking width	Carriage- way width	No of footpaths and width	No of berms and width Note Ap14.12 For For For services landscape		Minimum road reserve width Note	Maximum grade	Refer to notes (overleaf)
				Toda					Note Ap14.n9	Ap14.n1		
XV	Higher Density Small Holdings and Residential steep hillside private access	1-10 potential residential units	5.0m sealed	N/a	N/a	5m	2 @ 0.5m shoulder (not footpath)	N/a	N/a	7m	1 in 5	

Solitaire Investments Ltd – 8361

