

NELSON CITY COUNCIL

Nelson Resource Management Plan

Proposed Plan Change 18

Nelson South

Section 32 Report

Notified
28 August 2010



1.0 Introduction

1.1 Purpose of report

Section 32 of the Resource Management Act (RMA) requires Council to consider alternatives and assess the benefits and costs of adopting any objective, policy, rule or method in the District Plan. Before publicly notifying a proposed plan change, the Council is required to prepare a Section 32 report summarising these considerations.

The purpose of this report is to fulfil these Section 32 requirements for Proposed Plan Change 18 – Nelson South. A copy of this proposed Plan Change is attached in **Appendix 1**.

1.2 Steps followed in undertaking the Section 32 evaluations

The 7 broad steps which this section 32 evaluation follows are:

1. identifying the resource management issue
2. evaluating the extent to which any objective is the most appropriate way to achieve the purpose of the RMA
3. identifying alternative policies and methods of achieving the objective
4. assessing the effectiveness of alternative policies and methods
5. assessing the benefits and costs of the proposed and alternative policies, rules, or other methods
6. examining the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the policies, rules, or other methods
7. deciding which method or methods are the most appropriate given their likely effectiveness and their likely cost, relative to the benefit that would likely deliver

Further clarification on how this is undertaken in this report is outlined below.

1.3 Description of proposed Plan Change

A structure plan was developed in 2007 to guide the development of land within the Nelson South and Richmond East Area. This Structure Plan divided the Nelson City Council area into areas C, D, E and F for considering their rezoning to Residential. The Structure Plan map which shows these areas is included as Figure 1.

Figure 1



The approach of the proposed Plan Change is to:

- Rezone Areas C and D and the lower portion of 187 Champion Road (Lot 1 DP 14618) and 203 Champion Road (Lot 1 DP 6653) from Rural to Residential
- Rezone 3A, 3B, 3C and 3D Hill Street (Lot 4, Lot 3, Lot 2 and Pt Lot 1 DP 8212 respectively) and the upper portion of 187 Champion Road (Lot 1 DP 14618) from Rural to Rural - Higher Density Small Holdings Area
- Apply a Services Overlay to the proposed Residential and Rural - Higher Density Small Holdings Area zones.
- Apply an Esplanade Reserve of varied width on both sides of the western arm of Saxton Creek

Figure 2 shows the location of 3A, 3B, 3C, 3D Hill Street and 187 and 203 Champion Road.

Figure 2



1.4 Potential Residential Capacity

Over the 2006-2008 period a number of residential subdivisions were approved which allowed residential development within areas C and D. The residential capacity approved through these subdivisions is identified in table 1 below.

Table 1

Areas	Number of lots or dwellings
Approved Subdivisions in Area C	201
Approved Subdivisions in Area D	84
Total capacity in approved subdivisions	285

The additional potential capacity within areas C, D, 187 and 203 Champion Road and 3A, 3B, 3C and 3D Hill Street is outlined in table 2 below.

Table 2

Areas	Number of lots or dwellings
Potential additional residential capacity in Areas C	64
Potential additional residential capacity in Areas D	66
Potential additional residential capacity in lower part of 187 and 203 Champion Road	41

Total potential additional capacity in Areas C & D and lower part of 187 and 203 Champion Road (proposed to be rezoned Residential)	171
Potential additional capacity in 3A, 3B, 3C and 3D Hill Street and the upper portion of 187 Champion Road (proposed to be rezoned Rural - Higher Density Small Holdings Area)	12
Total potential additional residential capacity (in areas proposed to be rezoned Residential and Rural - Higher Density Small Holdings Area)	183

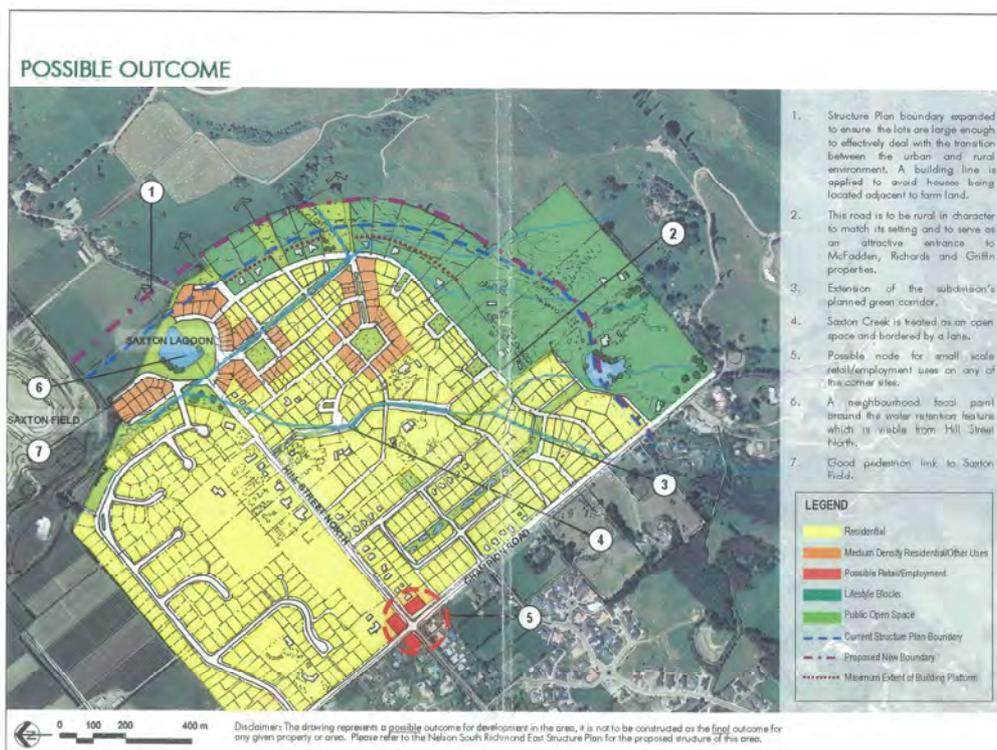
1.5 Consultation

There has been extensive consultation on the structure plan and the proposed Plan Change. This has included:

1.5.1 Structure Plan

The Tasman District and Nelson City Councils released the structure plan report for public feedback in March - April 2008. A public open day was held on 16 April 2008. Landowners in the Nelson City Council area covered by the structure plan were also invited to a workshop facilitated by Kobus Mentz, an urban designer. The workshop addressed concerns about residential development in the area and produced a concept plan or 'possible outcome' showing how development could take place while addressing those concerns. A copy of this possible outcome is shown in Figure 3 below.

Figure 3



Sixty eight responses were received on the structure plan report. Thirteen responses were received from Nelson residents, almost all of whom are residents or landowners in the structure plan area. Five responses were received from national organisations, such as Transit NZ, Land Transport New Zealand¹ and the Ministry of Education. The remaining submissions were from Richmond landowners.

1.5.2 Proposed Plan Change

A letter dated the 8th of July 2009 was sent to landowners, affected parties and statutory bodies advising them of Council's proposed direction on the draft Plan Change and the necessity of undertaking additional investigation on the traffic and infrastructure issues associated with it.

A letter and draft Plan Change was sent to landowners, affected parties and statutory bodies on the 21st of December 2009 requesting feedback on the draft Plan Change by 19th February 2010. The broad direction proposed as part of the draft Plan Change was:

- Rezoning areas C and D only from a Rural to a Residential Zone; and
- Retaining areas E and F in its existing Rural Zone; and
- Applying a Services Overlay to areas C and D; and
- Amending the Riparian Overlay to provide for an Esplanade Reserve on the western arm of Saxton Creek.

At the close of the feedback period nine parties had provided written feedback and one person had provided verbal feedback. Changes to the direction of the Plan Change, outlined in 1.3 above, were proposed as a result of the feedback.

2.0 Resource Management issue

2.1 Resource Management issue being addressed

An issue is an existing or potential problem that must be resolved to promote the purpose of the RMA. The RMA does not require the identification or analysis of issues within Section 32 evaluations. Notwithstanding this, issues are being included in this report because it will be helpful to users to understand the basis and origin of the issue. The issues provide a context for the evaluations of the objectives and policies that follow.

The proposed Plan Change does not add to or alter any issues within the Plan instead it relies on existing operative issues. The issues which relate to this proposed Plan Change are outlined in Chapter 4 – resource management issues of the Plan and include:

Cross boundary issues with Tasman District Council

R12.1.i Urban space requirements, including residential, industrial and commercial expansion.

¹ Transit New Zealand & Land Transport New Zealand have combined into one government agency called New Zealand Transport Authority (NZTA)

Population characteristics issue

RI3.1.i Sustainable management of natural and physical resources, including financial sustainability, in the face of change in the number and characteristics of the District's population.

Landscape, seascape and open space values

RI5.1.ii Loss of rural and coastal open space through the encroachment of urban development and other built facilities.

Efficient use of natural and physical resources

RI11.1.ii How to manage and whether to influence form of future development to avoid or minimise burdening the community with inefficiently used services.

Public access to margins of lakes, rivers, and the coast

RI12.1.i Patterns of land and coastal use that may compromise public access to and within the margins of lakes, rivers, and the coast, and conflict between access, resource use, and other values.

Amenity Values

RI14.1.i Loss of the environmental pleasantness and coherency (in appearance or function) of an area or streetscape such as the coastal environment, City Centre or a residential neighbourhood, through aspects of development such as signage, design and appearance, and traffic, which are insensitive or inappropriate to its existing amenity.

RI14.1.ii Compromise of the use and enjoyment of individual properties as a consequence of the adverse effects of on site and neighbouring development.

3.0 Appropriateness in achieving the purpose of the RMA

3.1 Appropriateness of objectives in achieving the purpose of the RMA

3.1.1 Introduction

Section 32 requires an evaluation of the extent to which the objective is the most appropriate to achieve the purpose of the Act.

In the case of the proposed Plan Change, no new objectives are being proposed. Instead, the Plan Change relies on the existing operative objectives within Chapter 5 – District Wide Objectives and Policies of the Plan and the specific objectives within the Residential and Rural zones (Chapters 7 and 12 respectively).

These objectives are outlined below:

3.1.2 Chapter 5 – District Wide Objectives

DO6.1 Riparian and coastal margins

Riparian and coastal margins where natural character, public access, natural functions, landscapes, heritage values, water quality and ecological values are protected and enhanced.

DO9.1 Landscape

A landscape that preserves and enhances the character and quality of the setting of the city and in which its landscape components and significant natural features are protected.

DO10.1 Land Transport

A land transport system that is safe, efficient and sustainable, and which avoids, remedies or mitigates its adverse environmental effects.

DO14.1 City layout and design

Subdivision and development that recognises and is appropriate to the natural characteristics of the City and is consistent with the orderly and efficient use of land.

DO14.2 Amenity values

The amenity values of the built environment shall be maintained or enhanced through the subdivision and development processes.

DO14.3 Services

The provision of services to subdivided lots and developments in anticipation of the likely effects and needs of the future land use activities on those lots and within the developments.

DO14.4 Network utilities

Efficient use of network utilities infrastructure while avoiding, remedying, or mitigating the adverse effects of utilities on their surrounding environments.

DO15.1 Urban form

An urban form in which intensive development is not detached from existing urban boundaries and which avoids or mitigates adverse effects on ecological, recreational, cultural, community and amenity values.

DO16.1 Management of resources by location

Management of the natural and physical resources of Nelson in a way that responds to the varying resource management issues and the varying actual and potential effects of use, subdivision, development, and protection arising in different parts of the District.

3.1.3 Chapter 7 – Residential Zone

RE1 Living style

The option of a diversity of residential styles based on the differing characteristics of areas of the city, and differing community needs.

RE2 Residential character

An environment that is principally residential in character.

RE3 Streetscape, landscape, and natural features

Attractive streetscapes, and the maintenance and enhancement of those significant public views, natural features, and landscapes that contribute to Nelson’s character and setting.

3.1.4 Chapter 12 – Rural Zone

RU1 Protect resources and capacities

Land used in a manner which will protect the life-supporting capacity, versatility and availability of land, soil, rock, aggregate, other natural resources, and ecosystems. Management must therefore be in a responsible manner which will sustain the potential of resources to meet the reasonably foreseeable needs of future generations.

RU2 Rural character

Maintenance or enhancement of an environment dominated by open space and natural features.

RU3 Protection of amenity

Recognise and maintain the local rural amenity experienced within the Rural Zone including the local noise environment.

These objectives are operative and are not being altered by the proposed Plan Change, so no evaluation of the appropriateness of the objectives is required. The operative objectives are the most appropriate way to achieve the purpose of the RMA because they have already been through the statutory notification, decision and appeal process as part of the development of the Plan.

3.2 Whether the policies, rules, or other methods are the most appropriate for achieving the objectives in terms of their efficiency and effectiveness, benefits and costs, and in regards to the risk of acting or not acting

3.2.1 Introduction

The evaluation of appropriateness assesses the alternative policy options under the headings of efficiency, effectiveness, benefits, costs, and the risk of acting and of not acting.

A range of criteria/matters have been used to assist in undertaking the evaluations:

efficiency the ratio of inputs to outputs. Efficiency is high where a small effort/cost is likely to produce a proportionately larger return. Includes the ease of administration/administrative costs e.g. if the cost of processing a grant or collecting a fee exceeds the value of the grant or fee, that is not very efficient;

effectiveness	how well it achieves the objective or implements the policy relative to other alternatives. The likelihood of uptake of a method;
benefits	social, economic, environmental - as both monetary and non monetary cost/benefits;
costs	social, economic, environmental - as both monetary and non monetary cost/benefits; and
risk	the risk of taking action and not taking action in say the next 10 years because of imperfect information e.g. the cause/effect relationships are not fully understood.

The report concludes with a summary of the analysis undertaken and outlines which option best meets the requirements of Section 32 of the RMA.

3.2.2 Format of the evaluation

The following tables provide an evaluation of the costs and benefits of the proposed policies, and considers whether these policies are the most appropriate for achieving the objectives, having regard to their efficiency and effectiveness. The terms efficiency and effectiveness are not defined in the RMA and, therefore, the criteria set out in Part 3.2.1 of this report have been used to help focus the analysis.

Costs and benefits have largely been assessed subjectively and or comparatively because of the great difficulty in assessing/quantifying intangible costs e.g. environmental costs. In some cases quantitative assessments of costs have been given.

The concept of risk has two dimensions, the probability of something adverse occurring and the consequence of it occurring. For example, if there is low risk associated with acting but high risk associated with not acting, then taking action is clearly the sensible thing to do. Risk is usually expressed as 'probability times consequence' and associated with a cost – usually a severe economic, social or environmental cost. Assessing the risk of acting or not acting means assessing the probability of a cost occurring and the size of that potential cost.

The policy alternatives assessed in this section will achieve the objective to different degrees and combinations of policy approaches will be used to form the final preferred option.

3.2.3 Alternative Options

The broad alternative options are:

1. Option 1 – Status Quo - do not proceed with the Plan Change – existing operative Rural zone provisions would apply to the Nelson South area;
2. Option 2 – Proceed with Plan Change. The potential additional capacity (including the 285 lots already approved by residential subdivisions) are 468 lots;
3. Option 3 – Develop Nelson South in accordance with the Nelson South – Richmond East Structure Plan. The potential additional capacity from the Structure Plan (including the 285 lots already approved by residential subdivisions within area C and D) within the Nelson City area is:
 - Area C – 265 lots
 - Area D – 150 lots
 - Area E – 350 lots
 - Area F – 105 lots

Total – 870 lots

Under the Structure Plan areas C and D were proposed to be developed to a density of approximately 300m². Area E and F was proposed to be developed via a master plan approach with area E comprising a mix of housing densities including stand alone dwellings and townhouses. Lower density rural residential development was proposed in area F (no less than 2000m² on average). Figure 3 on page 5 outlines a 'possible outcome' for areas C, D, E and F.

4. Option 4 – Alternative Plan Change to allow a commercial centre surrounded by residential development of mixed densities within areas C or D (with the same residential densities as predicted for areas C-F in the Structure Plan). This option envisages that allowance would be made for a commercial centre either adjacent to Champion Road or in a central location within areas C or D which allows certain small scale commercial activities, i.e. retail and service activities with residential development of mixed densities surrounding the proposed commercial centre.

Option 4 has been included because a commercial component within areas C and D has been mentioned in feedback received to the structure plan and Councillors requested the investigation of this issue at a meeting of the Environment Committee on 18 June 2009. It also provides a potential option which allows the consideration of a mixed use development in this locality.

These alternative options are assessed in tables 3, 4 and 5 against the costs and benefits, efficiency and effectiveness and risk of acting or not acting under the three broad parts of the Plan Change, which are:

- Zoning (table 3)
- Esplanade Reserve adjoining Saxton Creek (table 4)
- Services Overlay (table 5)

Table 3 Zoning

<p>Table 3 - Zoning</p>	<p>Option 1 - Status Quo - do not proceed with the Plan Change</p>	<p>Option 2 - Proceed with Plan Change</p>	<p>Option 3 - Develop Nelson South in accordance with the Nelson South – Richmond East Structure Plan.</p>	<p>Option 4 - Alternative Plan Change to allow a commercial centre surrounded by residential development of mixed densities within areas C and D and the densities of the structure Plan within Areas E and F</p>
<p>Benefits</p>	<p><u>Social Benefit (Landowner)</u> If this Plan Change does not proceed, landowners who wish to continue a rural lifestyle within areas C-F will be able to do this. However recent consultation with landowners has established no opposition to rezoning areas C and D to Residential. In addition, the areas proposed to be rezoned to Rural - Higher Density Small Holdings Area have been specifically requested by landowners. Therefore any social benefit to landowners is likely to be small.</p> <p><u>Social Benefit (Landowner)</u> Consultation with the Raine family has confirmed that they wish to continue to farm their land for the foreseeable future. The retention of the Rural zone on their property, which</p>	<p><u>Social Benefit (Community)</u> The Plan Change will allow for further residential development within the areas proposed to be rezoned. This development will help to provide for some of the expected population growth within the Nelson region. It is anticipated that there would be potential for approximately 171 additional lots or dwellings developed within the areas proposed to be rezoned Residential and approximately 12 additional lots or dwellings developed within the areas proposed to be rezoned Rural - Higher Density Small Holdings Area, therefore 183 additional dwellings in total. This is in addition to the 285 residential lots approved for subdivision during the 2006-</p>	<p><u>Social Benefit (Community)</u> The Structure Plan will allow for further residential development within the areas proposed to be rezoned. This development will help to provide for some of the expected population growth within the Nelson region. The structure plan report anticipated that there would be potential for 870 lots within areas C-F (including the 285 lots already approved by residential subdivisions within areas C and D).</p> <p><u>Social Benefit (Community)</u> The Structure Plan will create greater certainty to the community as a whole of how the Nelson South area will be developed into the future with residential development within areas C, D and E and larger rural residential development</p>	<p><u>Social Benefit (Community)</u> The alternative Plan Change option will allow for further residential development within the areas proposed to be rezoned. This development will help to provide for some of the expected population growth within the Nelson region. The structure plan report anticipated that there would be potential for 870 lots within areas C-F (including the 285 lots already approved by residential subdivisions within area C and D).</p> <p><u>Social Benefit (Community)</u> This option will allow for the development of commercial activity i.e. retail and service activities which will have the potential to service proposed new residential activity. This will encourage the development of commercial activity within</p>

Table 3 - Zoning	Option 1 - Status Quo - do not proceed with the Plan Change	Option 2 - Proceed with Plan Change	Option 3 - Develop Nelson South in accordance with the Nelson South – Richmond East Structure Plan.	Option 4 - Alternative Plan Change to allow a commercial centre surrounded by residential development of mixed densities within areas C and D and the densities of the structure Plan within Areas E and F
	<p>extends through parts of areas E and F, will allow for this to happen.</p> <p><u>Social Benefit (Community)</u> Retention of the existing Rural zoning will ensure that residential subdivision and development is discouraged through a non complying activity status. This will help to retain a more open rural character. Although the existing character of areas C and D is largely residential in nature because of existing subdivisions approved within these areas. Therefore any social benefit to the community from retaining the existing Rural zoning in areas C and D is likely to be small.</p> <p><u>Environmental Benefit</u> The retention of the existing Rural zone will restrict residential development within areas C-F. Residential</p>	<p>2008 period.</p> <p><u>Social Benefit (Landowner)</u> Consultation with the Raine family has confirmed that they wish to continue to farm their land for the foreseeable future. The retention of the Rural zone on their property, which extends through parts of areas E and F, will allow for this to happen.</p> <p><u>Social Benefit (Community)</u> The Plan Change will create greater certainty to the community as a whole of how the Nelson South area will be developed into the future and will create a 'feathering out' of densities. Within areas C and D and the lower portion of 187 and 203 Champion Road development will be of a residential character and scale. In 3A, 3B, 3C and 3D Hill Street and the upper</p>	<p>within area F. The larger rural residential development within area F will create a visual buffer between the higher density residential areas in adjoining D and E areas and the rural activities and Stoke foothills which adjoin the eastern side of this area.</p> <p><u>Economic Benefit (Landowners)</u> It will allow landowners to subdivide and develop their land to varying densities. Under the Structure Plan areas C and D were proposed to be developed to a density of approximately 300m², within area E a mix of housing densities was proposed and in area F a minimum density of 2000m² was proposed. This will create additional development opportunity which will have the potential to provide a monetary benefit to landowners.</p>	<p>walking distance of residential development, which may reduce the need for motor vehicles to access these commercial activities. In addition, the commercial centre may act as a focal point or centre for the surrounding residential community which could have the potential to allow for greater social integration of the surrounding residential community.</p> <p><u>Social Benefit (Community)</u> Providing for mixed densities and mixed sizes of residential development will provide for the housing needs of a wide range of different members of the community including people living alone, families and the elderly.</p> <p><u>Social Benefit (Community)</u> Option 4 will create greater certainty to the community as a whole of how the Nelson South area will be developed into the</p>

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	<p>development increases the amount of impermeable surface and increases the potential for storm water runoff and as a consequence increases the pressure on the existing storm water system and potential impacts on waterways and potential impacts on waterways.</p> <p>The retention of the Rural zone will have a potential environmental benefit as it will decrease the potential for storm water runoff within areas C-F.</p>	<p>portion of 187 Champion Road, development will be of a 'lifestyle block' character, consistent with the existing character of these areas.</p> <p>The remaining areas within E and F will retain their existing Rural character and amenity.</p> <p>This will allow for higher density residential development in the flat areas of C, D and the lower portion of 187 and 203 Champion Road which are located close to Champion Road and Hill Street North.</p> <p>The Rural – Higher Density Small Holdings Area zoning proposed for 3A, 3B, 3C and 3D Hill Street and the upper portion of 187 Champion Road will provide a buffer to the higher density residential development which adjoins it. This will help to mitigate any adverse reverse sensitivity effects associated with having rural</p>	<p><u>Social Benefit (Community)</u> Providing for mixed densities and mixed sizes of residential development will provide for the housing needs of a wide range of different members of the community including people living alone, families and the elderly.</p> <p><u>Economic Benefit (Community)</u> Increased residential capacity will create a demand for the materials and expertise needed to build the infrastructure and dwellings. This will have the potential to increase the number of jobs and consequently money within the Nelson region.</p>	<p>future with commercial development and residential development to a mix of densities and sizes within areas C, D and E and larger rural residential development within area F.</p> <p>The larger rural residential development within area F will create a visual buffer between the higher density residential areas in adjoining D and E areas and the rural activities and Stoke foothills which adjoin the eastern side of this area.</p> <p><u>Economic Benefit (Landowners)</u> It will allow landowners to subdivide and develop their land to varying residential densities (to the same level as the Structure Plan) and also allows a certain level of commercial development. This will create additional development opportunity which will have the potential to provide a monetary benefit to landowners.</p>

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		<p>activities located adjacent to residential activities.</p> <p><u>Social Benefit (Community)</u> Option 2 will retain the majority of area E and F in a rural zoning. This will allow for the retention of a more open space character and amenity in these areas which will provide a social benefit to the community.</p> <p><u>Economic Benefit (Landowners)</u> Option 2 will allow landowners to subdivide and develop their land to a residential density (minimum 1 dwelling per 400m²) in the Residential zone and an average density of 1 hectare within the Rural – Higher Density Small Holdings Area zone. This will create additional development opportunity which has potential to provide a financial benefit to landowners.</p>		<p><u>Economic Benefit (Community)</u> Increased residential capacity and commercial activity will create a demand for the materials and expertise needed to build the infrastructure, commercial activities and dwellings. This will have the potential to increase the number of jobs and consequently money within the Nelson region.</p>

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		<p><u>Economic Benefit (Community)</u> Increased residential capacity will create a demand for the materials and expertise needed to build the infrastructure and dwellings. This will have the potential to increase the number of jobs and money within the Nelson region.</p>		
Costs	<p><u>Social Cost (Community)</u> Potential social cost to the community associated with the lack of certainty of what can be developed within areas C and D. This is because although currently zoned Rural, areas C and D has a predominantly residential character, which results from the subdivisions which have been previously approved for residential development in these areas. This creates confusion for landowners and the community generally about</p>	<p><u>Social Cost (Landowner)</u> The proposed Plan Change will restrict existing rural activities in areas C and D and the lower portion of 187 and 203 Champion Road. This may impact on existing rural activities operating in these areas, for example the Riding for the Disabled programme at 187 Champion Road. <u>Social Cost (Landowner)</u> The proposed Plan Change will allow for greater residential development</p>	<p><u>Social Cost (Landowner)</u> Development in accordance with the Structure Plan will preclude the undertaking of rural activities in areas C-F. This may impact on existing rural activities operating in these areas for example the Riding for the Disabled programme at 187 Champion Road. In addition, residential development of area E is contrary to the wishes of Mr Raine who is the principal landowner of this area.</p>	<p><u>Economic Costs (Developer)</u> There has been no analysis of whether it is economically viable to have a commercial centre either adjacent to Champion Road or in a central location within areas C or D. Therefore it is questionable about the economic justification of such an approach. In addition, the commercial centres of Stoke and Richmond are relatively close to the Nelson South area and it is likely that a significant proportion of future residents of the area would utilise these</p>

² A non complying activity can proceed on a notified or non notified basis and can be granted or refused by Council.

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	<p>what can happen within these areas.</p> <p><u>Social Cost (Community)</u> Potential social cost to the community associated with having residential activities immediately adjoining legitimate rural activities within the Rural zone. This could potentially have reverse sensitivity effects on both rural and residential activities. Examples include the keeping of domestic livestock and spraying operations adjacent to residential activities which could have potential noise and spray drift effects. Adverse effects of residential activities on rural land uses include: noise, lighting and the worrying of domestic livestock by dogs.</p> <p><u>Environmental Cost</u> An assessment of Saxton Creek has confirmed that it has low water quality and is affected by sedimentation and</p>	<p>opportunities. The taking up of this development opportunity by people may impact on those other people who want to continue to live in a rural or lifestyle block manner. This is because it will allow for increased building bulk and greater intensity when compared to a rural environment which is characterised by more open space and lower intensity.</p> <p><u>Social Cost (Community)</u> Traffic modelling work undertaken for Council has concluded that the Champion Road / Salisbury St roundabout is currently close to capacity and without an alternative connection (i.e. Hill St North to Suffolk St) any additional residential capacity will result in increased peak hour congestion. In addition, there will be increased congestion on both the Main</p>	<p><u>Social Cost (landowner)</u> Potential social costs to the landowner who owns land within area E and adjoins area E (Raines) which is zoned Rural and operates in a rural capacity. These costs relate to the potential for reverse sensitivity effects from operating rural activities adjacent to a residential land use.</p> <p>These include the potential for increased complaints from residential occupants about legitimate farming activities i.e. spraying and the potential for increased conflict between farm livestock and humans and domestic animals residing in the Area E.</p> <p><u>Social Cost (Community)</u> The Structure Plan option has the potential to provide for</p>	<p>commercial centres to fulfil their commercial requirements.</p> <p><u>Social Costs (Community)</u> There is a potential social cost to the community of having commercial activities located within close proximity to residential activities. This includes the potential for commercial activities that are inappropriate due to noise, lighting and visual effects being located within areas C and D.</p> <p><u>Social Cost (Landowner)</u> Development in accordance with option 4 will allow for greater residential and commercial development opportunity. The taking up of this development opportunity by people may impact on those other people who want to continue to live in a rural or lifestyle block manner. This is because it will allow for increased building bulk and greater intensity when compared to a rural environment which is</p>

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	<p>the impact of stock. Retaining the existing Rural zone is likely to ensure that the water quality of the creek remains low, which has a potential environmental cost on the existing and potential biodiversity of the creek.</p> <p><u>Economic Cost (Landowner)</u> Potential economic cost to the land owners due to the foregoing of development opportunities which a Residential zoning would allow. Instead residential development would require a non-complying activity² resource consent from Council. This is a time consuming and costly process which does not have a guarantee of success for any landowner who wishes to proceed with such an application.</p> <p><u>Social Cost (Landowners)</u> The retention of the Rural zone is contrary to the specific requests from landowners of</p>	<p>Road Stoke and Whakatu Drive roundabouts as a result of any rezoning from Rural to Residential. This will have a potential social cost to the community by potentially increasing congestion and waiting times for people using the road network surrounding the Plan Change area.</p> <p>It is noted that irrespective of whether this Plan Change proceeds, an integrated transport assessment (ITA) will be needed within the near future to ascertain the capacity of the three roundabouts, the effect of projected growth on the functioning of the road network and the work needed (and potential cost) of undertaking road improvements to mitigate the effect of any increase in congestion. The effect of the Plan Change will be to move</p>	<p>almost twice the residential capacity of the Plan Change option.</p> <p>This will have a potentially greater social cost to the community compared with options 1 and 2 by potentially increasing congestion and waiting times for people using the road network surrounding the structure plan area.</p> <p><u>Economic Cost (Community)</u></p> <p>The Structure Plan option will encourage the urban area to spread rather than intensify which will encourage the continued reliance on private vehicles to get around. There will be an economic cost to residents of the area in the purchase and running of motor vehicles, which could increase over time with potential future increases in fuel prices. Because of a greater potential residential capacity, this cost will be greater than for option</p>	<p>characterised by more open space and lower intensity. Option 4 with a potential commercial as well as a residential component will allow for a greater bulk and intensity of development than options 2 and 3.</p> <p><u>Social Cost (Community)</u></p> <p>Option 4 will have the potential to further increase the amount of traffic on the surrounding road network by providing for a potential residential capacity which is similar to the Structure Plan option and also providing for commercial traffic.</p> <p>This will have a potential greater social cost to the community compared with options 1, 2 and 3 by increasing congestion and so waiting times for people using the road network surrounding the area.</p> <p><u>Social Cost (landowner)</u> Potential social costs to the</p>

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	<p>3A, 3B, 3C and 3D Hill Street, who in feedback to the draft Plan Change requested a Rural - Higher Density Small Holdings Area. In addition, no landowners in Area C and D opposed the proposed rezoning to Residential.</p> <p><u>Social Cost (Community)</u> The retention of the existing Rural zoning will make it difficult to establish residential land uses in this locality and therefore more difficult to provide for the expected population growth within the Nelson region.</p> <p><u>Social Cost (Community)</u> The retention of the existing Rural zoning may result in further residential subdivisions within areas C and D in an adhoc, case by case way and in a manner which fails to integrate well with surrounding land uses.</p>	<p>the requirement for such an assessment forward.</p> <p><u>Economic Cost (Community)</u> The Plan Change option will encourage the urban area to spread rather than intensify which will encourage the continued reliance on private vehicles to get around. There will be an economic cost to residents of the area in the purchase and running of motor vehicles, which could increase over time with potential future increases in fuel prices.</p>	<p>2.</p>	<p>landowner who owns land within area E and adjoins area E (Raines) which is zoned Rural and operates in a rural capacity. These costs relate to the potential for reverse sensitivity effects from operating rural activities adjacent to a residential land use. These include the potential for increased complaints from residential occupants of legitimate farming activities i.e. spraying and the potential for increased conflict between farm livestock and humans and domestic animals who reside in the Area E. In addition, residential development of area E is contrary to the wishes of Mr Raine who is the principal landowner of this area.</p> <p><u>Economic Cost (Community)</u> The alternative plan change option will encourage the urban area to spread rather than</p>

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				intensify which will encourage the continued reliance on private vehicles to get around. There will be an economic cost to residents of the area in the purchase and running of motor vehicles, which could increase over time with potential future increases in fuel prices. Because of a greater potential residential and business capacity, this cost will be greater than for option 2 and 3.
Benefit and Costs Summary	The status quo option will have limited social benefit to landowners and the community and a small environmental benefit. In contrast the social and economic costs to the community and landowners and the environmental costs of retaining the existing Rural zoning risks further spasmodic and un-integrated residential development as has been happening with previous	The social and economic benefits of this option are: additional residential growth, generally reflects land owners aspirations, reflects the predominantly residential character of areas C and D, creates greater certainty about the potential future of the area, retains the majority of areas E and F in rural land uses and will provide residential development opportunity.	The social and economic benefits of this option are: additional residential growth, reflects the predominantly residential character of areas C and D, creates greater certainty about the potential future of the area and will provide residential development opportunity. In contrast this option will have social costs to landowners and the community associated with the	Option 4 (alternative plan change) will have similar costs and benefits to option 3 (Structure Plan) with the exception of the additional benefits and costs associated with having a commercial component within areas C or D. The potential benefit of having commercial activity within areas C and D is the potential for retail and service activities to meet the requirements of surrounding residents. The potential costs

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	<p>residential subdivisions. It would also not accurately reflect the existing predominantly residential character of areas C and D.</p> <p>On balance therefore the potential costs outweigh any benefits that may result.</p>	<p>In contrast this option will have limited social costs to landowners and the community associated with the potential for traffic congestion as a result of the additional residential capacity that could be generated by the Plan Change and the impact on existing rural activities.</p> <p>On balance therefore the potential benefits outweigh the costs that may result.</p>	<p>potential for increased traffic congestion as a result of the additional residential capacity that could be generated by the Structure Plan option and the impact on existing rural activities of adjoining residential development. The structure plan option has the potential to generate almost twice the additional residential capacity and therefore potential traffic congestion as option 2.</p> <p>On balance therefore the potential costs outweigh the benefits that may result.</p>	<p>relate to uncertainty over the economic justification of allowing commercial activity and the potential reverse sensitivity effects of having commercial activity located within close proximity to residential units. In addition, having a commercial component will add to the potential for additional congestion within the surrounding road network.</p> <p>On balance therefore the potential costs outweigh the benefits that may result.</p>
Effectiveness and Efficiency	<p>The status quo option is an inefficient and ineffective way to address the operative issues and achieve the objectives.</p> <p><u>Efficiency</u> Retaining the existing Rural zone is inconsistent with the predominant Residential character of areas C and D. It will require expensive and time</p>	<p>The Plan Change option is an efficient and effective way to address the operative issues and achieve the objectives.</p> <p><u>Efficiency</u> Applying the proposed Residential and Rural - Higher Density Small Holdings Area zones will allow for residential and</p>	<p>The Structure Plan option is an inefficient and ineffective way to address the operative issues and achieve the objectives.</p> <p><u>Efficiency</u> Applying the Structure Plan option will require the development of new objectives, policies and rules within the Plan to enable the</p>	<p>The Alternative Plan Change option is an inefficient and ineffective way to address the operative issues and achieve the objectives for the same reasons as outlined in the Structure Plan option (option 3).</p> <p>In addition, the commercial component of this option is inefficient and ineffective</p>

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	<p>consuming resource consent processes for further residential development within the areas proposed to be rezoned residential and a similar process for the areas proposed to be rezoned Rural - Higher Density Small Holdings Area zones. Therefore it is an inefficient way of achieving the issues and objectives.</p> <p><u>Effectiveness</u> Because of the predominantly residential character of areas C and D, this option is ineffective in achieving the relevant operative Rural objectives and policies. It also fails to achieve the relevant operative objectives of the Plan in relation to the Residential and Rural - Higher Density Small Holdings Area zones, compared with alternative options.</p> <p>The potential costs of following this option outweigh the</p>	<p>'lifestyle block' development through an efficient resource consent process.</p> <p>Therefore it is an efficient way of achieving the issues and objectives.</p> <p><u>Effectiveness</u> This option achieves the relevant operative objectives and implements the policies of the Plan in relation to the Residential and Rural - Higher Density Small Holdings Area zones, compared with alternative options.</p>	<p>residential development proposed by the Structure Plan, refer section 4.2 for further details.</p> <p>This will be inefficient because it applies additional zone(s) and an additional level of control when the existing operative Residential and Rural - Higher Density Small Holdings Area zones adequately address the potential issues.</p> <p><u>Effectiveness</u> This option fails to achieve the relevant operative objectives and does not implement the policies of the Plan in relation to the Residential and Rural - Higher Density Small Holdings Area zones, compared with alternative options.</p> <p>This option would require the development of additional provisions which are an ineffective way of achieving</p>	<p>because a new commercial zone would be required to be developed to ensure that only small scale retail or service activities operate within areas C and D. It is also a more efficient approach to consider the development of such a new zone through a district wide approach rather than through the applying of new commercial provisions for just areas C and D.</p>

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	benefits and therefore overall this option is an inefficient and ineffective way to address the issues and achieve the objectives.		the issues compared with the Plan Change option (option 2) which rely on operative objectives and policies.	
Risk of Acting or Not Acting if there is uncertainty or insufficient information	<p>This option relies on the retention of the existing operative Rural zoning and the related objectives, policies, rules and other methods.</p> <p>The risk of acting on this option is that the costs and inefficiencies associated with this option will eventuate. These costs and inefficiencies outweigh the benefits and efficiencies therefore there is a medium risk of acting on this option.</p>	<p>This option predominantly relies on the retention of the existing operative Residential and Rural - Higher Density Small Holdings Area zones and the related objectives, policies, rules and other methods.</p> <p>The benefits outweigh the costs and this option is an efficient and effective way to address the operative issues and achieve the objectives.</p> <p>As a consequence there is a limited risk of acting on this option.</p>	<p>This option proposes a different and greater level of development opportunity than currently exists in the Plan, and a greater level of development opportunity than option 2. As a consequence there is some uncertainty of information related to this option.</p> <p>The risk of acting on this option is that the costs and inefficiencies associated with this option will eventuate. These costs and inefficiencies outweigh the benefits and efficiencies.</p> <p>Therefore there is a medium risk of acting on this option.</p>	<p>This option proposes a different and greater level of development opportunity than currently exists in the Plan, and a greater level of development opportunity than option 2 and 3. As a consequence there is some uncertainty of information related to this option.</p> <p>The risk of acting on this option is that the costs and inefficiencies associated with this option will eventuate. These costs and inefficiencies outweigh the benefits and efficiencies.</p> <p>Therefore there is a medium risk of acting on this option.</p>

Table 4 Esplanade Reserve adjoining Saxton Creek

The Sutton Family Trust gained approval in 2007 for a 117 lot subdivision within area C which included subdivision adjacent to Saxton Creek. As part of this subdivision an esplanade reserve of a varied width was shown on the approved scheme plan immediately adjacent to Saxton Creek and included a storm water detention area. Because subdivision approval has already been gained for an esplanade reserve within area C the Plan Change does not impose an additional esplanade reserve requirement and the analysis within table 4 below does not consider the taking of an esplanade reserve within area C.

The Structure Plan map identifies a 'Greenway with Stormwater Channel and Recreation Trail (walking and cycling)'. The width of this greenway (or esplanade reserve) is not confirmed in the Structure Plan map or documentation and is indicative only but appears to be more than 20 metres in width on both sides of Saxton Creek.

Table 4 - Esplanade Reserve adjoining Saxton Creek	Option 1 - Status Quo - do not proceed with the Plan Change	Option 2 - Proceed with Plan Change	Option 3 - Develop Nelson South in accordance with the Nelson South – Richmond East Structure Plan.	Option 4 - Alternative Plan Change to allow a commercial centre surrounded by residential development of mixed densities within areas C and D and the densities of the structure Plan within Areas E and F
Benefits	<u>Social Benefit (Landowner)</u> The retention of the existing Rural zone within the Nelson South area will restrict the development opportunity of the land because the permitted minimum subdivision size is 15 hectares. Subdivision down to a minimum of 15 hectares does not trigger the esplanade reserve requirements of the Resource Management Act. Therefore people subdividing down to this level adjoining Saxton Creek would not be	<u>Environmental Benefit</u> The proposed Plan Change will require the taking of an esplanade reserve within the proposed Residential or Rural – Higher Density Small Holdings Area when any landowner proposes to subdivide land which adjoins Saxton Creek. This will potentially improve the water quality and general biodiversity of the creek by providing a buffer to development. In addition,	<u>Environmental Benefit</u> Development in accordance with the structure plan will potentially improve the water quality and general biodiversity of the creek by allowing the inclusion of Saxton Creek in Council budgets to encourage riparian planting and other measures to improve the bio diversity of the creek. This has a potential environmental benefit. <u>Cultural Benefit (Community)</u>	Refer to the environmental, cultural, and social benefits outlined for the Structure Plan which will also apply to option 4.

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	<p>required to provide an esplanade reserve. This may be a social benefit for some landowners because they would be able to retain all their land in private ownership. It is noted that with the exception of the Raines property, which occupies parts of area E and F, there are no single sites within areas C-F which are over 15 hectares in area. Therefore the subdivision potential as a permitted activity in the Rural zone in areas C-F is limited.</p> <p><u>Social Benefit (Landowners)</u> Not being required to have an esplanade reserve adjacent to Saxton Creek will improve the privacy of adjacent properties by precluding public access along the banks of the stream.</p> <p><u>Economic Benefit (Landowners)</u> Not being required to have an esplanade reserve adjacent to</p>	<p>the change to public ownership will allow the inclusion of Saxton Creek in Council budgets to encourage riparian planting and other measures to improve the bio-diversity of the creek. This has a potential environmental benefit.</p> <p><u>Cultural Benefit (Community)</u> The improvement in water quality and biodiversity generally which could result from the establishment of an esplanade reserve will have the potential to encourage more stream life. There is potential for fish species such as eels and white bait to re-colonise the stream which would potentially allow the re-introduction of fishing within the creek. This has a potential cultural benefit to the community, particularly</p>	<p>The improvement in water quality and biodiversity generally which could result from the establishment of an esplanade reserve will have the potential to encourage more stream life. There is potential for fish species such as eels and white bait to re-colonise the stream which would potentially allow the re-introduction of fishing within the creek. This has a potential cultural benefit to the community, particularly iwi.</p> <p><u>Social Benefit (Community)</u> An esplanade reserve will provide for pedestrian and cycle access between Saxton Field and Champion Road and will allow for improved recreational opportunities and connectivity generally within the proposed Plan Change area.</p> <p><u>Social and Environmental Benefit (Community)</u></p>	

Table 4 - Esplanade Reserve adjoining Saxton Creek	Option 1 - Status Quo - do not proceed with the Plan Change	Option 2 - Proceed with Plan Change	Option 3 - Develop Nelson South in accordance with the Nelson South – Richmond East Structure Plan.	Option 4 - Alternative Plan Change to allow a commercial centre surrounded by residential development of mixed densities within areas C and D and the densities of the structure Plan within Areas E and F
	<p>Saxton Creek, will allow for all parts of a landowners site to be used for rural purposes which may have an economic benefit to the landowner .</p>	<p>iwi.</p> <p><u>Social Benefit (Community)</u> An esplanade reserve will provide for pedestrian access between Saxton Field and Champion Road and will allow for improved recreational opportunities and connectivity generally within the proposed Plan Change area.</p> <p><u>Social and Environmental Benefit (Community)</u> The establishment of an esplanade reserve either side of Saxton Creek will allow for an area of undeveloped land which could play an additional role of mitigating the potential effects of flooding adjacent to Saxton Creek in heavy rainfall events. This will allow for the establishment of artificial wetlands or other measures which could mitigate the effects of any</p>	<p>The establishment of an esplanade reserve either side of Saxton Creek will allow for an area of undeveloped land which could play an additional role of mitigating the potential effects of flooding adjacent to Saxton Creek in heavy rainfall events. This will allow for the establishment of artificial wetlands or other measures which could mitigate the effects of any potential flooding and also provide an environmental benefit to the area.</p> <p><u>Social Benefit (Landowners)</u> An esplanade reserve will improve the amenity of adjoining residential sites by providing for an area of open space adjacent to these sites. It will also allow for a visual buffer and physical separation between the residential land-uses proposed between area D and areas E and F.</p>	

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		<p>potential flooding and also provide an environmental benefit to the area.</p> <p><u>Social Benefit (Landowners)</u> An esplanade reserve will improve the amenity of adjoining residential sites by providing for an area of open space adjacent to these sites. It will also allow for a visual buffer and physical separation between the higher density residential land use and the lower density rural land use.</p>		
Costs	<p><u>Environmental Cost</u> Not requiring the provision of an esplanade reserve adjoining Saxton Creek will preclude the intended use of the esplanade reserve. The Plan Change proposes to impose an esplanade reserve requirement for Saxton Creek because of the reserves, conservation, access, hazard mitigation and recreation values that it has now, or has</p>	<p><u>Social and Economic Cost (Landowners)</u> The landowners of 3A-3D Hill Street gain access to their respective properties via a right of way that is located close to the north eastern side of Saxton Creek. The Plan Change proposes to apply a 5 metre esplanade reserve width to recognise the location of the right of way relative to the creek.</p>	<p><u>Social and Economic Cost (Landowners)</u> The Greenway (or esplanade reserve) requirement of the Structure Plan, which appears to have a 20 metre or more width, would impinge on the existing right of way and if taken would require the landowners of 3A-3D Hill Street to gain alternative access to their respective</p>	<p>Refer to the social and economic costs outlined for the Structure Plan which will also apply to option 4.</p> <p><u>Social and Economic Cost (Landowners)</u> In addition, the establishment of residential and commercial development within areas C and D and residential development in</p>

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	<p>the potential to have, in the future.</p> <p>An assessment of Saxton Creek has confirmed that it has poor water quality and is affected by sedimentation and the impact of stock. Not requiring an esplanade reserve is likely to ensure that the water quality of the creek remains low which has a potential environmental cost on the existing and potential future biodiversity of the creek.</p> <p><u>Social Cost (Community)</u> Not requiring the provision of an esplanade reserve adjoining Saxton Creek will ensure that public access along the banks of the stream will continue to be restricted, which will limit the recreational opportunities within the area. It will also reduce the connectivity of the area especially a potential fairly important pedestrian</p>	<p>If, as a result of a survey, it is shown that along parts of the length of the creek a 5 metre esplanade reserve width cannot be taken without impeding on the existing right of way, opportunity exists as part of the subdivision consent process to vary the width of the esplanade reserve, and to provide a buffer between the riparian area and the right of way.</p> <p>There is a potential social and economic cost to the landowners of 3A-3D Hill Street and any other landowners who wish to subdivide land adjacent to Saxton Creek, if they wish to reduce the width of the esplanade reserve as part of this subdivision consent. These costs include surveyor and subdivision consent fees and time costs.</p> <p><u>Social Cost (Landowners)</u></p>	<p>properties. This would have potentially significant social and economic costs to these landowners.</p> <p>In addition, this greenway does not recognise the existing and approved subdivision by the Sutton Family Trust which gained approval in 2007 for a 117 lot subdivision within area C which included subdivision adjacent to Saxton Creek and approval of an esplanade reserve of a varied width and a storm water detention area.</p> <p>The applying of an esplanade reserve requirement of 20 metres in this area may require the landowner to apply for a further subdivision consent to vary the width of this esplanade reserve. Therefore there would be potential social and economic costs to the landowners of 3A-3D Hill Street and the Sutton Family Trust as a result of applying an esplanade reserve of approximately 20 metres</p>	<p>E and F will create the potential for the generation of additional runoff from hard surfaces (driveways, parking areas and roofs) and additional pressure on storm water disposal systems when compared with the proposed Plan Change (option 2) and the Structure Plan approach (option 3).</p>

Table 4 - Esplanade Reserve adjoining Saxton Creek	Option 1 - Status Quo - do not proceed with the Plan Change	Option 2 - Proceed with Plan Change	Option 3 - Develop Nelson South in accordance with the Nelson South – Richmond East Structure Plan.	Option 4 - Alternative Plan Change to allow a commercial centre surrounded by residential development of mixed densities within areas C and D and the densities of the structure Plan within Areas E and F
	<p>connection from Champion Road following the creek to Saxton Field. This has a potential social cost to the community.</p>	<p>Requiring an esplanade reserve adjacent to Saxton Creek will have the potential to reduce the privacy of adjacent properties by allowing public access along the banks of the stream.</p> <p><u>Economic Cost (Landowner)</u> Requiring an esplanade reserve adjacent to Saxton Creek will reduce the amount of land available for residential development which may have an economic cost to the landowner. Any such economic cost will be far outweighed by the potential improved development opportunity of having the adjacent land rezoned to Residential and Rural – Higher Density Small Holdings Area zones compared to the existing Rural zone.</p> <p><u>Social and Environmental Cost (Community)</u></p>	<p>width.</p> <p><u>Social Cost (Landowners)</u> Requiring an esplanade reserve adjacent to Saxton Creek will have the potential to reduce the privacy of adjacent properties by allowing public access along the banks of the stream.</p> <p><u>Economic Cost (Landowner)</u> Requiring an esplanade reserve adjacent to Saxton Creek will reduce the amount of land available for residential development which may have an economic cost to the landowner. Any such economic cost will be far outweighed by the potential improved development opportunity of having the adjacent land developed in a residential and lifestyle block capacity as proposed in the Structure Plan.</p> <p><u>Social and Environmental Cost (Community)</u> The establishment of residential development within</p>	

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		<p>The establishment of residential development within areas C and D and part of area F will create the potential for the generation of additional runoff from hard surfaces (driveways, parking areas and roofs) and additional pressure on storm water disposal systems when compared with the status quo option (option 1).</p>	<p>areas C-F will create the potential for the generation of additional runoff from hard surfaces (driveways, parking areas and roofs) and additional pressure on storm water disposal systems when compared with the proposed Plan Change (option 2).</p>	
Benefit and Costs Summary	<p>The status quo option will have a social and economic benefit to landowners because it will not require an esplanade reserve to be taken and so will allow landowners to retain all their land for rural purposes and will preclude public access adjacent to the creek, which will improve the privacy of adjacent properties.</p> <p>By comparison, by not requiring an esplanade reserve the status quo option will be likely to ensure that the existing low water quality of</p>	<p>The establishment of a requirement for an esplanade reserve through the proposed Plan Change option will potentially improve the water quality and therefore biodiversity of Saxton Creek. It will also allow for improved recreational and connectivity opportunities, allow for the mitigation of flooding and improve the amenity of the area by providing an area of open space and a visual and physical buffer between residential and rural land</p>	<p>The establishment of an esplanade reserve as identified in the Structure Plan will have similar benefits as identified in the Plan Change option.</p> <p>The costs will also be similar to those outlined for the Plan Change option. Although there will be additional costs with a 20 metre esplanade reserve because this would impinge on the existing right of way to 3A-3D Hill Street, and the esplanade reserve approved as part of the Sutton subdivision in 2007 for area C.</p>	<p>The benefits and costs for option 4 are similar to those identified for the Structure Plan option (option 3).</p> <p>On balance therefore the potential benefits outweigh the costs that may result, although these costs are greater than the costs for the Plan Change option.</p>

Table 4 - Esplanade Reserve adjoining Saxton Creek	Option 1 - Status Quo - do not proceed with the Plan Change	Option 2 - Proceed with Plan Change	Option 3 - Develop Nelson South in accordance with the Nelson South – Richmond East Structure Plan.	Option 4 - Alternative Plan Change to allow a commercial centre surrounded by residential development of mixed densities within areas C and D and the densities of the structure Plan within Areas E and F
	<p>the stream will be retained and the recreational, access and hazard mitigation functions of the esplanade reserve will not be fulfilled.</p> <p>On balance therefore the potential costs outweigh the benefits that may result.</p>	<p>uses. This will have social and cultural benefits to the community and landowners and environmental benefits.</p> <p>By comparison the establishment of a requirement for an esplanade reserve through the proposed Plan Change option will have potential costs if landowners wish to reduce the esplanade reserve requirements. In addition, there will be potential social costs to landowners of a reduction in privacy resulting from enhanced public access along the banks of the stream and an economic cost to the landowner due to the taking of land for an esplanade reserve which can't be used for residential purposes.</p> <p>On balance therefore the potential benefits outweigh</p>	<p>On balance therefore the potential benefits outweigh the costs that may result, although these costs are greater than the costs for the Plan Change option.</p>	

Table 4 - Esplanade Reserve adjoining Saxton Creek	Option 1 - Status Quo - do not proceed with the Plan Change	Option 2 - Proceed with Plan Change	Option 3 - Develop Nelson South in accordance with the Nelson South – Richmond East Structure Plan.	Option 4 - Alternative Plan Change to allow a commercial centre surrounded by residential development of mixed densities within areas C and D and the densities of the structure Plan within Areas E and F
Effectiveness and Efficiency	<p>The status quo option is an efficient and effective way to address the operative Rural zone issues and achieve the objectives because the minimum lot size in this zone does not trigger the RMA requirements for an esplanade reserve and therefore no changes to the Plan would be required.</p> <p>However, it is an inefficient and ineffective way to meet the district wide issues and objectives related to access along riparian margins, and the residential issues and objectives. The potential costs of following this option outweigh the benefits and therefore overall this option is an inefficient and ineffective way to achieve the issues and objectives.</p>	<p>the costs that may result.</p> <p>The Plan Change option efficiently and effectively address the district wide issues and achieve the objectives related to access along riparian margins and the residential issues and objectives.</p> <p>It will allow an esplanade reserve to be taken which has benefits which outweigh the potential costs through the subdivision consent process.</p>	<p>This option will address the district wide issues and achieve the objectives related to access along riparian margins and the residential issues and objectives although it will do it in a less efficient and effective manner than option 2. This is because it proposes a 20 metre esplanade reserve which would compromise the existing right of way to 3A-3D Hill Street and does not recognise the approved Sutton subdivision.</p>	<p>The Alternative Plan Change option is an inefficient and ineffective way to address the operative issues and achieve the objectives for the same reasons as outlined in the Structure Plan option (option 3).</p>
Risk of Acting or Not Acting if there is	<p>This option relies on the retention of the existing operative Rural zoning and the</p>	<p>This option relies on the operative objectives, policies and rules related to</p>	<p>Because of the additional costs identified above there is a greater degree of uncertainty</p>	<p>Because of the additional costs identified above there is a greater degree of uncertainty</p>

Table 4 - Esplanade Reserve adjoining Saxton Creek	Option 1 - Status Quo - do not proceed with the Plan Change	Option 2 - Proceed with Plan Change	Option 3 - Develop Nelson South in accordance with the Nelson South – Richmond East Structure Plan.	Option 4 - Alternative Plan Change to allow a commercial centre surrounded by residential development of mixed densities within areas C and D and the densities of the structure Plan within Areas E and F
uncertainty or insufficient information	related objectives, policies, rules and other methods. The risk of acting on this option is that the costs and inefficiencies associated with this option will eventuate. These costs and inefficiencies outweigh the benefits and efficiencies therefore there is a medium risk of acting on this option.	esplanade reserves. The benefits outweigh the costs and this option is an efficient and effective way to address the operative issues and achieve the objectives. As a consequence there is a limited risk of acting on this option.	and a greater potential risk of acting compared with option 2.	and a greater potential risk of acting compared with options 2 and 3.

Table 5 Services Overlay

The services overlay is proposed to apply to the land within areas C, D and F which is proposed to be rezoned from Rural to Residential and Rural – Higher Density Small Holdings Area and which has yet to have residential dwellings built on it. This is because sewer services are not always available directly at the boundaries of the areas, the water supply to upper levels may not meet current levels of service and the Hill Street North reticulation requires upgrading.

Subdivision within a services overlay is a discretionary activity.³ The explanation part of the rule which relates to subdivision within the services overlay in the Residential zone (REr.108.5) provides an explanation and gives guidance on the intent of the Services Overlay. Parts of this explanation are reproduced below:

³ A discretionary activity can proceed on a notified or non notified basis and can be granted or refused by Council.

"The areas defined on the Planning Maps include areas where the provision of services to subdivisions is not straightforward. There may be constraints on the capacity of existing systems, or the area may need filling in order to get the necessary fall for storm water or sewer drainage. Special regard also has to be had to the roading pattern, to avoid precluding future development of other areas, as well as ensuring that the capacity of services has regard to the development potential of neighbouring land.

In other cases, the area may be above the contour to which the Council can supply water, where the landowner would have to provide their own supply. Such situations are a non-complying activity. The Council wishes to avoid a proliferation of small individual systems, and will be looking for proposals that integrate with other developments, and have the ability to serve a wider area. Since the Council often ends up maintaining these systems, ongoing operating and maintenance costs are important.

There are also areas where services can be supplied, but where additional conditions may apply eg. an additional financial contribution towards the cost of a special water supply, or special conditions regarding the point where the public supply may be accessed. The Council's Engineering Section holds copies of maps which define the servicing constraints in more detail."

Proposed Plan Change 14 – Residential Subdivision, Land Development Manual and Comprehensive Housing proposes to alter the services overlay provisions within the Plan including adding a restricted discretionary category as part of subdivision within the overlay (Rule REr108). This includes making minor changes to the text reproduced in italics above. These changes can be viewed by reading Plan Change 14 itself.

Table 5 – Services Overlay	Option 1 - Status Quo - do not proceed with the Plan Change	Option 2 - Proceed with Plan Change	Option 3 - Develop Nelson South in accordance with the Nelson South – Richmond East Structure Plan.	Option 4 - Alternative Plan Change to allow a commercial centre surrounded by residential development of mixed densities within areas C and D and the densities of the structure Plan within Areas E and F
Benefits	<u>Social and Economic Benefit (Landowner)</u> If this Plan Change does not proceed, a services overlay would not be applied to areas C, D and F; instead the infrastructure servicing requirements of the Plan would be controlled by the design standards for the Rural zone. These generally require	<u>Social and Economic Benefit (Community & Landowners)</u> The proposed Plan Change will apply the services overlay to the land within areas C, D and F which is proposed to be rezoned from Rural to Residential and Rural – Higher Density Small Holdings Area and which has yet to have residential	<u>Social and Economic Benefit (Community)</u> This analysis assumes that a services overlay would be applied to all parts of the structure plan (areas C-F). With residential proposed within areas C-F there will be a greater number of residential units requiring to be serviced	<u>Social and Economic Benefit (Community)</u> This analysis assumes that a services overlay would be applied to all parts of the Alternative Plan Change (areas C-F). With a commercial and residential component to this option and greater potential intensity and pressure on

Table 5 – Services Overlay	Option 1 - Status Quo - do not proceed with the Plan Change	Option 2 - Proceed with Plan Change	Option 3 - Develop Nelson South in accordance with the Nelson South – Richmond East Structure Plan.	Option 4 - Alternative Plan Change to allow a commercial centre surrounded by residential development of mixed densities within areas C and D and the densities of the structure Plan within Areas E and F
	<p>infrastructure services to be provided on site.</p> <p>As a consequence, at the time of subdivision there would be no additional requirements to consider the infrastructure servicing needs of this overlay through a resource consent. There would be a potential monetary and time savings to the landowner.</p> <p>It is noted that, with the exception of the Raines property which occupies parts of area E and F, there are no single sites within areas C-F which are over 15 hectares in area (minimum subdivision size within the Rural zone). Therefore the subdivision potential as a permitted activity in the Rural zone in areas C-F is limited.</p>	<p> dwellings built on it.</p> <p>This would ensure that infrastructure services are well integrated with other developments, have the ability to serve a wider area and serve the requirements of occupants of the Residential and Rural – Higher Density Small Holdings Area zones.</p> <p>This will have a potential social and economic benefit to the community as it will provide for a system which is integrated, more effective and efficient, and potentially more cost effective per residential unit than a number of small un-integrated systems.</p> <p>In addition, a reticulated infrastructure system is the only practical method of allowing development to residential densities.</p>	<p>than for option 2. Therefore this option will have a greater potential intensity and pressure on infrastructure services and the requirement for integrated servicing is more necessary for this option than option 2.</p> <p>This will ensure that infrastructure services are well integrated within the structure plan area and have the ability to serve a wider area and serve the requirements of occupants in the structure plan area.</p> <p>This will have a potential social and economic benefit to the community as it will provide for a system which is more efficient and effective than a number of small un-integrated systems.</p>	<p>infrastructure services, the requirement for integrated servicing is more necessary for this option than alternatives 2 and 3.</p> <p>This will ensure that infrastructure services are well integrated within the area, have the ability to serve a wider area, and serve the requirements of occupants in the structure plan area.</p> <p>This will have a potential social and economic benefit to the community as it will provide for a system which is more efficient and effective than a number of small un-integrated systems.</p>

Table 5 – Services Overlay	Option 1 - Status Quo - do not proceed with the Plan Change	Option 2 - Proceed with Plan Change	Option 3 - Develop Nelson South in accordance with the Nelson South – Richmond East Structure Plan.	Option 4 - Alternative Plan Change to allow a commercial centre surrounded by residential development of mixed densities within areas C and D and the densities of the structure Plan within Areas E and F
Costs	<p><u>Social, Economic and Environmental Cost (Community)</u> Retaining the existing Rural zone will require that infrastructure services are provided through the design standards for the Rural zone. These generally require infrastructure to be provided on site.</p> <p>This will encourage the proliferation of small individual systems which serve the needs of individual sites but which do not integrate well with other developments or readily have the ability to serve a wider area. It will also be contrary to the existing character of areas C and D which generally have a Residential amenity. This will lead to inefficient infrastructure servicing of these areas which overall will have a social and economic cost on the community.</p>	<p><u>Economic Cost (Landowner)</u> Landowners who wish to develop in accordance with a residential density and connect to a reticulated system are required to pay to Council a development contribution cost of \$12,525 per residential lot. This pays for transport and storm-water, water supply and wastewater reticulation. Refer section 3.6 of Volume 2 of the Nelson Community Plan 2009-2019.</p> <p><u>Social and Economic Cost (Landowner)</u> Landowners who wish to develop to residential densities in areas which are removed from existing infrastructure to connect to, may have to either wait until other landowners develop, pay additional costs to bring infrastructure services forward or utilise on site systems (which will limit the</p>	<p><u>Social and Economic Cost (Landowners)</u> Refer to the social and economic costs outlined for the proposed Plan Change (option 2) which also apply to option 3. These costs would be potentially greater for this option because of the additional development potential than for the Plan Change (option 2).</p>	<p><u>Social and Economic Cost (Landowners)</u> Refer to the social and economic costs outlined for the proposed Plan Change (option 2) which also apply to option 4. These costs would be potentially greater for this option because of the additional development potential than for options 2 and 3.</p>

Table 5 – Services Overlay	Option 1 - Status Quo - do not proceed with the Plan Change	Option 2 - Proceed with Plan Change	Option 3 - Develop Nelson South in accordance with the Nelson South – Richmond East Structure Plan.	Option 4 - Alternative Plan Change to allow a commercial centre surrounded by residential development of mixed densities within areas C and D and the densities of the structure Plan within Areas E and F
	<p>There is also a potential environmental cost if the on site systems fail or perform poorly.</p> <p><u>Economic Cost (Landowner)</u></p> <p>Providing for infrastructure services through on site systems is likely in most instances to cost more money per unit than connecting in to public infrastructure services.</p>	<p>intensity of development which is obtainable). This may have a social cost in time and a monetary cost to the landowner.</p> <p><u>Social and Economic Cost (Landowner)</u></p> <p>Subdivision within the services overlay will require a discretionary activity resource consent and the consideration of the application against assessment criteria including the standards and criteria within Appendix 13 'Engineering Performing Standards'. This will have a potential social and economic cost, in time and money, to the landowner.</p>		
Benefit and Costs Summary	The benefits of retaining the existing Rural zoning and therefore not applying a services overlay will be that landowners at the time of	Applying the services overlay will have a social and economic benefit to the community and landowners because it will provide for a	The costs and benefits of applying a services overlay within the Structure Plan area will be similar to those outlined in the proposed Plan Change	The costs and benefits of applying a services overlay within the Alternative Plan Change option will be similar to those outlined in the proposed

Table 5 – Services Overlay	Option 1 - Status Quo - do not proceed with the Plan Change	Option 2 - Proceed with Plan Change	Option 3 - Develop Nelson South in accordance with the Nelson South – Richmond East Structure Plan.	Option 4 - Alternative Plan Change to allow a commercial centre surrounded by residential development of mixed densities within areas C and D and the densities of the structure Plan within Areas E and F
	<p>subdivision will not be required to undergo a discretionary activity resource consent.</p> <p>The costs will be that this will encourage a proliferation of small individual systems which serve the needs of individual sites but which do not integrate well with other developments or readily have the ability to serve a wider area.</p> <p>On balance the potential costs outweigh the benefits that may result.</p>	<p>system which is integrated, more effective and efficient and potentially more cost effective per residential unit than a number of small un-integrated systems.</p> <p>The potential social and economic cost to the landowner will be that they will be required to go through a discretionary activity resource consent process.</p> <p>On balance the potential benefits outweigh the costs that may result.</p>	<p>(option 2).</p> <p>On balance the potential benefits outweigh the costs that may result.</p>	<p>Plan Change (option 2) and the Structure Plan (option 3).</p> <p>On balance the potential benefits outweigh the costs that may result.</p>
Effectiveness and Efficiency	<p>The status quo option will generally require infrastructure to be provided on site, which encourages a proliferation of small un-integrated infrastructure systems which is an ineffective and inefficient way to address the issues and achieve the objectives which</p>	<p>The Plan Change option efficiently and effectively address the district wide issues and achieves the objectives related to infrastructure servicing and the residential issues and objectives. It will require integrated</p>	<p>This option will address the district wide issues and achieve the objectives related to infrastructure servicing and the residential issues and objectives although it will do it in a less efficient and effective manner than option 2. This is because the greater intensity</p>	<p>This option will address the district wide issues and achieve the objectives related to infrastructure servicing and the residential issues and objectives although it will do it in a less efficient and effective manner than option 2 and 3. This is because the greater intensity</p>

Table 5 – Services Overlay	Option 1 - Status Quo - do not proceed with the Plan Change	Option 2 - Proceed with Plan Change	Option 3 - Develop Nelson South in accordance with the Nelson South – Richmond East Structure Plan.	Option 4 - Alternative Plan Change to allow a commercial centre surrounded by residential development of mixed densities within areas C and D and the densities of the structure Plan within Areas E and F
	relate to infrastructure services.	servicing of areas C, D and F which are proposed to be rezoned to Residential and Rural – Higher Density Small Holdings Area, and has benefits which outweigh the potential costs.	and scale of development will create additional pressure on, and need for infrastructure services when compared with option 2.	and scale of development will create additional pressure on, and need for infrastructure services when compared to options 2 and 3.
Risk of Acting or Not Acting if there is uncertainty or insufficient information	<p>This option relies on the retention of the existing operative Rural zoning and the related objectives, policies, rules and other methods.</p> <p>The risk of acting on this option is that the costs and inefficiencies associated with this option will eventuate. These costs and inefficiencies outweigh the benefits and efficiencies therefore there is a medium risk of acting on this option.</p>	<p>This option relies on the operative objectives, policies and rules related to the Services Overlay. It also relies on the changes to the services overlay proposed in Plan Change 14.</p> <p>The benefits outweigh the costs and this option is an efficient and effective way to address the operative issues and achieve the objectives.</p> <p>As a consequence there is a limited risk of acting on this option.</p>	<p>This option proposes a different and greater level of development opportunity than currently exists in the Plan, and a greater level of development opportunity than option 2. As a consequence there is some uncertainty of information about the effect on infrastructure servicing of this option.</p> <p>The risk of acting on this option is that the costs and inefficiencies associated with this option will eventuate. These costs and inefficiencies outweigh the benefits and efficiencies.</p> <p>Therefore there is a medium risk of acting on this option.</p>	<p>This option proposes a different and greater level of development opportunity than currently exists in the Plan, and a greater level of development opportunity than option 2 and 3. As a consequence there is some uncertainty of information about the effect on infrastructure servicing of this option.</p> <p>The risk of acting on this option is that the costs and inefficiencies associated with this option will eventuate. These costs and inefficiencies outweigh the benefits and efficiencies.</p> <p>Therefore there is a medium risk of acting on this option.</p>

4.0 CONCLUSION

The approach of the proposed Plan Change is to:

- Rezone Areas C and D and the lower portion of 187 Champion Road (Lot 1 DP 14618) and 203 Champion Road (Lot 1 DP 6653) from Rural to Residential
- Rezone 3A, 3B, 3C and 3D Hill Street (Lot 4, Lot 3, Lot 2 and Pt Lot 1 DP 8212 respectively) and the upper portion of 187 Champion Road (Lot 1 DP 14618) from Rural to Rural - Higher Density Small Holdings Area
- Apply a Services Overlay to the proposed Residential and Rural - Higher Density Small Holdings Area zones.
- Apply an Esplanade Reserve of varied width on both sides of the western arm of Saxton Creek

The proposed Plan Change relies on the existing operative Residential and Rural - Higher Density Small Holdings Area zone issues, objectives, policies and rules. Appendix 6 Riparian and Coastal Margin Overlay will be altered to ensure that Saxton Creek is a stream where an esplanade reserve can be taken. Because of the operative status of these objectives the appropriateness of them in achieving the purpose of the RMA is not being considered in this report.

An evaluation, within tables 3, 4 and 5 of four alternative options of status quo (do nothing), proceed with proposed Plan Change, develop Nelson South in accordance with Structure Plan and alternative Plan Change has been undertaken under the three broad parts of the proposed Plan Change, being:

- Table 3 - Zoning
- Table 4 - Esplanade Reserve adjoining Saxton Creek
- Table 5 - Services Overlay

This report has evaluated these alternative options against the benefits, costs, effectiveness, efficiency, the risk of acting and the risk of not acting.

This evaluation has clarified that option 2 (proceed with the Plan Change) has potential benefits which outweigh any costs that may result, is the best option in regards to it's efficiency and effectiveness and because of a low level of uncertainty and insufficiency of information, this option has minimal risks of acting (or not acting).

Appendix 1

Please refer to:

“Proposed Plan Change 18 - Nelson South - Proposed Plan Amendments”.

This document is available from the Nelson City Council Customer Service Centre or online at <http://www.nelsoncitycouncil.co.nz> (search phrase: Plan Change 18).