

Nelson Arterial Transport Study

Summary of Relevant Policy and Strategy Documents

Stage 3 Specialist Report

November 2010

PROJECT MANAGER

Phil Peet

PROJECT TECHNICAL LEAD
PREPARED BY

Sylvia Allan

CHECKED BY

Sylvia Allan

REVIEWED BY

Phil Peet

APPROVED FOR ISSUE BY

Phil Peet

This document has been prepared for the benefit of Nelson City Council. No liability is accepted by this company or any employee or sub-consultant of this company with respect to its use by any other person.

This disclaimer shall apply notwithstanding that the report may be made available to other persons for an application for permission or approval to fulfill a legal requirement.

WELLINGTON

Level 1, 123 Taranaki Street, Wellington 6011
 PO Box 9624, Te Aro, Wellington 6141
 TEL +64 4 381 6700, FAX +64 4 381 6739

Nelson Arterial Transport Study

CONTENTS

INTRODUCTION	1
1 NELSON REGIONAL POLICY STATEMENT (RPS)	2
2 NELSON RESOURCE MANAGEMENT PLAN	6
3 NELSON LAND TRANSPORT STRATEGY	11
4 NELSON (LONG TERM COUNCIL) COMMUNITY PLAN (LTCCP)	14
5 HEART OF NELSON – CENTRAL CITY STRATEGY	20
6 TAHUNANUI STRUCTURE PLAN	26
7 PEDESTRIAN STRATEGY (2005) AND CYCLING STRATEGY (2006)	27
CONCLUSIONS	29
APPENDIX 1 – RELEVANT RESOURCE MANAGEMENT PLAN MAPS	
APPENDIX 2 – CYCLE CONNECTIONS FROM “PEDALLING ALONG”	

Introduction

The Nelson Arterial Study is taking place within the context of a developed policy framework for the city, and for the region within which the urban area sits.

The policy has been developed over a long period by the Council under a range of legislative mandates and responsibilities.

This document brings together the main policy that may be relevant to a consideration of future arterial transport planning and provision to meet perceived needs.

Much of the policy is accompanied by explanatory material. Where relevant, this is also provided in this document.

Policy in the remainder of the document has been assembled from the following Nelson City Council publications:

- Nelson Regional Policy Statement (Operative 1997)
- Nelson Regional Policy Statement Review Draft (2010)
- Nelson Resource Management Plan (incorporating operative plan changes, Operative 2004)
- Nelson Land Transport Strategy (2009)
- Nelson Long Term Council Community Plan 2009-2019 (2010 version)
- Heart of Nelson Strategy (2009)
- Tahunanui Structure Plan (2004)
- Pedestrian Strategy (2005)
- Cycling Strategy (2006)

There are numerous strategic statements, objectives, policies and other provisions set out in each of the above documents which may impinge upon or influence the future transport system. Only the most relevant are set out in the description and analysis which follows.

It is important that in considering the details of any transport option it is recognised that policies relating to matters such as heritage, the natural environment, and air quality will need to be addressed and resolved. Some of these aspects are covered in specialist reports prepared for this stage of the study.

There is additional policy in the Nelson Air Quality Plan (Operative 2008). This shows the city's three airsheds and has the overall objective of *"the maintenance, and the enhancement where it is degraded, of Nelson's ambient air quality, and the avoidance, mitigation and remediation of any adverse effects on the environment of localised discharges into air"*. The Plan sets out the Ministry for the Environment's Air Quality Guidelines for a range of contaminants, and includes policy and methods to achieve an overall improvement in air quality in the area it applies to. Amongst its stated Anticipated Environmental Results are that there should be *"at least no increase in overall vehicle emissions"*.

Nelson City also has a Social Wellbeing Policy (2003), which is currently under review. The priorities of the policy are to take measures towards reducing levels of deprivation in the community, and achieve improvements in employment and the economy, education, housing affordability and community cohesion. There are stated objectives, goals and actions under each of these headings. The Social Wellbeing Policy is closely linked to the Long Term Council Community Plan and work towards the review of the Social Wellbeing Policy has influenced the 2010 version of the Long Term Council Community Plan.

1 NELSON REGIONAL POLICY STATEMENT (RPS)

This document is at the top of the hierarchy of resource management considerations. It is prepared under the Resource Management Act (RMA) and has statutory force.

Its purpose is to identify regional issues in terms of natural and physical resources and to outline objectives, policies and methods to achieve integrated management of the natural and physical resources of the whole region, including cross-boundary issues with other regions.

Other plans prepared under the RMA must now “give effect” to the provisions of the relevant regional policy statement for a region or district (changes to the RMA in 2005 have increased the importance of the RPS).

Nelson’s RPS was made operative in 1997, prior to these changes to the RMA. It is a relatively general document.

Amongst the regional cross-boundary issues identified are:

- “• consistent management of transport nodes (including the port and airport), their adverse effects and equality of access (Nelson City/Tasman District)”; and
- “• a consistent approach to roading (Marlborough District/Nelson City/Tasman District).” (UP1)

Key Chapters of the RPS in relation to the arterial study are Chapter 8, The Coast; and Chapter 14, Infrastructure. In general terms, Chapter 6, Development and Hazards, anticipates an increasingly compact urban form for the city, for efficiency reasons but also to protect and retain the rural setting of the city and to avoid natural hazards which are perceived as significant in areas adjacent to urban areas in the future (including climate change and sea level rise).

RPS Chapter 8 – The Coast

Relevant are Objective CO 1.2.1, and Policy CO 1.3.1.19:

CO1.2.1	Achievement of the social, economic and cultural needs of the community within the coastal environment, while ensuring a high level of protection is afforded to the natural character and to natural and physical resources associated with the coast.
CO1.3.19	To acknowledge the role of existing structures in the coastal environment.

RPS Chapter 14 – Infrastructure

This Chapter provides significant discussion about transport and the overarching regional objective and policy for transport systems, so much of it is reproduced here.

IN2 Land Transport

IN2.1 Issue

- 1) Adverse effects on natural and physical resources as a result of road construction and maintenance.

- 2) Adverse effects on amenity values from vehicular traffic.
- 3) Adverse effects from adjoining activities on the functioning of roads.
- 4) Providing for existing demand and future growth in demand for land transport whilst avoiding remedying, or mitigating adverse effects on the environment.
- 5) Reduce the need for non-sustainable uses of transport.

The physical isolation of Nelson from the remainder of the South Island, coupled with the constraints of Nelson's location, nestled between hills and coastline, places pressure on the structure and development of the road transport network. Contributing to this isolation is the fragility of those land transport links and the fact that Nelson is easily cut off from other areas. There is only one major highway passing through Nelson. Transport routes traverse areas prone to slips and flooding, and traverse fault lines. Such problems make road linkages between Tasman Bay and the remainder of the South Island difficult to establish and maintain.

Other modes of land transport include walking and cycling. Research undertaken by the Nelson City Council into the recreation needs of its residents clearly shows walking to be a major recreational pursuit. Cycling is also popular, both in terms of recreation and as a mode of transport, particularly in the inner city area. Significant conflict can occur between walking/cycling and other road users (particularly trucks). There is a need to consider how provision for walking and cycling can be enhanced without unnecessarily constraining the needs of other road users. Development of pedestrian linkages, cycleways and walkways are options which will require consideration.

Specific land transport issues include:

- i) reduction of carbon dioxide emissions;
- ii) vehicle congestion in the Central Business District and the costs and benefits of methods to reduce this, including:
 - a) promoting car pooling,
 - b) parking disincentives to reduce private vehicle use,
 - c) promoting and providing for cycleways and pedestrian links,
 - d) use of public transport, the form that this takes (i.e. type of service), and
 - e) additional parking and road capacity;
- iii) the impact of the State Highway and in particular the impact of heavy traffic;
- iv) the impact of large traffic volumes on the residential amenity of areas such as Waimea Road;
- v) land transport links to major facilities such as the **Port** and **Airport**;
- vi) land transport links to strategic industries, e.g. ENZA store, fisheries and forestry;
- vii) means of reducing adverse effects of land transport on the environment;
- viii) transport of hazardous substances;
- ix) means of controlling the effects of activities including subdivision on land transport infrastructure and use; and
- x) impact on non-renewable resources for transport fuels and road construction.

IN2.2 Objective

IN2.2.1 A safe and efficient land transport system that promotes the use of sustainable resources, whilst avoiding, remedying or mitigating its adverse effects on human health and safety, and on natural and physical resources.

IN2.3 Policies

IN2.3.1 To promote the development of transportation systems which:

- i) meet community needs for accessibility;
- ii) use energy efficiently;
- iii) discourage dispersed development;
- iv) avoid or reduce adverse effects on human health, water, soil, air and ecosystems; and
- v) are consistent with the provisions of Part II of the Act and the New Zealand Coastal Policy Statement.

IN2.3.2 Where the adverse effects of expansion of transport infrastructure can be avoided, remedied or mitigated, and expansion is considered to have greater net benefit than intensification of the use of existing transport infrastructure, to provide for the most appropriate form of expansion.

IN2.3.3 To implement methods of controlling the effects of activities, including subdivision, on the land transport system.

IN2.3.4 To provide for the continued safe and efficient operation, maintenance and upgrading of the land transport system and its linkages with maritime and air transport.

IN2.3.5 To encourage walking and cycling as alternatives to the use of private motorcars.

Review of RPS

The RPS requires review every ten years. Nelson City Council commenced a review in 2007. However, this work has been re-prioritised by the Council and is not proceeding at present. The work undertaken on the review to date has no statutory weight.

The current draft of the new RPS contains a "Proposed Vision" as follows:

Proposed vision

Nelson is committed to achieving a high quality of life and environment for present and future generations.

Nelson takes action to achieve:

- clean air, freshwater and coastal water
- a city with character that's easy to get around, that offers diverse housing, work, and lifestyle opportunities
- more walking, cycling and public transport
- an efficient network of roads
- energy and water efficient buildings and industries
- more renewable energy sources, particularly solar energy
- less waste going to landfill

- care and enhancement of all our species of plants and living creatures recognising that we all depend on each other for survival
- a clear distinction between urban and rural areas
- economic activity that also looks after the natural environment
- protection of heritage and taonga
- wise use of both renewable and non-renewable resources, that respects the limits of the natural environment

The Land Transport Issue is encapsulated from the Draft review of the RPS as follows:

Land Transport

Issue 1 – more vehicles on the road

More people and a growing economy will mean more cars on the road and more congestion unless we reduce our reliance on private vehicles. Current solutions to the problem, i.e. building more roads, will have adverse effects on: convenience, cost, productivity, community dislocation, air quality, and the essential qualities and characteristics that make Nelson a desirable place to live. Ongoing reliance on private vehicles also contributes to climate change.

Issue 2 - freight

There is heavy reliance on road transport for freight movements.

What it could mean for Nelson's future

- Better bus service is introduced
- More cycle lanes
- More people live close to work, shops and community facilities which reduces their number of vehicle trips

2 NELSON RESOURCE MANAGEMENT PLAN

This document is an integrated district and regional plan for the management of all the region's natural and physical resources under the Resource Management Act (with the exception of air quality, for which there is a separate regional plan). The Plan was made operative in 2004 and has full statutory weight.

While much of the Plan and its policy framework is organised to apply to individual zones (e.g. residential, commercial, industrial) there is a set of District wide objectives and policies which apply across the whole region. Amongst them is a significant section on land transport, DO10.

Main land transport objectives, policies and explanation are reproduced here. Excluded are policies relating to aspects such as site access and parking.

DO10.1 Land Transport

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

Reasons

DO10.1.i This objective is consistent with the Regional Policy Statement. The importance of this objective is self evident. The transport system is a resource of considerable value to the social, economic and social well being of people and communities. Traffic may have adverse effects on health and safety as well as on the environment generally. Implicit in the first part of the objective is that adverse effects of activities on the transport system must also be addressed.

Policy

DO10.1.1 Environmental Effects of Vehicles

The environmental effects of vehicles should be avoided or mitigated by minimising the number and length of vehicle trips.

Explanation and Reasons

DO10.1.1.i The direct effects of traffic, such as noise, vibration, exhaust fumes, and vehicle crashes, and the indirect effects such as loss of privacy, loss of land for other uses, and separation of neighbourhoods, can all be avoided or mitigated by a reduction in the number and length of vehicle trips. See also policy DO14.3.1 (roads and traffic) under 'Services'.

Methods

DO10.1.1.ii Promote the use of public transport, bicycles and walking as alternatives to the use of cars.

DO10.1.1.iii Promote car pooling.

DO10.1.1.iv Provide in the Plan for urban consolidation, by zoning and regulating the development of new greenfields subdivisions, and allowing a higher density of dwelling units in areas within walking distance of shopping areas and transport nodes, including The Wood and the Stoke Centre.

DO10.1.1.v Regulating the construction of new state highways, arterial roads and principal roads.

DO10.1.1.vi Encourage car pooling and use of public transport on the roads referred to in DO10.1.1.v.

Policy

DO10.1.2 Road Network

The road network should be maintained and developed in such a way to reduce conflict between land uses, traffic and people.

Explanation and Reasons

DO10.1.2.i The adverse environmental effects from roads can be avoided or mitigated through a hierarchy of roads. A hierarchical road network provides for the safe and efficient movement of traffic by assigning some roads (state highways and arterial roads) a primary role of carrying through traffic and a minimal role in providing access to properties, and by assigning other roads (local roads) a primary role in providing access to properties and a minimal role in carrying through traffic.

DO10.1.2.ii The hierarchy is as follows, listed in descending order of importance for through traffic and ascending order of importance for property access: state highway, arterial road, principal road, collector road, subcollector road, local road.

DO10.1.2.iii Adverse environmental effects from roads are avoided or mitigated by diverting traffic away from local roads to roads higher in the hierarchy. The greater traffic volumes that can be carried by arterial roads promote energy efficiency as well as more efficient use of time. Local roads, by being relieved of through traffic, are able to provide valuable areas of open space as well as access. The hierarchy will minimise delays and accidents and makes best use of the substantial investment in the road network. The hierarchy may delay the need for extra road construction in the District.

DO10.1.2.iv The location of activities on the network also affects road efficiency and safety and can be regulated.

Methods

DO10.1.2.v Develop and maintain a hierarchical road network, using the road categories above.

DO10.1.2.vi Indicate the road hierarchy on the Planning Maps.

DO10.1.2.vii Rules controlling location of activities in relation to roads shown on the road hierarchy maps.

DO10.1.2.viii Rules controlling vehicle access to roads, including reversing and queuing on sites, and requiring of road parking, turning and loading areas.

DO10.1.2.ix Rules controlling road widths and standard of construction according to status of road.

DO10.1.2.x Rules regulating the construction of new state highways, arterial roads and principal roads.

Policy

DO10.1.3 expansion of the road network

New roads and intersections should not adversely affect the safety or efficiency of the road network and should avoid, remedy or mitigate adverse environmental effects.

Explanation and Reasons

DO10.1.3.i New roads and intersections need to be designed and located in such a way that any impacts on the road system and the environment are kept to within acceptable limits.

Methods

DO10.1.3.ii Assigning new roads an appropriate place in the road hierarchy, having regard to the needs for through traffic and access and the amenity values of the area.

DO10.1.3.iii Rules imposing design standards by reference to the place of the new road in the hierarchy.

DO10.1.3.iv Rules that control the effects of new roads in relation to design and location of property access (including by use of segregation strips) and intersections.

DO10.1.3.v Rules regulating the location and design of subdivisions by reference to impacts on the road network.

DO10.1.3.vi Rules regulating the construction of new state highways, arterial roads and principal roads.

DO10.1.3.vii Rules regulating location of activities, by reference to their access to types of road in the network.

Policy**DO10.1.4 traffic effects of activities**

Activities should be located and designed to avoid, remedy or mitigate the effects of traffic generation on the road network.

Explanation and Reasons

DO10.1.4.i Maintenance of the traffic carrying capacity of roads, especially the State Highway and arterial roads, is important to ensure appropriate use of the existing infrastructure, and to avoid unnecessary upgrading to meet safety standards. There will be activities which by their nature and scale are incompatible with this policy. This may involve controlling the number or location of access points. While effects can be minimised by various measures, there may be activities that should not locate in particular areas at all, taking into account their effects (including cumulative effects) and the nature of the area.

Methods

DO10.1.4.ii Rules retaining discretion on activities with high effects on traffic on State Highways and arterial roads.

DO10.1.4.iii Rules requiring parking, loading, and manoeuvring to be contained on site.

DO10.1.4.iv Rules regulating activities in relation to traffic effects, including in the location, scale, and timing of activities.

DO10.1.4.v Rules controlling number of access points according to the road hierarchy, and in the Inner City Zone, by reference to the Ring Road.

DO10.1.4.vi Monitoring of traffic volumes and impacts and response as appropriate.

Policy**DO10.1.7 pedestrian and bicycle traffic**

A safe network for pedestrian and bicycle traffic should be developed and maintained.

Explanation and Reasons

DO10.1.7.i This policy is consistent with the Regional Policy Statement. It seeks to promote traffic other than solely motor vehicle traffic.

Methods

DO10.1.7.ii Road and subdivision designs that take into account and promote the needs of pedestrians and cyclists.

DO10.1.7.iii Maintenance of separate pedestrian access between the parking squares and shopping streets.

DO10.1.7.iv Improvement of pedestrian environment, particularly in shopping areas.

DO10.1.7.v Acquisition of walkways to create a network where adequate pedestrian access on existing roads and walkways is not available.

DO10.1.7.vi Establishment of new cycleways to create a safe cycling network.

The importance of the setting and entrances to the City's urban area is also noted in terms of transport in the Landscape section, D09, of the District wide objectives and policies.

Objective**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.

Reasons

DO9.1.i The landscape setting and physical features of Nelson gives it a distinctive identity. Development needs to recognise this distinctive identity and be undertaken in a manner which avoids, remedies or mitigates adverse effects on landscape values.

Policy**DO9.1.2 Development**

Development should be undertaken in a manner which avoids, remedies, or mitigates adverse effects on the landscape, coastal features and amenity values.

Explanation and Reasons

DO9.1.2.i In many areas development or the expectation of development makes it unrealistic to protect landscape features in their natural state. In these cases it is important to ensure that any development is undertaken in a manner which avoids adverse effects on or is complementary to the landscape feature being considered. Development includes signs, which may have an adverse effect on landscape values.

Policy**DO9.1.3 Primary Road Routes**

Primary road routes that contribute to the experience of arriving in and departing Nelson, or of moving from one part of the city to another, should be protected and enhanced.

Explanation and Reasons

DO9.1.3.i Primary road routes provide important visual transition areas when moving from one part of the city to another, or when arriving in or leaving Nelson. Primary road routes are State Highway 6 from Wakapuaka to Saxton Field, Waimea Road between Hays Corner and Bishopdale Saddle, and the main route to Nelson Airport along Quarantine Road and Trent Drive. It is important to ensure that any development avoids effects that may detract from the experience that the routes provide.

The Resource Management Plan also contains District wide objectives relating to natural values, heritage, the coastal environment, air transport, the port and land use zones generally. These would all come into play if a specific project or work relating to transport involved a consent, designation or plan change.

These are too numerous to repeat in this document, and should be referred to, along with the objectives and policies that relate to the zoning of any affected area.

The planning maps for the areas potentially affected by the options are noted in Appendix 1 to this report.

3 NELSON LAND TRANSPORT STRATEGY

The Nelson Land Transport Strategy was initiated under the Land Transport Management Act 2003 by both Nelson and Tasman Councils in association with the NZTA (then Transit New Zealand). Part of the background to the preparation of the strategy was the North Nelson to Brightwater Corridor Study. There was considerable public involvement in preparing the strategy and it was as a result of the process that issues around Nelson's arterial options were "parked" for further evaluation.

The Nelson Land Transport Strategy was made operative in 2009, with a 30-year focus. Its achievement relies on a range of actions, including provision for financing through the LTCCP.

The vision, objectives and key principles are set out below.

The vision for the Nelson land transport network is:

'a sustainable transport future for Nelson'

The mission for Nelson is:

'to have a land transport system which is safe, efficient, integrated and responsive, and that meets the needs of current and future generations in ways that are environmentally, socially and economically sustainable.'

This vision is embodied in the following high level objectives:

- **Environmental Sustainability:** a transport system that supports international, national and regional strategies for energy efficiency and climate change, and protects natural systems and community values.
- **Assist Economic Development:** a transport system that supports national and regional development.
- **Safety & Personal Security:** a transport system that reduces road trauma and contributes to a sense of individual and community safety and security.
- **Access & Mobility:** a transport system that is effective, integrated and physically and financially accessible by all users
- **Public Health:** a transport system that contributes to improved health and well-being.
- **Affordability:** a regional transport programme that is affordable for the Nelson community and users.

The vision and objectives of this strategy can only be achieved by moving away from providing for travel demand by building roads and infrastructure to reducing vehicle use by encouraging transport behavioural change, providing improved modal choice and reducing the demand for travel. The available means of achieving this vision are complex and inter-related. It is clear that no single measure in isolation will be successful in meeting the high level objectives and an integrated package of measures is required.

Such an integrated package must be underpinned by the key principles that support the vision of an affordable, integrated, safe, responsive and sustainable land transport system as outlined in the New Zealand Transport Strategy. These key principles must be considered across all areas of activity to deliver the Strategy.

This is then translated into targets relating to each objective, and policies. The targets are shown below:

Economic development targets

Target ED1 Reduce average peak hour travel delays by 10% by 2018 from values recorded in 2008.

Target ED2 Increase share of weekday journey to work trips by public transport to at least 10% by 2018.

Target ED3 Increase number of vehicles with more than one occupant in the peak period across the Waimea Rd/Rocks Rd screenline to at least 10% by 2018.

Safety & personal security targets

Target S1 Reduce the total number of reported injury casualties by at least 20% by 2018 compared to 2008.

Target S2 Reduce the number of injury pedestrian and cyclist casualties by 20% by at least 2018 compared to 2008.

Target S3 Assess perceptions of personal safety and security in the NCC annual survey.

Accessibility & mobility targets

Target AM1 80% of households are within 400 metres (five minute walk) of a bus route by 2012.

Target AM2 Develop programme of area specific studies into the barriers to walking and cycling by 2010, initially focussing on the heavily trafficked arterial and principal roads.

Target AM3 Develop local road upgrade design methodology to improve streetscapes, by 2010.

Public health targets

Target PH1 Increase share of week day journey to work trips undertaken by walking and cycling to at least 25% by 2018.

Target PH2 Reduce emissions to air from the transport sector by 2018 from values recorded in 2006.

Environmental sustainability targets

Target ES1 Reduce Nelson's greenhouse gas emissions from the transportation sector 2001 levels by at least 40% in 2020.

Target ES2 Every land use change application will be reviewed to determine its consistency with the targets in this strategy.

Target ES3 All subdivisions and developments to include provision for walking, cycling and provision for public transport.

Affordability target

Target A1 A 75% customer satisfaction rating for value for money in the Transport sector is achieved by 2014, as assessed by the NCC annual survey.

Each of the priorities, given below, is supported by a range of actions. These are not included, but provide useful context for the achievement of Roads and Traffic Management, Policy 3, which relates specifically to road planning.

TDM Policy 1	Undertake travel behavior change programmes, educational and promotional measures to reduce the use of private motor vehicles, especially in areas of traffic congestion
TDM Policy 2	Use parking controls as a disincentive for long stay commuter parking in central areas.
TDM Policy 3	Promote the location of housing, jobs, shopping, leisure, education and community facilities and services to reduce the demand for travel and encourage the use of transport modes other than private motor vehicles
Walking Policy	Increase walking and the convenience and safety of walking in Nelson
Cycling Policy	Increase cycling and cycling safety in Nelson
PT Policy	Increase public transport use in Nelson
Roads and traffic management Policy 1	Reduce the number and severity of road crashes in Nelson
Roads and traffic management Policy 2	Monitor the adverse environmental impacts of motorized transport to ensure national and regional standards are met.
Roads and traffic management Policy 3	Ensure the efficiency of the transport network by providing appropriately timed traffic management and road maintenance and improvements, taking into account the other RLTS policies that constrain private vehicle use and encourage increased use of alternative modes of transport

4 NELSON (LONG TERM COUNCIL) COMMUNITY PLAN (LTCCP)

The current LTCCP was adopted in July 2009. It is a requirement of the Local Government Act 2002 to have such a plan to manage the Council's activities and budgeting. Details of the LTCCP form the basis for the Council's annual planning process. The LTCCP must have a focus on social, cultural, economic and environmental outcomes.

The LTCCP aims for transparency in terms of participation, setting community objectives and priorities, and long-term financial management. In this respect, the LTCCP notes deferred items, under "What's not in this Community Plan."

Improved public transport between Richmond and Nelson will begin later, in 2012/13. It had originally planned been proposed for a 2010 start. The delay is partly to allow enough time for the supporting infrastructure to be developed and the tendering process to take place. In the meantime, Council proposes to provide a higher level of public transport services within Nelson City.

The overall Goals of the LTCCP have been included from the start in the current arterial study. They are:

HEALTHY LAND, SEA AIR AND WATER
We protect the environment
PEOPLE-FRIENDLY PLACES
We build healthy, accessible and attractive places and live in a sustainable region
A STRONG ECONOMY
We all benefit from a sustainable, innovative and diversified economy
KIND, HEALTHY PEOPLE
We are part of a welcoming, safe, inclusive and health community
A FUN, CREATIVE CULTURE
We are proud of our creative local culture and regional identity
GOOD LEADERSHIP
Our leaders are proactive, innovative and inclusive

These have led to the following priorities:

- "1. Putting Nelson's regional identity on the radar
2. Sustainability, particularly environmental sustainability
3. Sustainable economic development
4. Nelson as a centre for arts creativity
5. Building and maintaining strong relationships with iwi/Maori
6. Safeguarding and promoting our heritage
7. Regional programmes, working co-operatively with Tasman District Council
8. Development of community facilities and infrastructure."

Under each of these priority areas, the LTCCP lists a number of items. Where relevant to the current study, these are listed here.

1. Putting Nelson's Regional Identity on the radar
 - "Heart of Nelson" Central City Strategy re the City's identity and heritage and economic performance
 - Victory Urban Village – the successful model of the Council and the community working together, seen as innovation
2. Sustainability
 - The Council's July 2008 Sustainability Policy
 - Sustainability Forum and working with the community
3. Sustainable economic development
 - Enhancing the Central City through the 89 actions in the "Heart of Nelson" Central City Strategy
 - Improved transport system, including an enhanced Nelson-Richmond bus service from 2012
 - Arterial traffic study (assessments to include socio-economic and environmental costs and benefits for Waimea Road, Tahunanui and Victory communities).
4. Nelson as a centre for arts creativity
 - [No relevant matters]
5. Building and maintaining strong relationships with iwi/Maori
 - Balance economic growth with environmental protection
6. Safeguarding and promoting Nelson's Heritage
 - Protecting and promoting heritage elements (buildings, trees and places in the RMP)
7. Regional programmes, working co-operatively with Tasman District Council
 - Recognise interconnected networks
 - Recognise regional facilities (port, airport)
 - Undertake regional transport planning
8. Development of Community facilities and infrastructure
 - [No relevant matters]

The achievement of the Goals is then developed under areas which are separately accounted within the Council's financial management as a Council Activity. Transport is one of these Activity areas. Some key commentary from the Activities section of the LTCCP is set out below.

Nelson's transport network

Network under pressure

The efficient and safe movement of people and goods through our region is important for community wellbeing. As a result of the increasing regional population the transport network is under pressure, especially the key arterial routes of Rocks and Waimea roads.

Separate roles

Nelson City, as a unitary authority, does the transport planning for Nelson and is responsible for maintenance, construction and renewal of all roads and other parts of the transport network such as cycleways, but not State Highways. The State Highway network is managed separately by the NZ Transport Agency, which replaced Transit NZ, and is 100% funded by central government.

The road system

Council maintains: 248 km of roads, of which 232 km are sealed and 16km are unsealed, 102 bridges, 16 km of off-road cycle lanes, 871 car parks in the central city and 237 car parks in Stoke as at 1 July 2006.

Bus services planned

Following from the Regional Land Transport Strategy process, Council proposes an enhanced bus service between Nelson and Richmond from 2012. It will take until then to determine the bus routes, prepare terms of reference, tender for the increased service and purchase the buses necessary to provide the service. Tasman District Council has included \$400,000 towards the enhanced service beginning 2012. Until then, Council will consider an increased local service by The Bus.

Achievements and challenges

The overarching strategy for the transport network is the Regional Land Transport Strategy (RLTS), which covers how to provide for, and integrate, the different transport modes: motor vehicles, walking, cycling and public transport. It aims to meet the current and future needs of the Nelson community and the wider region.

The Regional Transport Committee (RTC) released a draft RLTS in 2008. Following the submissions process the Regional Transport Committee made some minor changes and forwarded the RLTS to Council for consideration. Nelson City Council did not adopt the RLTS, but referred it back to the RTC for more consideration. The RLTS signals a move towards a more sustainable transport network for Nelson, which puts a greater emphasis on public transport and active modes such as cycling and walking. It also introduces the concept of travel demand management to reduce the number of single-occupant vehicle trips to maximize the efficiency of the transport network at minimal cost.

Public transport

Public transport use in Nelson is low. Council consultation has highlighted this as an area where the public would like a greater level of service. Council provides a community bus service, 'The Bus'. The private sector provides public transport services between Nelson and Richmond. The Ministry of Education provides subsidised school bus services. Council, with

Tasman District Council, also provides the Total Mobility Scheme, a Door-to-door transport service to assist people with impairments who are unable to use public transport.

Council proposes to increase public transport service in the Nelson City area in 2009/10 and work with TDC and private bus companies to improve the Richmond to Nelson route in 2014.

Walking and cycling

Nelson has relatively high numbers of pedestrians and cyclists compared with the rest of the country. Council has progressively developed footpaths and cycle facilities. Cycling and walking transport modes are considered important transport options to provide for an increasing population and to improve physical activity levels while reducing environmental impacts.

Why Council provides transport infrastructure and planning

Council provides transport infrastructure to ensure there is safe, convenient, efficient and affordable access for residents, visitors and businesses. It has long been a responsibility of local authorities to provide and develop roads and transport planning in their area.

Council-supplied transport infrastructure and transport planning contributes to achieving these Community Outcomes:

Outcomes/goals	How this activity contributes to achieving these goals	How we will know we are making progress towards our goals
Healthy land, sea, air and water We protect the natural environment.	Through providing a range of transport systems that minimise the impact on the environment	All contract project work is completed according to resource consent conditions and engineering standards.
People-friendly places We build healthy accessible and attractive places and live in a sustainable region.	Through taking into account the impact on public spaces when providing transport infrastructure.	Residents' survey results indicate improving satisfaction with transport infrastructure. The Central City Strategy is implemented to improve transport and public spaces.
A strong economy We all benefit from a sustainable, innovative and diversified economy.	Through providing and effective and efficient transport system that meets the needs of residents and businesses.	Feedback from the business and commercial operators indicates improving satisfaction with the transport network.
Kind, healthy people We are part of a welcoming, safe, inclusive and healthy community.	Through providing a safe transport network that provides for traffic, cyclists and pedestrians.	Feedback from residents, cyclists and pedestrians indicates improving levels of satisfaction with the transport network. Implementation of the Central City Strategy increases cycling and pedestrian facilities.

Managing the negative effects of transport activities

Negative effects associated with use of Council transport infrastructure include:

- Trauma and costs to the community associated with vehicle, cyclist and pedestrian crashes. Council addresses these negative effects through road safety campaigns and safety improvements.
- Traffic congestion causes travel time delays to users and variable travel times during peak hours creates trip time uncertainty. Council monitors travel times and vehicle counts to develop options through the Regional Land Transport Strategy process to address congestion.

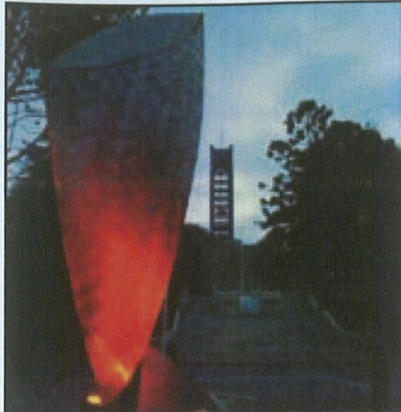
- Noise affects properties adjoining city streets, particularly on main routes. This is difficult for Council to reduce, except through Resource Management Act provisions.
- Pollution is caused by traffic emissions and road stormwater runoff. Council reduces these effects over time through implementation of the Air Quality and Freshwater Plans.

5 HEART OF NELSON – CENTRAL CITY STRATEGY

This was a special study, carried out in 2009, focused at the Council's interest in achieving various community outcomes in the LTCCP. The Mayor's Foreword states that the Council "*wants to maintain a vibrant and vital heart of the city*" for locals and visitors, and to encourage economic development. It is intended "to manage growth in a coordinated manner and to maintain and enhance the successfulness of the City Centre (CBD) and surrounding area".

The Strategy consists of an overall vision supported by numerous specific suggestions and proposals to enhance the function, usability and vitality of the city centre over time.

The Area Visions are reproduced on the following pages. These set out the intentions for the future "sense of place" for the central city, and its main functional precincts.



Area Visions

1. City Centre (CBD Core)

The City Centre will continue as the heart of Nelson and a city and regional destination. It will remain the commercial and cultural centre for the city and the wider region, through the vibrancy, shopping, cafes and restaurants, accommodation, services, arts, events and entertainment that it offers. The physical environment will attract people – the heritage buildings complemented by modern buildings of respectful design, the attractive vistas to and from the Cathedral and to the encircling hills, and the public places and streets that are well designed and maintained and worthy of the region's heart. It will be a place that visitors want to photograph as iconically Nelson. It will be recognised nationally and even internationally as a desirable destination. The City Centre will attract national retailers and anchor tenants, and will support a healthy array of local niche shops and boutiques. The City Centre will be the preferred location for government administration and community services and for larger corporate offices, and will be the main cultural and entertainment location for the wider region.

Within the **City Centre**, the following precincts have been identified for particular direction:

2. The Eastern Professional Area

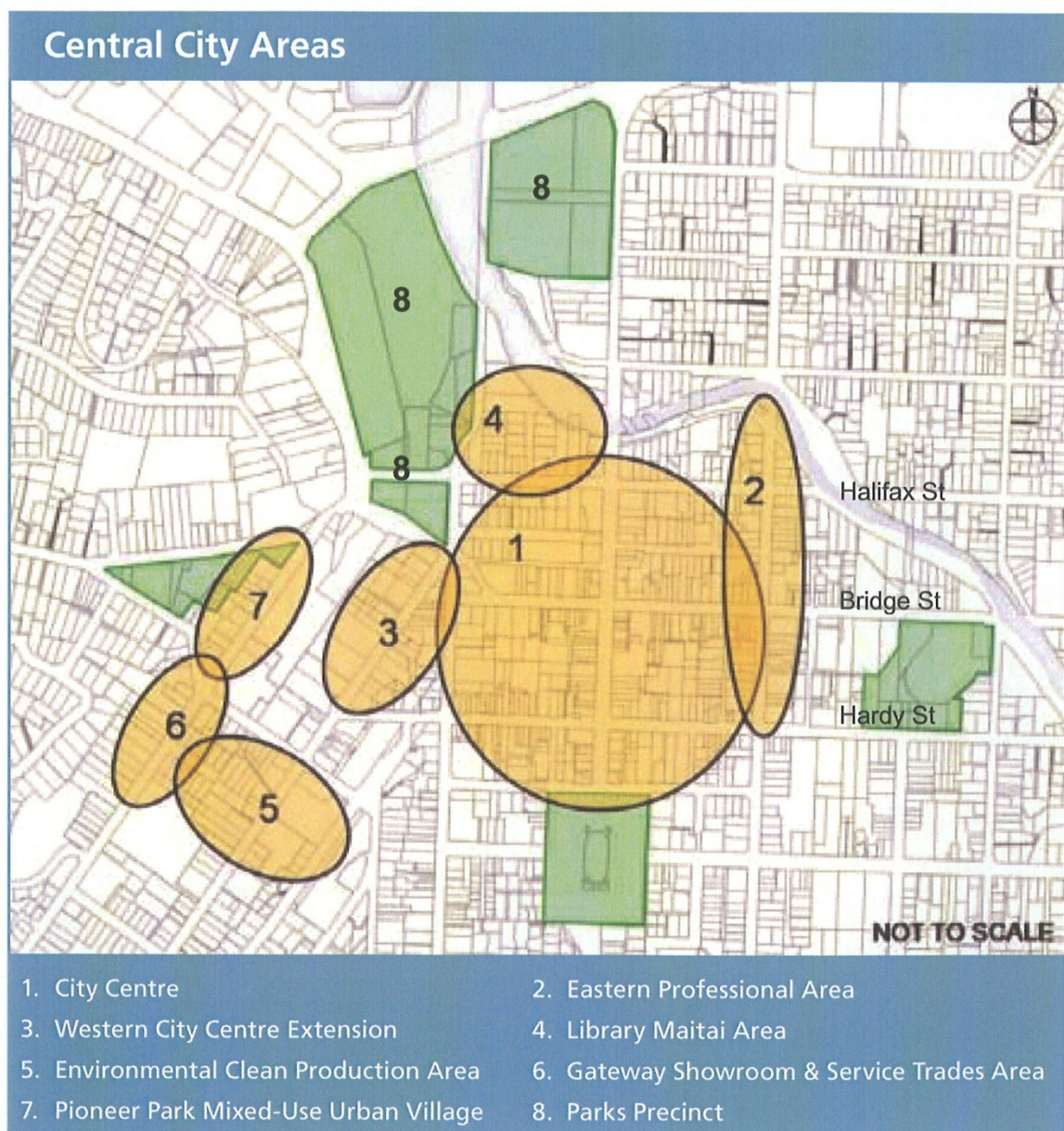
This area runs along Collingwood Street to the Maitai River and east to the law courts and existing professional areas. It is expected to continue growing Nelson's professional, health and medical services, and other compatible uses including residential above-ground floor. Changes to the district plan will remove the mandatory parking requirements on development sites in this area, leading to more efficient use of land and better architectural outcomes with buildings presenting more attractive and 'active' frontages to the street. This and other areas where parking requirements are removed will become part of the special CBD rating area.

3. The Western City Centre Extension Area

The northern end of Vanguard St ('The Triangle' formed by Rutherford, Vanguard and Hardy Streets, and the area on the western side of Vanguard Street bordered by Countdown/Warehouse on the west, and Haven Rd/Anzac Park to the north).

This area will redevelop from car yards, light industrial and service industries, to extend the City Centre westwards, to connect to the Warehouse / Countdown / Smiths City / Gloucester St area, with the proposed Western 'Environmental Clean Production' Area to the south of Gloucester St. Physical and pedestrian connection to the west – and to Anzac Park – will be facilitated by the extension of Bridge St through to Vanguard St and by rationalisation of the existing 'busy' intersections of Haven/Vanguard and Rutherford. A requirement for 'active' ground floor street frontages and verandahs on new developments will favour pedestrian circulation to this area and, along with other improved connections, to residential areas and

businesses to the west and southwest. This area offers prospects for good quality, affordable new office space (retail/active frontage on ground floor) and to attract research and development and technology-based businesses, computer services and other businesses services to suitable, flexible new premises of high amenity within convenient walking distance of the core of the City Centre (especially offices that can make use of the outlook over Anzac Park and towards the sea). The area is also seen as a suitable location for mixed use, with residential living above. Changes to the district plan will remove the parking requirements on development sites in this area, leading to more efficient use of land and better architectural outcomes in the way that building present more attractive and 'active' frontages to the street.



4. The Library/Maitai Area

(north of Halifax St and west of Trafalgar St to Paru Paru Road)

Development in this area will benefit from, and at the same time enhance, the amenity of this area fronting the Maitai. This area is key in promoting better linkage of the City Centre to the river, Rutherford Park, the marina and the sea. The close proximity to the core City Centre and its amenity will make this area desirable for a range of uses such as good quality offices, 'new economy' creative, information and technology based businesses, as well as activities such as hotels, café and restaurants, including residential components above. Changes to the district plan will reduce or remove the parking requirements on development sites in this area, leading to more efficient use of land and better architectural outcomes.

The timing of these zoning and parking changes may be phased in, if necessary, to help maintain the compactness and vitality of the core City Centre area.

The following areas are within the **City Fringe**:

5. Western 'Environmental Clean Production Area'

This area between Gloucester St and Parere St (and ultimately down to Victory Square) has been identified as ideal to incubate, attract and grow small-scale environmental, R&D and technology-based manufacturing, assembly and other 'clean production' activities (such as small-scale marine, medical, pharmaceutical, veterinary and health products and equipment, special dietary, nutraceutical and cottage food industries). This area is proposed to develop clusters of suitable good quality, flexible, affordable, more utilitarian premises in high amenity settings, and attracting 'environmentally responsible' developments with low energy and low greenhouse footprints.

6. 'Gateway Showroom and Service Trades' Areas

The area fronting St Vincent Street offers opportunities to lift the quality of the business premises along this street. The vision is for good quality, flexible, designer buildings that can easily transition between showroom, retail showroom, service trades, office and technology uses, with the option of residential living above.

7. Pioneer Park Mixed-Use Urban Village

The land between Washington Rd, St Vincent St and Pioneer Park is envisaged to develop as showrooms and small retail showrooms space with high quality low rise mixed-use /residential making use of the amenity provided by Pioneer Park.

8. The Parks Precinct

(Rutherford/Anzac/Trafalgar (including Kinzett) Parks and lower Maitai riverbank).

These parks are important open space and amenity areas close to the City Centre. They will be managed and developed to enhance their use for both passive and active recreation and to enhance their amenity. Importantly, they will be developed in such a way to improve the connectivity of the City Centre to the river and the sea (the marina and Port, and to Wakefield Quay and Tahunanui Beach). Key objectives will be to attract more people to these areas (especially Rutherford Park) and to improve access to and through the precinct.

It has been assumed that the current requirement in the Nelson Resource Management Plan (NRMP), or similar, will remain. The provisions in the NRMP require that, across the city, retail or other activities outside the CBD must not have a significant effect on the role of the City Centre as the focal point for the city.

There are a large number of supporting Objectives, under the headings Identity, Amenity, Connectivity, Activity, Safety and Implementations.

The connectivity Objectives are reproduced below.

- To enhance connections to the river and the coast, through the marina and to Tahunanui
- To facilitate easy access to the central city by a variety of modes (motor vehicle, foot, cycle, public transport) so that use is equitable to all, and to continue the strong pedestrian focus within the City Centre
- To support greater use of public transport to provide a viable alternative to the car
- To create a central city that is easy to walk to and that is compact and easy to walk around
- To ensure cycling into and through the central city becomes easier, safer and more direct
- To facilitate cross-city vehicle traffic but to discourage the amount of through traffic in the City Centre
- To manage parking demand and supply to support the economic competitiveness of the City Centre
- To identify changes to that street network in key locations that significantly enhance the ability for pedestrians and cyclists to move around the city, while continuing to provide for vehicle movements
- To create a legible, easily navigable city
- To improve way-finding around the central city and to surrounding cultural and historical locations, to help with people's understanding and enjoyment of the city

This strategy is particularly relevant to the arterial study, as it includes extensive proposals relating to the public realm of the City's streets, street/activity interfaces and open space.

Some of the specific issues, actions and intentions in the Heart of Nelson Central City Strategy which may be relevant to the arterial study are noted below. However, the amount of detail in the Strategy means that care over mitigation will need to be taken for any arterial route which traverses the central city area. Without such care, there is likely to be a conflict with at least some of the details of the strategy. Examples with such potential (referenced to the Heart of Nelson Central City Strategy document) are:

- Street planting proposals (B8)
- Cycle lane provision and investigations (C12 and C13)

- Improved east-west corridor for cycle use (C17)
- City Centre gateways (C22)
- A range of transport details, including for public transport (C23 to C33 – see maps and illustrations)
- Land use changes, including Vanguard and St Vincent Streets (D4 and maps)
- Western CBD expansion
- Bike trails, including the Old Railway Reserve Trail (D14)
- Residential intensification including Victory Square and Vanguard Street (D22 to D25 and illustrations).

6 TAHUNANUI STRUCTURE PLAN

This structure plan is dated 2004 and had its genesis in the Tahunanui Enhancement Study 2002, which looked at improvements needed in the City's popular beach recreational area arising from expressed concerns about the "existing condition of Tahunanui". It provided a framework within which modifications were made to the State Highway 6 intersection with Tahunanui Drive. These modifications were intended to work with the other elements of the Structure Plan to achieve environmental and social enhancement.

The achievement of the Structure Plan relies primarily on public expenditure to achieve street layout and access changes, and changes to the Nelson Resource Management Plan to enable intensification and cohesion around the traditional commercial heart of Tahunanui. The structure plan has no statutory force.

The statement and objectives of the structure plan are as follows:

"To provide for directions in the Tahunanui Enhancement Study the land uses of the area need to be managed more purposefully. The key reasons for managing land uses more purposefully are to promote a village heart for Tahunanui that is:

- compact
- walkable
- diverse
- accessible

At a more detailed level the specific objectives are

- To address effect of motels and 'transient' type accommodation on the residential community coherence within Tahunanui.
- To provide a more clearly defined nucleus of activity at the Beach Rd/Rocks Road/Tahunanui Drive point.
- To limit the 'creep' of commercial development along Tahunanui Drive and into the suburb south of the heart area.
- To permit a higher density of development that will allow for better utilization of the commercial area.
- To encourage a greater emphasis of commercial activity on the Beach Road side of Tahunanui Drive."

A series of precincts were promoted to focus and enhance activities, including intensification of residential activities through higher buildings close to open space areas, and down-sizing of commercial spread in the area.

7 PEDESTRIAN STRATEGY (2005) AND CYCLING STRATEGY (2006)

These two strategies are well-developed documents, which link back to the RPS for statutory policy and to the LTCCP for community outcomes and a budget. They are complementary to the Regional Transport Strategy.

They are related to the present arterial study to the extent that they should not be undermined in the long term by any outcome of the arterial study, and they also point to components of and considerations in terms of any future arterial route.

The visions and aims of the Pedestrian Strategy, “Stepping Out” are set out below:

The vision of this strategy is to:

“Increase walking in Nelson”

The Pedestrian Strategy aims particularly to:

- Increase walking in Nelson
- Continue to develop a linked pedestrian network of walkways and footpaths
- Provide a safe pedestrian network by improving infrastructure and education
- Encourage walking as a means of travel
- To recognise walking as an important physical activity
- Get our children walking

These aims are supported by a range of detailed proposals relating to connectivity, quality of provision, maintenance, lighting, intersection improvements and crossings, safety enhancements, and legibility proposals.

The Cycling Strategy, “Pedalling Along” is founded upon five principles, adopted by the Council, as follows:

- Provide a supportive environment for the enhancement of cycling.
- Ensure future land uses support cycling.
- Encourage cycling as a primary travel choice.
- Improve road safety for cyclists.
- Continue to improve and expand the current cycling network and facilities.

There is also a Vision:

“Cycling becomes a safe, convenient and commonplace way of getting around Nelson.”

And two specific outcomes:

Specific Outcomes

- A culture that acknowledges cycling as a part of everyday life, where people support cycling and see it as a safe transport choice.
- A safe, convenient and continuous cycle route network linking all parts of the City, incorporating best practice design and engineering standards.

There is also a plan of existing and proposed cycling facilities (see Appendix 2). The Strategy identifies works and other activities necessary to achieve the outcomes of the Strategy. In particular the strategy notes uncertainty around some possible enhancement options due to the uncertainty about future arterial routes.

8 CONCLUSIONS

Nelson City has a well-developed set of strategies and policies relating to the city's environment, its landuse and transport systems, and its community. The present suite of relevant documents has been developed over the past two decades, in line with statutory and associated requirements. Some of the separate strategies are not binding in a statutory sense, but help to elucidate the Council's intended directions or approaches.

The strategies and policies have been developed with significant community input, and can be said to reflect the directions which the community wishes to follow.

There is a strong focus on the central city area and its importance as an economic and community powerhouse with very high environmental amenity values. Managing transport and roading within this context requires careful consideration and attention to detail.

There is a strong policy thrust towards providing for non-vehicular transport – walking, cycling and public transport, in preference to catering for private vehicles. The role of heavy vehicles and the importance of their movement is the subject of some policy. The need to and ability to access the port and airport are regionally significant matters.

There is no strategic or policy direction relating to the protection of the waterfront or Wakefield Quay. While Tahunanui is recognized as an important recreational destination, its structure plan is directed at reorganising and consolidating landuses to manage and minimise conflict with traffic on the State highway system.

The policy framework set out in this report relates primarily to transport. There is a wealth of other policy relating to other aspects of the city which needs to be kept in mind when decisions on future transport systems are being made. These impinge on or interrelate with the transport system at different scales (for example, air quality considerations on an airshed basis, future landuses on a street basis, and heritage protection on a site or small area basis).

Appendix 1 – Relevant Resource Management Plan Maps

- The Planning Maps relevant to the area can be found on the Council's web site:
www.nelsoncitycouncil.co.nz
- Relevant Planning Map Sheet numbers are 9, 10, 13, 14, 18, 19, 23 and 24
- Each sheet consists of two maps – a Left Hand Map showing most of the overlay areas, designations and protected items; and a Right Hand Map showing zones and remaining overlay areas.

Appendix 2 – Cycle Connections from “Pedalling Along”

