

Decision Required

Report To: Full Council

Meeting Date: 16 November 2017

Report Author: Sharon Flood, Strategic Policy Manager

Report Number: RCN17-11-05

1 Summary

- 1.1 This report asks Council to consider the recommendations of the Hearing Panel appointed to hear submissions on the Mapua Waterfront Master Plan and then adopt the Plan (Attachment 1).
- 1.2 The Mapua Waterfront Options document was notified for public consultation on 10 July 2017 and was open for submissions for five weeks. We received 366 submissions, 19 of which were late (received after 14 August 2017, when submissions closed). The Hearing Panel formally accepted the 19 late submissions. At the hearings, 27 submitters spoke in support of their submission.
- 1.3 In general, the submissions received focused on the six key areas/issues, which included proposed options by Council and a number of alternatives. Other considerations also addressed in the Options document included parking, lighting and pedestrian safety.
- 1.4 In accordance with the Hearing Panel's recommendations, five of the nine key proposed options and one of the alternative options have been recommended for inclusion in the Masterplan. In addition parking, lighting and pedestrian safety have also been addressed. The short (1-5 years), and medium (6 10 years) term proposals for each of the areas/issues included within the Plan are outlined in Section 5 of this report. The following is a summary of the key recommendations:
 - a) Area between Golden Bear Brewery and Estuary preserve the area as public open space with minor improvements.
 - b) Mapua Wharf Area retain Council ownership and preserve the vibrancy of the wharf area as a visitor destination.
 - c) Waterfront Park retain as open park space and explore improvements to enhance community facilities and its use.
 - d) Remediated Land (Tahi Street and Aranui Road) retain Council ownership of entire area as a strategic asset for the future.
 - e) Grossi Point Reserve improve, preserve and maintain the area as a reserve.
 - f) Parking improve and manage parking.
 - g) Lighting and Pedestrian Safety improve lighting and improve accessibility and safety of walking areas.



- 1.5 Although sympathetic to the needs of the boating community at Mapua, the Hearing Panel does not support the development of a boat ramp in Waterfront Park. The overriding issues in this decision were a combination of factors including the location of the Council's high pressure wastewater pumping main which is situated in the locality of the proposed boat ramp in Waterfront Park, marine health and safety issues, estimated project costs and that it is a local solution not a regional solution, parking issues and traffic congestion, and that nearly half of the submissions received were in strong opposition.
- 1.6 The Hearing Panel supports the ongoing use of Grossi Point Reserve by smaller vessels, but urges boat owners to use alternative launching facilities in the nearby area including Rough Island and Motueka Wharf. If boat owners do launch at Grossi Point, the Hearing Panel's preference is that owners park their boat trailers and vehicles on the remediated land along Tahi Street.
- 1.7 As a boat ramp in Waterfront Park is not supported, the Hearing Panel recommends that as there was no other immediate identified solution to the Tamaha Sea Scouts storage issues, that in the interim they remain where they are. The Hearing Panel recommends Council remains open to hearing from the Scouts Club as to potential alternative solutions.

2 Draft Resolution

That the Full Council

- 1. receives the Report to Adopt the Mapua Waterfront Area Masterplan 2018-2038 RCN17-11-05; and
- 2. notes the recommendations of the Hearing Panel relating to the Mapua Waterfront Masterplan and submissions on the Options Document, contained in the minutes of the Hearing Panel deliberations held on 24 August 2017 and 4 October 2017; and
- 3. adopts the Mapua Waterfront Area Masterplan, as contained in Attachment 1, pursuant to Section 76 and 79 of the Local Government Act 2002; and
- 4. agrees to Cr King and the Chief Executive Officer approving any minor editorial amendments and the professionally designed version of the Mapua Waterfront Area Masterplan prior to publication.



3 Purpose of the Report

3.1 The purpose of this report is for Council to consider the recommendations of the Hearing Panel appointed to hear submissions on the Mapua Waterfront Area Future Options Document, and to adopt the Mapua Waterfront Area Masterplan (**Attachment 1**).

4 Background and Discussion

- 4.1 Mapua has experienced significant population growth over the last five years, placing pressure on the existing infrastructure. Within the waterfront area, development has been driven by various demands over time, meaning it has been piecemeal with no overall long term vision or strategic plan.
- 4.2 The Mapua Waterfront Area: Options for the Future consultation document was approved for release by the Community Development Committee on 6 July 2017. It was open for submissions for five weeks between 10 July and 14 August 2017. The aim of the consultation document was to examine a range of Council preferred options as well as possible alternatives to accommodate the various and competing demands within the Mapua Waterfront area. The document focused on Council owned land.

Consultation and Submissions

- 4.3 Engagement with the community to discuss and progress the development of the Mapua Waterfront Masterplan has been comprehensive. The process began with a public survey undertaken over the summer of 2016/2017 to gather the views of residents and visitors on the current use of the waterfront area and aspirations for the future. A total of 723 survey responses were received that provided a variety of ideas and suggestions. The survey results were reported to Full Council on 23 March 2017 (Report RCN17-03-14).
- 4.4 In January 2017, Council engaged a consultant to help progress the project. From there a wide-ranging community engagement phase was initiated involving thirty one individual face-to-face and group meetings. We augmented these meetings with three deliberative public 'Mapua Waterfront: Now to 2050' forums engaging 75 participants from a broad range of community groups, clubs and organisations. For those who were unable to participate, a total of 21 written responses were received.
- 4.5 Through the process, we made separate approaches to engage with the local iwi, with several providing comments and suggestions on the draft options document.
- 4.6 In July 2017, the Community Development Committee resolved to appoint Full Council to the Hearing Panel to hear submissions on the Options document. The Committee also agreed that an iwi representative be appointed to the Hearing Panel. These resolutions are contained in report RCN17-07-04. One nomination was received for the iwi representative position and they were appointed to the Hearing Panel.
- 4.7 A total of 366 written submissions were received. This included 19 late submissions which were accepted by the Hearing Panel on 21 and 22 August 2017.



- 4.8 The Hearing commenced on 21 August 2017 and concluded on 22 August 2017. A total of 27 submitters spoke in support of their submission. The Hearing was adjourned at the conclusion of the hearing for deliberations.
- 4.9 A report (SH17-08-01), providing a summary of all submissions and staff comments was distributed to the Hearing Panel on 22 August 2017.
- 4.10 The Hearing Panel considered all the submissions at their deliberations on 24 August and 4 October 2017 and provided staff with directions on matters to include in the Masterplan and take to Full Council for a decision. The submission points were discussed by the area/issue as set out in the Options for the future document.
- 4.11 Deliberations on the Boat Ramp Facilities were delayed until early October to allow time for the Mapua Boat Club to provide a copy of their engineer's report and estimated project costs. The information was received by the Hearing Panel on 14 September 2017. The Hearing Panel undertook a site visit to Mapua on 18 September 2017.
- 4.12 A summary of the number of submitters supporting, opposing or neutral on each area/issue, along with the total number of submissions received is included in **Attachment 2** of this report.
- 4.13 Overall there was general support for the development of a Masterplan for the Mapua Waterfront Area and strong support for many of the proposed options. Some of Council's key proposed options were opposed including the sale of Council assets and land, while other options had relatively equal support and opposition. A number of submissions received commented on issues outside the scope of the Masterplan including water and wastewater infrastructure, traffic use (aside from parking), and the development of Shed 4.
- 4.14 Staff have developed the Mapua Waterfront Area Masterplan in accordance with the Hearing Panel's directions and recommendations. The Hearing Panel has reviewed the Masterplan and recommends that Council considers and adopts the proposed Mapua Waterfront Area Masterplan.

5 Mapua Waterfront Area Masterplan 2018-2028

- 5.1 A copy of the proposed Mapua Waterfront Area Masterplan is appended in **Attachment 1.**The proposed Masterplan is a result of all of the information received through the public engagement process, submissions and hearing process. It outlines Council's proposed vision for the Mapua Waterfront Area for the short (one to five years) and medium (six to 10 years) terms. The Masterplan focuses on the Waterfront Area and provides a strategic plan for its use, including the Mapua wharf area, Waterfront Park, Council-owned remediated land, Grossi Point, parking and public open spaces.
- 5.2 There are several key areas/issues outlined in the document, each with a number of short, and medium term proposals. The key areas/issues and recommended proposals are identified below.
 - 5.2.1 **Area between Golden Bear Brewery and Estuary**: Preserve the area as public open space with minor improvements.
 - Short term develop the aesthetic elements of space to restore the grassed area, add additional seating/shade cover, delineate cycleway, path and beach access,



retain as alcohol-free zone, ensure ongoing protection of the Ngaio tree and rezone from commercial to reserve.

 Medium term – maintain the reserve and associated facilities ensuring its preservation as an open green space.

The majority of submissions supported this proposal and agreed that the area be retained as public open space with some minor improvements.

- 5.2.2 Mapua Wharf Area: Preserve the vibrancy of the Mapua wharf and surrounding area as a visitor destination.
 - Short term maintain Council ownership of buildings and land. Enhance the
 delineation and design of shared zone (wharf drop-off, loading and turning area).
 Explore the relocation of Council owned parking to adjacent commercial zoned area
 at Waterfront Park. Continue to work with Tamaha Sea Scouts to find a solution for
 their storage needs.
 - Medium term explore the construction of a walkway connection between
 Waterfront Park and wharf, including community support. Continue to work with the
 community to ensure the vibrancy of the Mapua wharf area is maintained and any
 new pressures from its use and popularity are addressed.

There was strong opposition by submitters to Council's proposed option of selling its commercial building interests in the wharf area. Concerns were generally centered on the potential for inappropriate use and development to occur under a private ownership model.

The Hearing Panel agreed with submitters, and recommended retaining Council ownership of the buildings and land.

- 5.2.3 **Waterfront Park**: Retain as open park space and explore improvements to enhance community facilities and its use.
 - Short term explore the development of improved community facilities within the Park including picnic tables, seating, barbecues, rubbish bins and shelter/shade and investigate options for a low key playground. Determine needs for any physical changes required to Council owned commercially zoned land to enable car parking in this area.
 - Medium term continue to explore opportunities for increased use of the Park with the local community, and continue to maintain and preserve the use of the area as an open space area.

The majority of submitters supported maintaining Waterfront Park as a low key green space for community use with minor upgrades.

The Hearing Panel supported exploring opportunities with the community to upgrade to improve the usability of the area, including seating, shade and a low key playground. They were not in favour of a large scale playground which would dominate the Park.



5.2.4 **Remediated Land**: Retain Council ownership of all land as a strategic asset for the future

- Short term Council to retain ownership of all the remediated land for summer overflow parking and boat trailer parking (if needed for those launching at Grossi Point) and future use (land-bank).
- Medium term in consultation with the community review decision to land-bank area and whether all land is required for ongoing Council purposes.

There was overwhelming opposition by submitters to the sale of any of the remediated land along Tahi Street and Aranui Road. Submitter preference was to retain ownership and 'land-bank' the area for at least the next 5-10 years until pressures and future uses are determined.

The Hearing Panel agreed with submitters and recommended that the land be retained in Council ownership and that the area continue to be used for overflow car and boat trailer parking in the short to medium term. The use and ownership of the land is to be reviewed in five years' time.

5.2.5 **Grossi Point Reserve**: Improve, preserve, and maintain the area as a reserve

- Short term develop and restore the aesthetic elements of the Reserve including restoration of the grassed spaces and native vegetation, preservation and acknowledgement of cultural heritage, and preservation and improvement of environmental values. Continue use of existing boat ramp access with an emphasis on enhanced community water safety and parking delineation. Between 2018 and 2020 review the Moutere Waimea Ward Reserves Management Plan which includes Grossi Point Recreation Reserve and includes Grossi Point Esplanade Reserve.
- Medium term work with iwi to develop an archaeological plan to preserve and protect the cultural heritage of the area. Continue to maintain the reserve and its facilities.

Over 200 submitters supported maintaining Grossi Point as a low key reserve. It was seen as an important community asset for users and families. The archaeological and cultural importance of the area was also noted with submitters requesting that the area be preserved and respected.

The Hearing Panel noted the significance of the area to the community and also its archaeological history. It agreed that minimal upgrades should be undertaken to improve the reserve. This included clearer delineation of the areas, new signage, native plantings, and prevention of car and trailer parking on the reserve area. The Hearing Panel expressed a preference for boat owners to park their car and boat trailers on the remediated land at Tahi Street.



- 5.2.6 **Parking**: Improve and manage parking at the Mapua Waterfront Area
 - Short term investigate options to improve and manage parking including peak season time-limited parking, staff parking areas etc.
 - Medium term implement parking measures where required and continue to monitor and manage parking and traffic requirements.

A number of submitters supported some form of parking fee or time-limited parking during the peak summer period to alleviate parking pressures. The majority agreed with the option of allowing overflow parking on the remediated land along Tahi Street.

The Hearing Panel acknowledged the parking issues in summer and agreed that options to address this issue should be investigated. They also agreed to allow overflow parking and boat and trailer parking on the remediated land along Tahi Street.

- 5.2.7 **Lighting and Pedestrian Safety**: Increase lighting and improve accessibility and safety of walking areas for pedestrians
 - Short term investigate options to improve the lighting of the car park areas, public toilet and Waterfront Park for pedestrian safety, including solar lighting. Explore options to improve pedestrian accessibility and safety in and around Mapua Wharf and Waterfront Park area.
 - Medium term maintain effective lighting and Council facilities to ensure pedestrian accessibility and safety.

A number of submitters sought better lighting through Waterfront Park, at the public toilets and the adjacent carpark for security and safety purposes. The Hearing Panel agreed and recommended that appropriate lighting options should be investigated and targeted around pedestrian safety.

Boat Ramp Facilities

- 5.3 With the development of 'Shed 4' and the move to create a pedestrian friendly zone free of vehicular traffic, public access to the existing boat ramp in the Mapua wharf area has been restricted between the hours of 10am and 7pm. For the past two years, the Mapua Boat Club has been exploring options and working with Council to find an alternative site for a boat ramp.
- 5.4 Over the last year, the Club's preferred option to develop a boat ramp in Waterfront Park has become a contentious issue within the community with mixed support. Of the submissions received on this issue, most were either strongly supportive or strongly opposed to the proposal. The Boat Club did not support the regional boat ramp feasibility study, as the preferred option in the consultation document. Their strong view was that the proposed boat ramp was not a regional solution, but a Mapua solution only.
- 5.5 At the Hearing, the Mapua Boat Club indicated that they would be able to provide the Hearing Panel with further information by 14 September 2017 in support of their submission. As a result deliberations on the boat ramp facilities were postponed to allow this to occur. The



information received on 14 September 2017 included an engineer's report, site drawings, and the Club's estimated costs for the boat ramp structure and access way.

- 5.6 The Hearing Panel was also provided information from Council's Harbour Master about boat launching from the proposed Waterfront Park location and potential health and safety issues. They also received information from Council's Engineering Services staff about the high pressure wastewater pumping main situated in the locality of the proposed boat ramp, and the estimated costs for the proposal.
- 5.7 From a marine health and safety perspective, issues were raised over the strong tidal currents in the area, the known build-up of logs and flood debris in the eddy, and the proximity of the proposed ramp to the Mapua Wharf which is a popular location for wharf jumping and swimmers. The view was that the boat ramp would also need to be wider than the proposed 11 metres.
- 5.8 With regard to the wastewater pumping main, this discharges raw human effluent from Mapua to the Nelson Regional wastewater treatment plant on Bells Island. In the same area is Council's gravity sewer, which is located along the existing rock seawall. Both of these pipes are strategic Council assets and if broken would create significant environmental contamination issues with raw sewerage being directly discharged into a highly populated area and into an estuary of significance.
- 5.9 Significant concerns were raised over the siting of a boat ramp in this location, with the high probability of damage or a break to the pumping main by drifting anchors and other boating activities. The buried depth of the mains wastewater pipe is unknown, and a previous rupture reportedly took approximately a week to repair due to the difficult tidal conditions. This has significant implications in terms of environmental contamination, associated costs, and continuity of the wastewater service for Mapua.
- 5.10 In terms of the estimated costs for the boat ramp and associated works provided by the Mapua Boat Club, these were seen as best case scenario costs. Their quote and the two quotes provided in support of the Club's costs did not take into consideration the location of the wastewater mains pipe or any associated mitigation measures and costs. The quote from Opus of approximately \$918,000 was seen to be more realistic, noting some of the works may be able to be carried out for less depending on the contractor, but that other costs would need to be factored in with regard to the wastewater main.
- 5.11 Another issue discussed was the expected increase in boat and trailer traffic to the area bringing with it potential parking congestion. The proposal was to use the existing carpark at Waterfront Park as well as additional parking on the remediated land. This would potentially create parking difficulties and conflicts during peak periods with other visitors to the Mapua Wharf area.
- 5.12 Submitters in opposition to the use of Waterfront Park were concerned over the loss of the community space for families and picnics as well as the noise, traffic congestion, parking conflicts, and pedestrian safety issues a boat ramp would bring in this location. Many were also concerned about the contaminated nature of the site and the potential for toxic chemicals to leach into the estuary as a result of any soil disturbance required to build the boat ramp and access way. A large number of the children submitters from Mapua School did not support



this option, they preferred to see the area used for a playground and other recreational facilities.

- 5.13 Overall, due to the combination of factors and the cumulative nature of the issues discussed above, the Hearing Panel did not support the development of a boat ramp in Waterfront Park.
- 5.14 The Hearing Panel also considered the other alternative boat ramp facilities submitted by the community. A significant number of submitters strongly opposed the upgrade of the Grossi Point boat ramp as they sought that it be kept for swimmers, walkers, picnickers and small craft with minimal vehicle use. The Hearing Panel supported those submissions and has recommended that Grossi Point boat ramp be left as it currently is and retained as a launching site for smaller vessels.
- 5.15 The Hearing Panel noted that there is good, all tide, large vessel facilities for boating nearby at Motueka, with other launching alternatives at nearby Rough Island.

Tamaha Sea Scouts Storage Facilities

- 5.16 In the Options document, it was recommended that the Sea Scouts be provided with boat storage facilities at Grossi Point Reserve. Although supported by half of the submitters, the Tamaha Sea Scouts did not support this proposal. Their preference was to support the proposed boat ramp and locate a new boat storage facility at Waterfront Park.
- 5.17 Given the Sea Scout's opposition to the Grossi Point proposal, and that the boat ramp in Waterfront Park is not supported, the Hearing Panel recommends that the Sea Scouts remain in their current premises. It was noted that Council should remain open to continuing discussions with the Sea Scouts regarding future options to address their storage facility constraints.

6 Options

- 6.1 **Option 1**; (Recommended) Resolve to approve the Hearing Panel's recommendation and adopt the Mapua Waterfront Area Masterplan for the Future, with any minor amendments that may be made at the meeting and final document formatting and language style changes.
- 6.2 **Option 2**: Agree to some of the options recommended by the Hearing Panel, reject other options and/or make further amendments to the Masterplan before adoption. This option would only be appropriate if the Council wished to make major amendments to document.
- 6.3 **Option 3** Resolve not to adopt the Mapua Waterfront Area Masterplan. This option is not recommended.
- 6.4 The advantages of Option 1 are that it shows that submitters' views have been considered by the Hearing Panel and where appropriate, these have been included in the Masterplan. The disadvantage is that not every submission point has been accepted. Some submitters may therefore be disappointed that their suggestions were not given effect to in the Masterplan. However, this is part of the public submission process and not all suggestions will be appropriate or can be adopted.



- 6.5 Option 2 has similar advantages and disadvantages to Option 1. An additional advantage is that it would enable Council to make amendments to the Masterplan before it is finalised if not all of the Hearing Panel's recommendations are accepted.
- 6.6 The disadvantage of Option 3 is that it ignores all the submissions received, and Council will be open to criticism for not listening to the community's views through the public consultation process. There are limited or no advantages to this option.

7 Strategy and Risks

- 7.1 There are no identified risks associated with adopting the Masterplan document. We have sought community feedback over the past several months including a public survey, community meetings, submissions and hearings. Based on the submissions and hearings, the Hearing Panel has deliberated and provided recommendations and directions for the development of the Masterplan document.
- 7.2 We anticipate that the decision not to allow a boat ramp in Waterfront Park will be met with disappointment by the Mapua Boat Club and others within the community.
- 7.3 There is a risk that the community will expect all actions to be funded and implemented immediately. This is being mitigated to some extent by determining short and medium term actions. In most cases a working group of Council staff and the community is required to develop and determine the detailed changes.

8 Policy / Legal Requirements / Plan

- 8.1 The Mapua Waterfront Area Options review was undertaken in accordance with our Significance and Engagement Policy and our community engagement obligations under the Local Government Act 2002.
- 8.2 The community had an opportunity to submit on the options consultation document over a five-week period from 8 July to 14 August 2017.
- 8.3 As required by Sections 78 and 82 of the Local Government Act 2002, the Hearing Panel has now deliberated and are seeking that the Full Council adopt their recommendations and the resulting proposed Mapua Waterfront Area Masterplan.

9 Consideration of Financial or Budgetary Implications

- 9.1 The recommendations in the Masterplan and any budgetary implications will be considered through the Long Term Plan 2018-2028 (LTP) and annual plan processes. For most of the recommended changes, it is anticipated that the majority of project costs will be met by existing operational budgets. This is with the exception of pedestrian lighting in Waterfront Park if electrically ducted below the ground. Due to the capped nature of the site, this cost could be significant, and alternatives to subsurface power cables will need to be investigated.
- 9.2 Originally Council proposed to sell the remediated land to repay the debt owing with its associated clean-up. Currently there is still \$876,000 outstanding on the loan amount. The loan is being met through a targeted rate which was set at \$6.79 per ratepayer per year for the



2017/2018 year. The loan will be fully repaid by 2027/2028. Associated operational costs (comprising mostly loan interest costs) are currently \$52,000 per year and are included in the targeted rate.

10 Significance and Engagement

- 10.1 The Masterplan document will be of medium to high significance to local residents, and low to medium for visitors to the Region as it establishes a strategic vision and action plan for the future of Mapua Waterfront area.
- 10.2 It is proposed that the Masterplan is reviewed in five years' time.



Issue	Level of Significance	Explanation of Assessment
Is there a high level of public interest, or is decision likely to be controversial?	Medium	Likely to be a medium level of public interest, but a high level of local community interest as the options adopted set out a strategic vision and development plan for the future of Mapua Waterfront.
		As the proposed boat ramp in Waterfront Park has been rejected, there is likely to be a significant level of interest in this recommendation.
Is there a significant impact arising from duration of the effects from the decision?	Low - Medium	Depending on the options adopted, this is a 10 year plan for the Mapua waterfront area which will be reviewed in five years
Does the decision relate to a strategic asset? (refer Significance and Engagement Policy for list of strategic assets)	No	
Does the decision create a substantial change in the level of service provided by Council?	No	
Does the proposal, activity or decision substantially affect debt, rates or Council finances in any one year or more of the LTP?	No	
Does the decision involve the sale of a substantial proportion or controlling interest in a CCO or CCTO?	No	
Does the proposal or decision involve entry into a private sector partnership or contract to carry out the deliver on any Council group of activities?	No	
Does the proposal or decision involve Council exiting from or entering into a group of activities?	No	



11 Conclusion

- 11.1 There has been widespread community interest and input into the development of the Mapua Waterfront Area Masterplan. In total 366 written submissions were received between 10 July and 14 August 2017. An additional 19 late submissions were received after 14 August were also formally accepted by the Hearing Panel. The Hearing Panel heard from 27 submitters over two days (21 and 22 August 2017).
- 11.2 The Hearing Panel has made recommendations based on the submissions received and heard. Overall the proposed options included in the Options for the Future document were generally supported by submitters and have been included in the Masterplan. The exceptions include: the proposed sale of Council owned buildings at the Mapua Wharf area and the remediated land along Tahi Street; and the provision of a boat storage facility at Grossi Point Reserve for the Tamaha Sea Scouts.
- 11.3 Although sympathetic to the needs of the boating community at Mapua, the Hearing Panel does not support the development of a boat ramp in Waterfront Park. The overriding issues in this decision were a combination of factors including the location of the Council's high pressure wastewater pumping main which is situated in the locality of the proposed boat ramp in Waterfront Park, marine health and safety issues, estimated project costs and that it is a local solution not a regional solution, parking issues and traffic congestion, and that nearly half of the submissions received were in strong opposition. We expect there will be a high level of local community interest in this decision and the Masterplan.

12 Next Steps / Timeline

- 12.1 Following adoption of the Mapua Waterfront Area Masterplan for the Future:
 - prepare the documents for publication (hard copies and electronic)
 - distribute copies to service centres, and libraries; and post online.
- 12.2 Develop a working group of Council staff and the local community to action the proposals contained within the Masterplan.

13 Attachments

- Draft Mapua Waterfront Area Masterplan 2018-2038
- 2. Statistical Summary of Submissions