



## STAFF REPORT

**TO:** Resource Management Policy Committee

**FROM:** Rose Biss, Policy Planner

**REFERENCE:** L304

**SUBJECT:** **MOTUEKA URBAN DEVELOPMENT OPTIONS – EP04/11/08 –  
Report Prepared for 25 November 2004 Meeting**

### **“In Committee”**

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#### **1. INTRODUCTION**

The provision of an orderly sequence of suitable land available for urban growth at Motueka is an issue recognised by the Committee. However it was given a lower priority than other policy work until earlier this year. A workshop to consider urban development options was held in March 2004; and at a Council workshop held on 12 May 2004 it was requested that a draft variation be prepared for rezoning land surrounding the Tourist Services Zone on the western side of High Street Motueka, at Green Lane and adjoining High Street South. Consultation would follow.

Further information was also requested on Rural 1 land located south of the Motueka Cool Store between Old Wharf Road and High Street and several other sites adjoining the deferred zoning areas.

This report will discuss –

- Population and Household Projections for Motueka
- Potential in Existing Zones
- Sustainable Development in Motueka
- Present Policy Framework
- General Development Issues
- Discussion of Options
- Conclusion and Recommendations

#### **2. POPULATION AND HOUSEHOLD PROJECTIONS**

The population for the two Motueka Area units at the 2001 Census was 6870. The projected population for 2026 is 8510 (high growth projection). Current household size is 2.3 people in Motueka East and increases to 2.6 people per household in Motueka West. Based on this information, along with projected population growth, it is estimated a possible 680 future households need to be provided for if the high growth population projection is to be accommodated. In 2001 there were 2631 households in Motueka.

Assuming a greenfields scenario (and a density of 10 households per hectare) to accommodate this growth, up to 68 hectares of land would be required. In theory there is adequate land zoned either residential or deferred residential to accommodate this growth but there are urgent stormwater, water and wastewater matters that need to be addressed in parts of these zones. Moreover land availability may also be an issue for some blocks of land.

Motueka has experienced a highly variable rate of issue for new dwelling consents in the last two years. Over the last 10 years there has been an average of 40 dwelling consents issued per annum.

### 3. POTENTIAL IN EXISTING ZONES

It is relevant to consider how many potential residential lots are available in existing Residential zones:

<b>Residential Zone</b>	<b>Potential New Lots</b>
Cemetery Road	58
South of Fearon Street (Northwood)	30
East of Wilkie Street (Te Maatu)	94
West of Wilkie Street	25
Sanderlane Drive	43
West of Grey Street	60
South of Whakarewa Street	120
<b>TOTAL</b>	<b>430</b>

### 4. SUSTAINABLE DEVELOPMENT IN MOTUEKA

It is important to ensure that new areas being considered for development in Motueka contribute to the sustainable development of the town. Principles for sustainable urban development have been adopted for urban centres elsewhere in the district and are equally applicable in Motueka. A tendency for an elongated and sprawling urban form for Motueka has been stemmed in recent district plans by infill zoning between the ribbons of urban development. Some of these areas have had a deferred zoning imposed until servicing catches up. Enclaves of historic residential development at Hau Road and Wildman Road have remained in the rural zone to discourage intensification of residential activities and demand for services in these more distant areas.

Some of the principles of sustainable urban development it is considered should apply in Motueka are:

#### **Coherent Built Form**

- Provide linked neighbourhoods
- Anticipate long term impact of land use changes
- Avoid hazard areas
- Celebrate cultural identity of Motueka
- Minimise cross boundary effects between incompatible activities

## **Adequate Movement Networks**

- Ensure interconnected streets and provision for variety of modes (pedestrians, cycles as well as heavy traffic)
- Separate transport modes through use of a roading hierarchy (divert heavy traffic away from residential neighbourhoods)

## **Open Space**

- Ensure adequate connected green space in neighbourhoods
- Maintain an open coastal landscape
- Retain amenity features

Many of these principles are already embedded in the current policy framework in the Council's proposed Tasman Resource Management Plan.

## **5. PRESENT OBJECTIVE AND POLICY FRAMEWORK**

The Tasman Regional Policy Statement provides overarching objectives for the District such as efficient use and development of resources (objective 4). There are also more detailed objectives about urban development and its relationship to the loss of highly productive land and the effects of form and location of urban development on the use of all forms of energy.

There are 11 policies on urban development in Motueka in Chapter 6 of the proposed Tasman Resource Management Plan (see attachment 1). These policies must be adhered to unless it is proposed to change them.

The policy emphasis for Motueka is on providing opportunities for consolidated urban growth away from areas of versatile and productive land where practicable. There is also a focus on directing new areas for residential development away from Motueka Aerodrome and away from areas prone to flooding.

There is provision for extensions of residential development east of Woodlands Ave (*now largely taken up*), south of Fearon Street, and south of Parker Street on either side of Wilkie Street, subject to minimum floor levels and adequate stormwater disposal.

There are also areas of deferred residential zoning south of King Edward Street and north of Pah Street and tourist services zoning west of High Street. However these have not yet been utilised and will be discussed in more detail in section 6 of this report.

Deferred commercial zoning on the northern side of Tudor Street is due to be uplifted in January 2005.

## **6. GENERAL DEVELOPMENT ISSUES**

### **Affordable Housing**

Over the last year there has been considerable interest in providing more affordable housing in Motueka. Median income of Motueka residents is \$14,500 compared with \$16,100 for Tasman District residents (Census 2001). During the building boom of 2003 house and section prices climbed to an all time high level making it extremely difficult for people on lower incomes to enter the housing market. Over 90 new dwelling consents were issued in Motueka during 2003 but the total for this year is likely to be significantly less (24 new dwelling consents issued to the end of August 2004).

House prices have fallen in Motueka and Richmond in recent months.

### **Service Infrastructure**

Some major servicing projects have been completed in the last fifteen years in Motueka eg Woodlands storm water drain. However there are still some major projects to be completed such as west Motueka stormwater upgrade, development of a new water supply wellfield and town reticulation system and the upgrading of the Motueka waste water treatment plant and disposal system. The LTCCP has allowed for a fully reticulated water system to be installed in Motueka by 2007/8 assuming water permits can be obtained.

Further stormwater upgrading is also needed to manage stormwater flowing from the Green Lane area eastwards and affecting residential properties in High Street.

Recent wastewater upgrading works include a new trunk main to Goodman Park installed in 2003 and upgrading of the Courtney Street pumping station. The Utilities Asset Manager has noted that the upgrades are provided for areas zoned urban or for future urban purposes rather than for out of town developments.

## **7. DISCUSSION OF OPTIONS**

### **7.1 Tourist Services Zone (Option 1 on map)**

3.9 hectares of land located at the southern end of Coppins Place was rezoned Tourist Services as a result of a submission lodged on the Tasman Resource Management Plan. The owner has since indicated that a residential zoning would be preferred now and has suggested that the Tourist Services zone would be better moved to the 4 hectares block immediately to the south which is presently zoned Rural 1. That land has better frontage and visibility to High Street which is important for tourist activities.

The Tourist Services Zone is currently planted in kiwifruit. It is surrounded on the north and east sides by residential properties on Coppins Place and on High Street. The Vineyards Tourist Cabins development which includes some attractive specimen trees extends into the site on its eastern side. To the west there is a mixture of residential zoning (which is still in rural use) and Rural 1 zoning. Thus the block is virtually surrounded by residential zoning. Access to the block is obtained via a 15 metres wide accessway from High Street. The access to High Street is located approximately 50 metres north of Lowe Street.

The 4 hectares rural block immediately to the south has a wider frontage to High Street than the present Tourist Services Zone. The Tourist Services Zone would benefit from greater exposure to the road rather than being separated from High Street by a line of houses. The landowner would like the zone moved to the south.

The Utilities Asset Engineer advises that wastewater services are available in High Street but there is only capacity to service some of options 1, 2 and 3. The exact extent of available capacity within the existing reticulation is at present unknown. It is doubtful however if the existing capacity of the present gravity reticulation and /or the existing pumping capacity are satisfactory to accommodate the potential development of the areas generally described as options 1-3.

There are some major stormwater issues to be resolved. Stormwater problems resulting from areas generally described by options 1-3 have not been evaluated and so there is no provision for expenditure on these needs in the present LTCCP.

### **Cross Boundary Effects**

As part of the zone adjoins the Rural 1 Zone it would be necessary for dwellings to be set back at least 25 metres from the zone boundary.

In summary this block of land is well located in relation to proximity to the commercial facilities of the CBD (0.2 kilometres), schools and employment opportunities. It would be suitable for residential and tourist services development provided stormwater and wastewater can be addressed.

## **7.2 Industrial Zone – King Edward Street Extension (Option 2 on map)**

At the May Council workshop staff were asked to investigate industrial zoning on 8.7 hectares land immediately to the north of the King Edward Street industrial zone, as available industrial land is in short supply in Motueka. The land north of King Edward Street is flat and planted in kiwifruit and has been identified as having high productive value. There is a large farm building in the southeast corner adjoining the present industrial zone. The eastern part of this option was sought to be rezoned industrial by a submission on the Tasman Resource Management Plan in 1999. At that time the Council considered it had sufficient industrial zoned land but there is now considered to be a demand for more industrial land.

## Services

At present there is no reticulated water supply. However water is available at the King Edward Street / High Street intersection (approximately 200 metres distant from the southern end of the proposed zone) but fire fighting capacity is not available. The present water supply could not be extended and probably would not be able to cope with a “wet” or even a “semi wet” industry’s water demand.

There are two 225 mm wastewater mains in High Street. One is a rising main and the other a gravity main. The Council is presently undertaking hydraulic modelling to assess which wastewater mains will need to be upgraded to accommodate this area. If the area was to be developed in future as industrial, it is doubtful the present reticulation would cope with any form of “wet” industry (“wet” being an industry that uses more water than a normal residential property). As a foot note, industrial waste may need to be pre treated in the future before acceptance into Council’s reticulation system.

The stormwater system would need to be upgraded as there is no direct pipe system to Woodlands Drain from this site at present. Stormwater improvement works are programmed for South Motueka in the 2010/11 financial year (further detailed in this report) but these do not serve this area. A new box culvert linking back along Old Wharf Road to Woodlands Drain is likely to be required.

Access to the site would need to be obtained across the present industrial zone to King Edward Street. The submission from the landowner Wakatu in 1999 showed an indicative road from King Edward Street to Whakarewa Street with link roads to High Street and Green Lane.

## Cross boundary effects

There are five residential properties adjoining the eastern boundary of the site and six residential properties adjoining along King Edward Street. There would be a change from the cross boundary effects of horticulture to the effects of light industry for these properties. To reduce the effects on residential properties a lesser area could be developed. The northern boundary is proposed to be the relocated Tourist Services Zone boundary.

### 7.3 Green Lane (Option 3 on map)

This 6 hectares block of land is presently zoned as Rural 1 and has been used for growing horticultural crops. The western corner of the land is under the northwest flight path of the Motueka airport.

## Services

It is within the Urban Drainage Area where development contributions are [leviable](#). Thus there is an expectation that engineering services will be provided to this block of land. The site is close to Motueka High School and within 0.6 kilometres of the Motueka commercial area.

However there is a major storm water problem within this area. Presently during times of heavy rain several properties receive considerable flooding generated within the present catchments. If this area was to be developed prior to options 1 and 2 areas then even more private property flooding would occur in the south Grey Street and on the west side of High street areas. The stormwater for this block and the residential zoned block to the east flows generally in a south easterly direction.

Waste water from this area would not be able to gravity flow back to Whakarewa Street. If this area was to be developed prior to the rest of blocks to the east of it then effluent pumping would probably be required.

Gravity reticulation could be expected to be achieved from Option 3 to the adjacent block to the east or the undeveloped residential zone to High Street. Again the availability of the existing reticulation in Whakarewa Street and High Street to accommodate all of this wastewater is unknown.

There is no availability for water reticulation in this area.

#### **7.4 Deferred Residential Zone – North of Pah Street (Option 4 on map)**

This 4 hectare site is presently zoned deferred residential for stormwater reasons. The site, which is rectangular in shape, has frontages to both Pah and Poole streets. Most of the Pah Street frontage is occupied by a burial ground (urupa). However alternative access is available to the site from Poole Street.

At present most of the block is planted out in hops. However the owner has expressed an interest in future development. There is one dwelling at the northern end of the property.

##### **Services**

There are wastewater services available. Stormwater flooding occurs in the nearby Atkins Street area. A cutoff drain to resolve Atkins Street flooding is included in the stormwater works programme in the LTCCP (p48) for 2005 - 8. Thus the stormwater issue, identified on the planning maps since 1995, is on the threshold of being resolved. There is stormwater reticulation in Pah Street that would be able to cope with the majority of the runoff from option 4 (but not option 7). Wastewater reticulation is available at Poole and Pah streets.

Water reticulation is available in Atkins and Pah Streets. Reticulation would need to be extended along Poole Street to the proposed development. It would be required that the extended water main in Poole Street also connected through the subdivision to Pah Street.

## **7.5 Deferred Residential Zone – South of King Edward Street (Option 5 on map)**

This large block of land (15 hectares) is in several ownerships. Some of the eastern part of the block between the Motueka South School and King Edward Street industrial zone has been planted in kiwifruit. The remainder of the block is also in horticultural use apart from a lifestyle block at the western end of Courtney Street and a large church in the north western corner of the block. Landowners have varying aspirations in this block. The landowner to the west would like to leave his land in kiwifruit. The landowner to the south is interested in residential development. To the north of the school there has been discussion about possible light industrial activity.

The wastewater pumping station at Courtney Street has been upgraded in anticipation of the uplifting of the deferment on Area 5. The Council is undertaking work on a hydraulic model of the wastewater system in Motueka to determine what pipe upgrades are required.

The existing water reticulation is inadequate to cope with the proposed demand from this area.

A fully reticulated water system is not expected to be installed in Motueka until 2007/2008.

Option 5 is included in the South Motueka stormwater improvement works budgeted for 2010/2011.

The eastern end of the block has an 18m wide access to High Street. It would be useful to consider a roading pattern for the block preferably linking in the long term to Courtney Street and passing close to the school to give it improved visibility and access.

## **7.6 Option 6**

This area is an extension of the Deferred Residential Zone (No 5) south of King Edward Street. Like the rest of Option 5 the soils are Hau stony sandy loams. The land is presently used for horticulture.

### **Services**

Option 6 is adjacent to option 5 which is in the South Motueka stormwater upgrade budget. The latter could be extended with extra funding to include option 6. At present there is no allowance to provide for wastewater servicing in this area either financially in the LTCCP or in the hydraulic model being developed.

The site is very close to Motueka South School (200 metres). The closest commercial outlet is a dairy in King Edward Street.

### **Cross Boundary Effects**

Option 6 is exposed to horticultural activities (in the Rural 1 Zone) along its southern and western boundaries.



## **Historic Pesticides**

Approximately 50 per cent of the block has been identified as being in orchard use prior to 1975. Thus, before this land is used for any residential activity the Council would require specialised soil testing for historic pesticide residues and mitigation.

### **7.7 Option 7**

This narrow area of flat land, presently zoned Rural 1 extends from Pah Street north to Parker Street. It comprises Riwaka silt and sandy loam which is a highly productive soil that is presently used for horticulture.

#### **Services**

There are no engineering services in this area at present and no financial provision for them in the LTCCP.

There is a major problem in this area with storm water. Storm water runoff is presently causing problems in Atkins Street and any development of option 7 and the nursery adjoining will need to be considered very carefully. The best solution for the storm water disposal would be to discharge the stormwater west to the old flood channel. The channel however has significance for Maori and thus there may be iwi objections to this proposal.

### **7.8 Option No 8**

This lowlying 4.1 hectares area lies between Courtney Street East, Street Peter Chanel School and the Motueka Coolstore. It is bounded to the east by a low stopbank to the Moutere Inlet. The land is presently being grazed and has one dwelling on it. The latter has access from High Street opposite the entrance to Motueka South School.

#### **Services**

Waste water reticulation from this area could be reticulated to the Courtney Street pumping station.

This would however depend upon adequate construction depths of any proposed system.

The availability of reticulated water to the area is limited with the present water supply. Reticulation to the site may need to come off the reticulation in Old Wharf Road so as to achieve fire fighting capacity.

Storm water does not appear to be a problem as discharge to the estuary is achievable.

The land is close to Street Peter Chanel School and Motueka South School. The nearest shops are 1.5 kilometre in central Motueka.

In addition to the access to High Street the site has frontage to Courtney Street East.

### **Cross Boundary Effects**

Some noise from the Motueka Coolstore could affect the northern end of the block. However it may be possible to mitigate this effect with an earth bund.

## **7.9 Option 9**

This triangular lowlying 3.0238 hectares area, presently zoned Rural 1, is located between an informal stopbank on the west side of the Moutere Inlet and High Street South. Prior to the erection of the stopbank the land was subject to tidal influences. It is separated from High Street South by a row of houses, and is in grazed pasture. It is very visible from the Coastal Highway and physically separate from Motueka township. The land would need to be filled to enable the land to be serviced.

### **Services**

There are no engineering services available at this site (outside the UDA) and no financial provision for them in the LTCCP. The nearest school is Motueka South approximately 1 kilometre to the north and the nearest shop is 1.5 kilometres at Lower Moutere.

Refer also to the comments for Option 10.

## **7.10 Option 10**

This 3.803 hectares area, presently zoned Rural 1, is located west of High Street South and adjoins a row of residential properties which front on to High Street South and Wildman Road. A separate report on this area has been prepared by Staig and Smith Ltd. On the western side it is bounded by horticulture. The Motueka Bypass although not yet designated may eventually pass along the southern boundary. The site is physically separate from Motueka township.

### **Services**

There are no engineering services available at this site (apart from a footpath that was recently constructed on High Street South) and no financial provision for them in the LTCCP.

The site is 800 metres from the nearest wastewater pumping station at Courtney Street. No capacity allowance has been made in the nearest pumping station design for this extra demand (as the area is outside the present UDA). If options 9 and 10 were to be are reticulated and required wastewater pumping to the Courtney Street pumping station then some other areas within the UDA that could potentially gravity feed to the pumping station will not be able to be accommodated. The pumping station would not have sufficient capacity to cope with the extra flows. The pumping station can be upgraded in the future by enlarging the pumps. However storage of effluent within the well and emergency storage will become an issue that will not be easily resolved.

There is no water reticulation to the site. The present 200 mm diameter reticulation at the south end of High Street may be able to provide fire fighting capacity at the site.

Storm water from the site can potentially drain to the estuary (based on an assessment of 60 lots).

## 8. CONCLUSIONS

The LTCCP has identified several projects for the future development of Motueka. Some of these projects have been set as a best endeavour to accommodate development and growth. If the developments as set out in options above are to all occur then the LTCCP projects would need to be reviewed in both in their timing and the estimated cost. As has been stated, hydraulic modelling of Council's wastewater services is taking place but results will not be available until mid 2005. This model will give a better and more in depth understanding of the spare capacity that is presently available within the wastewater reticulation system that can be made available immediately for development. It will also highlight the areas where there is no spare capacity and where upgrading is required. Without the model a number of questions cannot be answered.

The issue of wastewater capacity and improvement has to also take into account the capacity of the present wastewater treatment system and its ability to be adapted to accommodate an increase in effluent. It is being reviewed at present.

The more the town develops to the south, the more pumping of wastewater will be required. Pumping wastewater through the centre of town is not desirable especially to other pumping stations as odour problems can occur.

Parts of Motueka have severe stormwater problems, especially in the area bounded by Whakarewa, Queen Victoria, King Edward and High streets. The stormwater generated in this area needs to be addressed as part of or prior to any further development within the defined option areas. If not there will be more flooding of existing private property along the southern end of Grey Street and on the west side of High Street.

The present water supply is very limited. It is doubtful if any large development could connect to the present water reticulation and achieve the minimum fire fighting flows without restricting present flows.

Coherent development of Motueka is being hampered by a lack of full urban services. The town has a wide range of commercial, recreational and employment facilities that should be easily accessible to all its residents – existing and future.

## 9. RECOMMENDATIONS

It is recommended that the Committee:

1. **Resolves to uplift** the deferred residential zoning on the land in option 4 (Lot 3 DP 1507) and some of the land in Option 5 (Pt Lot 2 DP 1969), and **advises** affected landowners.

2. **Directs** the preparation of a draft Variation to change the zoning from Rural 1 to Rural 1 Deferred Industrial, on the eastern section of Option 2 (Lot 2 DP 10649). The deferment is for stormwater and water reasons.
3. **Directs** the preparation of a draft Variation to change the zoning from Tourist Services Zone to Rural 1 Deferred Residential, and adjoining land to the south, from Rural 1 to Deferred Tourist Services Zone. The deferment is for stormwater reasons.
4. **Directs** the preparation of a draft Variation to change the zoning of Option 8 (Pt Lot 1 DP 11984 and Pt Lot 3 DP 1654) from Rural 1 to Residential.
5. In relation to recommendations 1 to 4, **consults** with the following:
  - Transit NZ
  - Iwi
  - Wakatu Incorporation, NRAIT and other adjacent landowners
  - Housing New Zealand
6. That the Council review its stormwater and wastewater works programmes for Motueka in the LTCCP.
7. It is not recommended that the Committee proceed with a Variation to change the zoning of land in Options 3, 6, 7, 9 and 10. Further work is required to upgrade services in west Motueka before any of these areas are considered for urban development, especially intensive residential development. It is preferred that intensive residential development is located centrally rather than peripherally to the town centre.

Rose Biss  
**Policy Planner**