



STAFF REPORT

TO: Environment & Planning Committee

FROM: Rose Biss, Policy Planner

REFERENCE: L304

SUBJECT: **MOTUEKA WEST AND CENTRAL DRAFT PLAN CHANGE - REPORT REP10-12-06** - Report prepared for meeting of 16 December 2010.

“CONFIDENTIAL”

1. PURPOSE OF THE REPORT

The purpose of the report is to recommend the release of a draft plan change for future urban development at Motueka West and Central and provide the Council with the supporting information that it needs.

2. BACKGROUND

Motueka township is the second largest township in the Tasman district and is growing steadily. In 2006 the population was estimated to be 6408 and this is expected to grow to 7742 by 2031 if high growth occurs. The medium growth projection to year 2031 is 6741 and is considered to be the more likely scenario. The amount of land required for the additional households to provide for the next 20 year period would be 14 hectares (if medium growth occurs) or 55 hectares (if high growth occurs). A standard density of 10 lots per hectare and an occupancy rate of 2.4 persons per household has been assumed. If greater density of development can be achieved less land will be required.

The last land use zone change in Motueka was Variation 48. It was one of three draft variations considered in 2005. It rezoned a modest 4 hectares area of land from rural to residential at the eastern end of Courtney Street. The second variation was for a satellite area for affordable housing near Wildman Road. It did not proceed. Neither did a proposal to rezone a narrow strip of land west of High Street between King Edward and Whakarewa streets which included the current Tourist Services Zone.

While residential land is not in short supply currently there is a pressing need to find additional land that can be used for business growth. The current Motueka residential land bank has 148 existing residential lots available in three main localities - Fearon Gardens, Parkview and Te Maatu subdivisions. A survey of commercial and industrial land in 2007 (Telfer Young December 2007) indicated there was very little vacant commercial and industrial land in Motueka. This study was followed by an industrial and commercial land future needs assessment in early 2008 which recommended the following land requirements are needed to serve the Motueka area until 2056:

- 24 hectares of industrial land
- 15 hectares of commercial land
- 5 hectares of retail land

While the assessment does not specify the type of industry, the Council would be unwise to allow any type of industry in west Motueka that has a negative effect on groundwater, surrounding residents or the Motueka aerodrome.

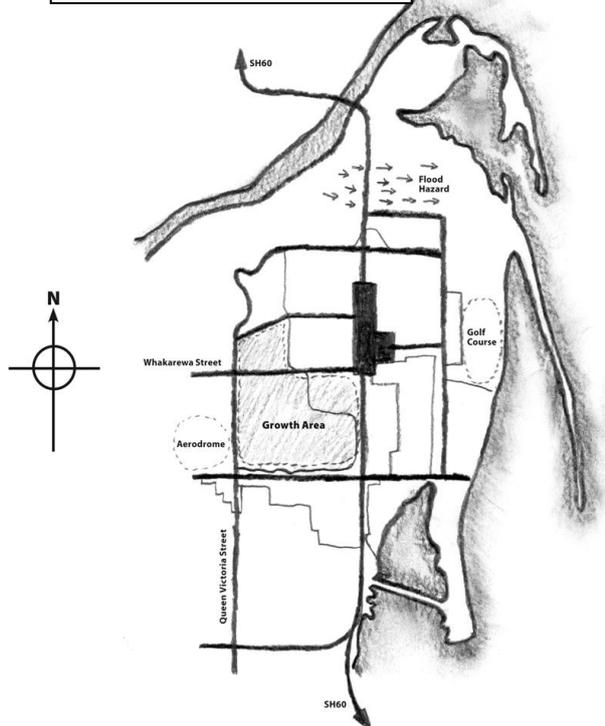
3. STRATEGY FOR MOTUEKA DEVELOPMENT

The diagram below shows the overall Motueka development strategy with growth proposed in the west of the town. Between the existing urban edge and Queen Victoria streets there is a pocket of land which is relatively close to Motueka town centre and existing urban facilities such as schools.

Other possible locations for urban growth around Motueka exist, though for various reasons these are less desirable. The north of the town is relatively low lying and subject to flood hazard which makes it less suitable for urban development. The land to the east is low lying and is constrained by possible sea level rise issues and is largely developed already. To the south, (towards Wildman Road) the land is not constrained by hazards, but is distant from the existing urban centre.

Part of the strategy for development has been to recognise that a range of housing types will be needed to support the future population of Motueka. Smaller household sizes (and the value of productive land surrounding the town) suggest that a more compact form of development should be encouraged. It is intended to carefully plan the development of the area and inform the structure of the land use to ensure that the long term development results in a high quality urban area.

Strategy for Motueka



Within the Motueka west area several different layouts of residential, commercial and industrial development have been considered in the last five years.

4. COMMUNITY CONSULTATION PAPER

In February 2009 the Council released a consultation paper on Motueka West and Central urban development which included a draft Structure Plan map. Several public meetings were convened as well as meetings with iwi, community, commercial and industrial interests. There were thirty seven responses with many stating they were pleased to see some forward planning for Motueka. These responses were reported back to the Council on 16 July 2009 in EP09/07/09. As a result of the public consultation the Council resolved to make some changes in respect of

- A greater buffer between King Edward Street residences and the industrial area
- Reduction in industrial land at the northern end of the aerodrome runway
- Removal of Tourist Services area at Wharf Road beside the Moutere Inlet
- Provide for some higher density residential south of Whakarewa Street
- Addition of an indicative road between Courtney Street and King Edward Street

The Motueka Community Board raised a number of matters in its submission. These concerned population projections (the Board has used Census night figures rather than usually resident figures), low impact stormwater designs, transport, open space, commercial, urban density and affordable housing.

Further work on a draft plan change slowed while the Motueka Transport Study was undertaken to enable the transport effects of a possible major new urban development area on the west side of Motueka to be assessed.

5. MOTUEKA TRANSPORT STUDY

After some initial delays the **Motueka Transport Study**, prepared for NZ Transport Agency and the Tasman District Council, was completed in March 2010. The study, which reviewed a number of previous studies, also modelled the key intersections on High Street and College/ King Edward Street and suggested some short term (year 2-10), medium term (year 10 - 20) and long term (year 20+) roading improvements.

Short term measures proposed included new roundabouts on High Street at King Edward Street and Whakarewa Street and the installation of traffic signals at High Street/Pah Street. Medium term measures included making Queen Victoria Street an alternative through route that could be extended south via Wildman Road to State Highway 60.

The formation of the Talbot Street - Manoy Street link on the western side of the Motueka town centre was also included as a medium term project.

The study concluded the following on the Motueka Bypass:

As a result of the current funding environment, it is unlikely that construction of a full Motueka bypass including a new bridge over the Motueka River would attract central government funding in the short or medium term.....the timing of the bypass is also dependent on the condition of the current bridge. The remaining structural life of the bridge has been assessed as being approximately 25 years and it has no freeboard in the event of a 1% annual exceedance probability flood. Accordingly these issues may result in the need for a new bridge at an earlier date.

Previous studies recommended that the location of the new bridge be in line with either Queen Victoria Street or Chamberlain Street. Whilst this study has not investigated bypass options, the Queen Victoria Street bridge would be consistent with this study's recommendation to providing an alternative route via Queen Victoria Street.

(Motueka Transport Study 2010 p55)

6. OTHER TRANSPORT MATTERS

Indicative Roading Pattern

The Council's Transportation Manager has requested that the indicative roading pattern shown on the draft structure plan map (July 2009) consulted on last year be simplified so it only includes major new roads, rather than all roads. This is considered to give the developer more flexibility in designing the roading pattern while still retaining a well considered major road layout. A feature of the revised indicative roading pattern is that intersections are offset rather than crossroads.

The indicative road between Courtney Street and Whakarewa Street has been designed so it can be joined with Hau Road and a vacant lot in King Edward Street.

Limited Access - Queen Victoria Street

Because Queen Victoria Street is likely to have an increasingly important future role as an arterial road, alternative access, other than on to Queen Victoria Street is sought for new industrial properties fronting on to this route. A provision has been included in the draft plan change.

Road Widening

Road widening is proposed on Queen Victoria Street, Green Lane and on the section of Grey Street south of Whakarewa Street.

7. NETWORK SERVICES UPDATE

A list of servicing projects for Motueka is attached. The key projects required to support the development at Motueka West are

- Upgrading of the water supply in 2011- 2015
- Upgrading of the Motueka wastewater plant
- Upgrading of the stormwater at Motueka West by provision of a major new greenway stormwater feature

Water Supply

Council and the developer will need to work together to ensure sufficient mains capacity is available for the whole development.

Wastewater services

Wastewater services are available for the existing zone at present medium density lot sizes. Within the present residential zoning to increase the residential density west of Grey Street and south of Whakarewa street will result in the present wastewater network requiring upgrading. No upgrading of capacity has been allowed for in the 2009/2019 LTCCP. The growth strategy undertaken as part of the LTCCP indicated only a small number of future dwellings in the Grey Street undeveloped residential zone in the next 10 years (ie 25 lots). Only this much growth can be accommodated in the existing reticulation within the next 10 years under the current services programme.

A small area beyond the Grey Street residential zone, to the west, is proposed to be developed with high density development in the draft plan change. A strategic approach will be needed to allow for this area to be developed especially if wastewater is going to be disposed of through the existing reticulation.

The area of proposed development generally bounded by High, King Edward, Queen Victoria and Whakarewa streets will need to be reticulated by a new pumping network.

Stormwater

An upgrade of stormwater reticulation in Poole and High Streets is planned to be completed in 2010-2012. An upgrade of the tidal gates will be undertaken in 2015/16. A major stormwater upgrade in Monahan Street is proposed in the period 2016-2019.

The Motueka West development relies on the formation of a new stormwater storage feature and greenway which converges in the south east corner of the development area behind the ITM Building Centre in King Edward Street.

Until such time as all these servicing projects have been undertaken there will need to be a deferment of zoning.

8. FLOODING - RIVER AND COASTAL

The land in the Motueka West draft plan change area is outside the secondary flow paths of the Motueka River apart from a relatively small area in the north west corner in the vicinity of the marae.

There is no risk of coastal inundation as the land is 4 metres (on the eastern side near High Street) to 8 metres above mean sea level (on the west side near Queen Victoria Street) and at least 500 metres distant from the coast at its closest point.

9. SECTION 32

The Council is required to carry out an evaluation to examine the extent to which its objectives at Motueka are the most appropriate way to achieve the purpose of the Act and whether having regard to their efficiency and effectiveness, the policies, rules or other methods are the most appropriate for achieving the objectives.

A number of alternative plans for managing the growth of Motueka have been considered by the Council over the last five years. The table attached considers the costs and benefits of these alternative plans.

10. PROTECTED TREES AND OPEN SPACE

No new trees have been identified to be included in the Plan Change. Two trees that have been damaged will be removed from the Protected Tree Schedule.

Open space provisions on the July 2009 structure plan map have been altered in accord with the Council's resolution that the area of open space associated with the higher density of residential development west of Grey Street should be increased in size.

With the roading alterations requested by the Engineering Department it has been necessary to review the location of open space as some locations shown on the

2009 structure plan were no longer practical. Apart from the two open space areas adjoining the marae and the higher density residential area three new open space areas have been proposed in areas that adjoin the new stormwater greenway feature.

11. DRAFT PLAN CHANGE

The Motueka West and Central structure plan has been refined since July 2009 in respect to services and shapes of urban polygons and used as a basis for the draft plan change and services programme. The structure plan as at October 2010 is Attachment 1.

The draft plan change (Attachment 2) covers approximately 110 hectares of land - the majority of which is located on the west side of High Street between Pah Street and King Edward Street. A smaller area is located east of High Street between Wilkinson Street and Decks Reserve and extends slightly north of Greenwood Street. Approximately 20 hectares of the plan change area is already zoned urban (either residential or tourist services) in the TRMP. The plan change provides for the following mix of new zoning:

Zone Type	Area (hectares)
Papakainga	2.49
Light Industrial	38.7
Mixed Business	11.88
Commercial	2.72
Residential - standard	35.35
Residential - medium	3.51
Residential - high	1.59
Open Space -Recreation	3.63

It is proposed to extend the papakainga¹ zone at Pah Street - recognising that there is a high percentage of Maori residents in Motueka west compared to other parts of the district (14.9 per cent compared to 7.1 per cent in the whole of the district).

The proposed Light Industrial Zone which will be well positioned to service both the rural and the urban area, will be landscaped along and have limited access to Queen Victoria Street. The minimum lot size is 750 square metres, maximum coverage 75 per cent and maximum height is 15 metres except where the aerodrome obstacle limitation surface applies at the north western end of the zone.

The proposed Mixed Business Zone has a larger minimum lot size of 1000 square metres to allow sufficient space for vehicle oriented large format retail and the sale of bulky goods. The maximum height is 10 metres and maximum coverage is 50 per cent.

The proposed extension to the Commercial Zone on the west side of Wilkinson Street and north side of Greenwood Street will allow for some expansion of the town centre in the vicinity of Decks Reserve.

¹ Papakainga: the use and occupancy of multi-owned allotments by Maori landowners and involving the development of the land for residential units and other buildings and uses necessary to enable the owners to live on their land.

The draft plan change includes approximately 40 hectares of land for future residential development.

12. CONSULTATION STRATEGY

Consultation with the landowners, Motueka Community Board, iwi, service providers and relevant government agencies on the draft plan change will be arranged through focus group meetings and open days. There will also be a press release, Newsline article and copy of the draft plan change on the TDC website. Consultation is proposed to occur mainly in February.

13. RECOMMENDATION

It is recommended that the Committee:

1. **Approve** the appended draft plan change for Motueka West and Central Development for public release for community feedback.
2. **Approve** the consultation strategy.

Rose Biss
Policy Planner

ASSESSMENT OF OPTIONS

OPTION 1: STATUS QUO

Description: No further planned development

Benefits and Opportunities	Costs and Constraints	Risks and Uncertainties	Summary of Council Assessment
No direct or immediate cost to Council	Could cause unexpected future costs especially for services	Ad hoc and unplanned development may occur and result in poor urban design outcomes. Unexpected cross boundary effects.	Allowing ad hoc development is not an acceptable way forward.

OPTION 2: DISPERSAL

Description: Discrete development node/s in rural hinterland

Benefits and Opportunities	Costs and Constraints	Risks and Uncertainties	Summary of Council Assessment
Land availability May meet some landowners aspirations	Could cause immediate costs especially for services. Distance to town centre facilities.	Risk of disruption to existing urban service programmes. Disruption of rural production through reverse sensitivity effects. Adverse effects on rural amenity.	Allowing discrete nodes of development in the rural area is not an acceptable way forward. Likely to be publicly unacceptable.

OPTION 3.1: CONSOLIDATION RESIDENTIAL

Description: Consolidation of business and residential between Whakarewa, Queen Victoria and King Edward Sts. Redevelop existing industry by estuary for arts centre retail. Includes new neighbourhood centre.

Benefits and Opportunities	Costs and Constraints	Risks and Uncertainties	Summary of Council Assessment
Economical in use of land and services. Close to existing town centre	Private costs to relocate industry from the estuary location.	Some residential intensification may be acceptable but there is limited support for significant amounts of intensification.	While this option has strong servicing benefits it may have limited market appeal. Intensification is not an effective option for meeting all future demand for residential growth.

OPTION 3.2: CONSOLIDATION COMMERCIAL/ INDUSTRIAL

Description: Large format retail on High Street south of existing town centre. Mix of Light and Heavy Industrial.
Small area of residential south of Motueka High School

Benefits and Opportunities	Costs and Constraints	Risks and Uncertainties	Summary of Council Assessment
Generous supply of land for business opportunities close to existing town centre	This option has only a limited supply of residential land. Aerodrome places some constraints on buildings and structures in north west part of block.	<p>Oversupply of land for business opportunities may result in scattered development with poor urban design outcome.</p> <p>That the mix of activities is adequately located to not detract from the town centre.</p> <p>Reduces the amount of prime land available for residential development.</p>	This option does not provide for a balanced mix of activities on prime land close to the town centre.

OPTION 3.3: CONSOLIDATION RESIDENTIAL/BUSINESS/INDUSTRIAL

Description: Mix of Residential (several densities), Mixed Business, Industrial, Papakainga west of High Street. Small extension of CBD

Benefits and Opportunities	Costs and Constraints	Risks and Uncertainties	Summary of Council Assessment
More balanced mix of activities than option 3.1. Provides for papakainga to expand. Residential within walking and cycling distance of town centre and employment opportunities.	Some buffering required between different activities. Aerodrome places some constraints on buildings and structures in north west part of block	That the mix of activities is adequately located to not detract from the town centre	This option provides for a balanced mix of activities on prime land close to the town centre.

List of Motueka West Development Area Infrastructure Projects in LTCCP 2009/2019

Infrastructure	Cost (\$) Estimate	2010/ 2011	2011/ 2012	2012/ 2013	2013/ 2014	2014/ 2015	2015/ 2016	2016/ 2017	2017/ 2018	2018/ 2019	2019/ 2029
Stormwater											
Upgrade reticulation Poole and High Sts	1,030,285	x	x								
Upgrade tidal gates	110,000						x				
Install system new development area								x	x	x	x
Old Wharf Road	212,100										
Water Supply											
New water supply, treatment and reticulation		x	x	x	x	x					
Wastewater											
Wastewater treatment plant upgrade	6,503,000		x	x	x						
Community Services											
Ongoing development of parks, walkways, cycleways											
Transport											
Upgrade Queen Victoria Street											
Upgrade Green Lane											
Upgrade Grey Street											

ATTACHMENT 1
Structure Plan Map

ATTACHMENT 2
Draft Plan Change and Map