



STAFF REPORT

TO: Environment & Planning Committee

FROM: Rose Biss, Policy Planner

REFERENCE: L314

SUBJECT: **MAPUA STRUCTURE PLAN - REPORT EP08/03/05** - Report prepared for 4 March 2008 Meeting

1. PURPOSE OF THE REPORT

The purpose of the report is to update the Committee on planning matters at Mapua/ Ruby Bay and to seek approval of a structure plan and a work programme to incorporate the structure plan into the Tasman Resource Management Plan.

2. BACKGROUND

On 21 June 2006 the Council resolved to prepare a structure plan for Mapua / Ruby Bay and settle an outstanding zoning appeal on land located in Seaton Valley Road. These resolutions followed on from early resolutions on the Mapua Ruby Bay Development Study 2004 and Council decision making on the Rural 3 Zone submissions. The latter decisions impacted on the form, direction and timing of servicing of the Mapua Ruby Bay area.

In the intervening years the rehabilitation of the 3 hectares former industrial site on the intersection of Tahī Street and Aranui Road, Mapua has been completed. Now there is significant public interest in how the strategically located site will be developed in an integrated way to meet some of Mapua's residential, commercial and open space needs.

Progress is being made with the upgrading of servicing infrastructure at Mapua Ruby Bay. These projects will be detailed later in the report.

3. PRINCIPLES FOR MAPUA DEVELOPMENT

The ten principles for future development at Mapua/ Ruby Bay were established in the 2004 Study:

- 1. The character of Mapua will be maintained and enhanced by accommodating growth within specified limits and managed in such a way that retains the village scale and identity.*
- 2. Any further growth in the Ruby Bay area will be accommodated on the hillslopes above the Bay, within limits, to retain a transition between urban and rural landscapes, and to avoid exacerbating the risks from coastal erosion/ inundation.*

3. *Mapua wharf will be maintained as a vibrant and active waterfront visitor destination, incorporating the eastern part of the ex Fruitgrowers' Chemical site to provide for a limited expansion of visitor attractions in a manner that complements the low-key maritime atmosphere and allows for further public access to the foreshore.*
4. *The existing Mapua village will be developed and enhanced as the centre of retail and community facilities and services.*
5. *Further building development within those parts of the coastal margins and cliffs which are at risk from erosion will be avoided, while development in areas at risk from inundation/ flooding will be controlled.*
6. *A network of open spaces and accesses will be developed through and around Mapua and Ruby Bay to facilitate alternative connections between places (including a walkway network) as well as to maintain the quality open space and natural character.*
7. *The edges of the Waimea Inlet will be retained to act as a buffer between surrounding land uses and the ecological resource.*
8. *Generally, industrial development will be encouraged to locate outside the township.*
9. *To minimise stormwater runoff through catchment wide management.*
10. *To provide water and wastewater services to an adequate standard throughout the urban and rural residential area.*

4. WHY HAVE A STRUCTURE PLAN?

A structure plan is defined as “a framework to guide the development of the an area by defining the future development, redevelopment and land use patterns, areas of open space, the layout and nature of the main service infrastructure (including transport links), and other key features for managing the effects of development. ”

The purpose of the structure plan is to provide a tool to manage growth in Mapua Ruby Bay over the next 20 years. Features included in the structure plan are:

- The type and location of land uses that will be permitted, density and staging
- Transport links and connectivity
- The location, type and scale of infrastructure required
- Landscape character and amenity
- Natural hazards mitigation
- Provision of community facilities and reserves
- Protection of special cultural features

5. UPDATE ON DEMOGRAPHICS

The results of the 2006 Census are now available. The Mapua area unit population has increased from 1617 (in 2001) to 1878 persons (in 2006) – a growth rate of 3.2% per annum. This exceeds the growth rate in both Richmond (2.15% per annum) and Motueka (0.64% per annum) over the same census period.

In the last intercensal period (2001 – 2006) employment opportunities have increased from 348 persons working in the Mapua area unit to 420 persons. In the last decade the main increase in jobs has been in the retail and health services sectors.

Previously a high growth projection was used in the Mapua Ruby Bay Development Study 2004. That has been reviewed as it has been determined that the usually resident population of Mapua at the Census 2006 did not reach the low growth projection for 2006. For this report a medium growth projection has been adopted instead of a high growth projection. The structure plan is updated to reflect the modified projection.

The medium growth population projection for Mapua for year 2026 is 2860 persons or 1144 households. If existing households are excluded this leaves 393 new households to be accommodated. It is expected that at least 39 hectares of land will be required to accommodate these new households if a standard density of 10 households per hectare is adopted. If a slightly higher density was accepted in parts of Mapua a lesser area of land would be required. Further land also needs to be provided to cater for new business opportunities as well as open space needs for these new households.

6. INFRASTRUCTURE AND OPEN SPACE NEEDS

The responses the Council received on the Mapua Ruby Bay Development Study frequently referred to Mapua's inadequate infrastructure. Since 2004 various projects for Mapua have been included in the Long Term Council Community Plan 2006 to upgrade infrastructure. These are detailed below:

Coastal Protection

The Council is preparing a resource consent to enable rock protection work to be completed in the vicinity of the Old Mill Walkway along the Ruby Bay foreshore, south of Broadsea Avenue. While the work will give some protection from coastal erosion it will not mitigate all inundation risk so a coastal hazard area is intended to be retained along the Mapua Ruby Bay shoreline. As sea level rise is likely to exacerbate inundation and storm surge it is intended to continue limiting built development in this vulnerable low-lying area.

Stormwater

A resource consent on behalf of the Council to widen the lower reaches of the Seaton Valley stream and upgrade the tide gates at the Mapua causeway is about to be submitted. Further works programmed are:

- Improvements to Stafford Drive stormwater pipes and outfalls in Ruby Bay

Overall future emphasis should be on a low impact stormwater design system that enhances the development of the urban area.

Wastewater

It has been proposed in Council's LTCCP to upgrade the trunk pumping mains and pumping station throughout Mapua and Ruby Bay over a four year period (2009-2012) at a budgeted cost of \$8.4Million. The present system suffers from over-capacity issues at times of wet weather (see Appendix 1). Under normal conditions the system is considered to be fully allocated. Modelling of the reticulated system's capacity is being undertaken at present in an endeavour to determine the areas that will need immediate upgrade.

Water

Pipe installation for a new ring main in Seaton Valley Road to the main reservoir has commenced in February 2008. This will help maintain security of supply at Mapua. However major water supply improvements will not occur until the coastal pipeline and new source from Motueka (rather than the Lower Queen Street wellfield) is constructed.

Some additional storage has been provided at the Pomona Road reservoir site in recent years but water supply is still a major issue at Mapua until the new source is reticulated to Mapua.

Roading

Transit NZ is likely to commence construction of the Ruby Bay Bypass in October 2008.

The Council roading upgrades included in the LTCCP relevant to Mapua include Seaton Valley Road and Pomona Road. The Aranui Road streetscaping in Mapua village centre has been deferred from the LTCCP at this stage.

Indicative roads have been included on the draft structure plan linking Higgs and Aranui roads and other possible areas of development.

6.6 Open Space and Walkways

To support a population of 2860 people, as proposed by the end of the planning period, additional open space and walkways will be required. Additional space is needed so that Mapua Domain can be extended. More open space for neighbourhood reserves will also be included in the area between Higgs Road and Aranui Road. Linking walkways have been identified on the draft structure plan to enhance walkability and to reduce car trips to key destinations such as the school, the shopping area and the coastal margin.

The Council's policy is to require 4 hectares per 1000 people so the expected growth of 982 people between 2006 and 2026 is anticipated to generate a need for 4 hectares of extra open space.

6.7 Deferments

Because of the long time frames to complete wastewater, stormwater and water projects in Mapua it will be necessary to have deferments of zoning as has occurred in Richmond South and Richmond West areas.

The area of land northwest of the Coastal Highway and bounded by the Highway and Seaton Valley Road has been shown as within the outer growth boundary. The residential zoning here is expected to be deferred until 2028 to avoid fragmented development.

7. LAND FOR RESIDENTIAL NEEDS

The structure plan includes land for future residential activities in the block between Higgs Road and Aranui Road, north of Mapua Domain with access to Aranui Road and Iwa Street, west of Tahi Street and a small area on the coast south of Viewlands Place.

8. LAND FOR COMMERCIAL AND INDUSTRIAL NEEDS

The structure plan incorporates provision for additional land for commercial activities in two locations - adjoining the existing village (the area has been reduced so it no longer extends to Iwa Street) and as an adjunct to the waterfront park development. Commercial development in Toru Street could be primarily for live/work units to provide a transition between residential and commercial activities.

It is important that any buildings developed close to the waterfront park are carefully designed to compliment the historic wharf buildings and coastal location.

There is no vacant land remaining in the Warren Place industrial zone. To cater for the ongoing demand for land for small businesses additional land to the north of the present zone has been included in the structure plan.

9. LANDSCAPE CHARACTER

A strong network of reserves, pedestrian access and private open space is proposed to link the Mapua / Ruby Bay urban area with the adjoining landscape which has both rural and coastal characteristics.

The rural coastal slopes on the southern side of Higgs Road are seen as an important green space to be maintained as a visual backdrop to the Waimea Inlet (Tasman District Coastal Landscape Character Assessment Boffa Miskell 2005) and for retaining views to the Richmond ranges beyond. Much of the land has been protected by a Queen Elizabeth II Open Space covenant on this section of the coastline.

Since 2004 a wetland has been constructed and planted on low-lying land adjoining the southern end of Aranui Park. Other wetlands occur in the structure plan area, each with variable amounts of open water and opportunities for the creation of wildlife habitat. Appropriate planting should be encouraged at each site.

10. PRODUCTIVE LAND

Some respondents on the Mapua Ruby Bay Development Study were concerned about the loss of productive land. The land adjoining the current urban boundary of Mapua is partly in productive apple orchard and the remainder is in grazed pasture and lifestyle blocks.

The options at Mapua are relatively limited because of its geographical layout. Much of the coastal land to the south of Higgs Road has been covenanted while on the coastal plain to the east of Mapua the land is low-lying and difficult to service.

A small area of coastal land close to the current urban boundary has been included in the structure plan.

11. MOVEMENT NETWORKS

To ensure good connectivity of transport routes, street blocks need to be relatively short and new streets need to be well connected into the existing network. The aim is to ensure a choice of routes and reduced travel distances. As Mapua Ruby Bay is a very popular area for walking an intensive well connected network is proposed in the draft structure plan.

It is proposed to improve access for pedestrians and cyclists to key public places such as the school and the coast. These routes should be generally consistent with those identified in the Regional Cycling and Walking Strategy.

The community has identified a need for a safe crossing facility in Aranui Road in the vicinity of the main commercial area.

The Mapua wharf decking could be extended to provide continuous pedestrian access on the channel side of the wharf buildings. Additional visitor parking is proposed to be included in the waterfront park area adjoining the eastern side of Tahī Street.

12. NATURAL HAZARD MITIGATION

A coastal hazard area (CHA) has been identified on the planning maps for Mapua Ruby Bay since the early 1990s. All new buildings other than accessory buildings in the hazard area require resource consent. Since the CHA was introduced there has been new information on the risks arising from climate warming and sea level rise. The International Programme for Climate Change (IPCC) most recent report Summary for Policymakers 2007 has recorded 1.8 mm rise in sea level per annum in the period 1961 – 2003 which increased to 3.1 mm per annum in the 10 year period 1993-2003.

In the last 10 years coastal protection works have been constructed along the Mapua Ruby Bay foreshore, including Stage 1 of the Old Mill walkway protection constructed in 2007, but these are not designed to prevent inundation. As noted in section 6.1 more works are proposed. However an inundation hazard will still exist.

With respect to the Mapua Ruby Bay cliff the slope instability risk area should be extended slightly south to the Seaton Valley Stream boundary.

13. SPECIAL CULTURAL FEATURES

The Mapua / Ruby Bay area has a rich cultural history for Maori and pakeha. At least twenty archaeological sites have been identified in the Mapua Ruby Bay area (Heritage Assessment of Archaeological sites in the Tasman District 2007). The Grossi Point peninsula area adjacent to the Waimea estuary has been identified as one of 25 precincts in the district. The Grossi Point precinct relates to Maori occupation.

The European history relates to apple growing and flaxmilling. Buildings related to the flaxmill are visible close to Stafford Drive. The apple storage sheds on the Mapua wharf are a prominent and well known feature and are slowly being converted to other commercial uses.

14. CONSULTATION

The development engineer and policy planner have visited major landowners in the structure plan area. I have also attended meetings with the Mapua Business Association, Cycle and Walkways group and Community Association. There have also been meetings with service providers such as Network Tasman and the Ministry of Education. The former has provided a new substation in Seaton Valley Road to address future demand for electricity at Mapua.

A Ministry of Education Report has studied the effect of an additional 477 dwellings (2001 high growth projection to 2025) on the Mapua School. At July 2007 the roll was 202 students. The future demand for places at Mapua School to 2025 is estimated to be 285 students. It concluded that *“the size of the existing site (2.19 hectares) and the relatively small scale of change anticipated, no significant change for the school or wider network is required”*.

Further opportunity for community consultation is planned once the Council has approved a draft structure plan for release:

| | |
|-----------------------|-----------------|
| General public | Open Day |
| Iwi | Tiakina meeting |
| Community Association | Evening meeting |

15. PROCESS/ WORK PROGRAMME

The draft structure plan provides a basis to consult with the local community and service providers. Feedback on the plan will help formulate the next steps of the process which are likely to include:

1. Consultation on the draft structure plan – March 2008
2. Consideration of feedback – April 2008
3. Draft variation/plan change – June 2008
4. Public notification of a Plan Change – July/ August 2008




16. RECOMMENDATIONS

It is recommended that the Committee agree to

1. The draft Mapua structure plan for consultation
2. The draft work programme to August 2008




Rose Biss
Policy Planner

Rating Description of Assessment-Reticulation Adequacy

-  Removes all wastewater flows without overflows; can accommodate planned development
-  Generally removes wastewater flows without overflows, but overflows occur in some specific, known locations; can not fully accommodate planned development
-  System overflows frequently in heavy rainfall, often in several locations; can not accommodate planned development

2. treat and dispose of the wastewater into the environment in a manner that meets environmental compliance criteria; that minimises the risk to public health; and that minimises the impact on the environment. We shall call this **“Treatment and Disposal Adequacy”**

























Rating Description of Assessment-Treatment and Disposal Adequacy

-  System treats and disposes of wastewater adequately, meeting resource consent requirements; low risk to environment and/or public health
-  System treats and disposes of wastewater adequately most of the time, but may breach consent at times (peak holiday loading or extreme wet weather) and/or may need some upgrades to address some problems
-  System performs poorly and needs an upgrade to meet resource consents

Each Council owned scheme has been assessed against each of these criteria and given a rating as follows:

A summary of the adequacy of the existing Council owned wastewater systems is displayed in Table 5-2.

Table 5-2 Adequacy of Existing Council Owned Wastewater Systems

| Township | Reticulation Adequacy | | Treatment and Disposal Adequacy | |
|--------------------------|---|---|--|---|
| | Present (2005) | Future (2025) | Present (2005) | Future (2025) |
| Richmond |  |  |  |  |
| Brightwater/Hope |  |  | | |
| Wakefield |  |  | | |
| Mapua/Ruby Bay |  |  | | |
| NRSS (incl Bells Island) |  |  | | |
| Tapawera |  |  |  |  |
| Murchison |  |  |  |  |
| St Arnaud |  |  |  |  |

