

STAFF REPORT

TO: Environment & Planning Committee

FROM: Rose Biss, Policy Planner

REFERENCE: L304

SUBJECT: **MOTUEKA WEST AND CENTRAL URBAN DEVELOPMENT CONSULTATION PAPER RESPONSES - REPORT EP09/07/09** -
Report prepared for meeting of 16 July 2009

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1. PURPOSE OF THE REPORT

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The purpose of the report is to discuss the results of the public consultation undertaken recently on the Motueka West and Central Urban Development Consultation Paper and make recommendations on any necessary changes to the Motueka West and Central Structure Plan.

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2. INTRODUCTION

The Motueka West and Central Urban Development Consultation Paper was released for public comment on 27 February 2009. The consultation period extended for two months to 30 April 2009. A public meeting was held on 10 March and staff attended several sector group meetings (see attachment). There were also two consultation clinics at Motueka Service Centre. While most of the meetings were well attended the number of written responses (36) was slightly less than expected. The response rate may have been affected by some overlap with the LTCCP process where there were three public meetings in Motueka in April.

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Copies of all the written responses were circulated to the Mayor, councillors and the community board on 18 June (please bring your copies to the meeting).

2. MAIN RESPONSE THEMES

The written responses have been analysed and the main response themes identified below:

1. Compact town design
2. Integrated transport planning
3. Location and amount of industry / buffer along King Edward Street / noise
4. Nature and location of commercial development
5. Location of tourist services development

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6. Nature and proportion of residential development
7. Stormwater design issues
8. Aerodrome issues
9. Location and amount of open space
10. Papakainga

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2.1 Compact Town Design

One third of the responses express support for the consolidated urban form shown in the structure plan. One response said it was great to see positive forward planning. Some of the responses expressed qualified support for the plan because they prefer some variation to the mix of activities within the High Street / King Edward / Queen Victoria Street block.

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The Wakatu Incorporation response, while generally supportive, proposes a significant extension (36 hectares) of residential zoning to the structure plan over Rural 1 land south of the new hospital on Courtney Street towards High Street South and Hau Road industrial zone. The 36 hectares includes 4 hectares to establish a retirement village at 492 High Street south of the new hospital building.

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Comment

As there is strong support to consolidate the urban form of Motueka it would be inappropriate to extend the township to the south where the services are inadequate, productive land uses are occurring and land is located further from the town centre with its many urban facilities. There has been no long term infrastructure planning included in the Council's recently approved Ten Year Plan for future development in this southerly direction.

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2.2 Integrated Transport Planning

While there is strong support for a bypass (some refer to a heavy traffic bypass only) there is not unanimity as to where it should go. The Community Board sees a new bridge at the first important stage of any bypass. It also notes that sensitive uses should be kept away from the future route. Various routes suggested in the responses include Wildman Road or King Edward Street, Queen Victoria Street, Parker Street and north of Parker Street. There was some opposition expressed at the public meeting to using Thorp Street and Old Wharf Road as part of a bypass.

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Parklands School and other responses suggest that a bypass for heavy traffic should be investigated to resolve traffic congestion in High Street. The school, located on the intersection of Talbot Street and Pah Street central Motueka, is not supportive of the Manoy to Talbot Street link shown on the plan and sees it as a deterrent to cycling and walking to school. However many other responses, including the Community Boards support it being formed as a road to access community and commercial facilities and to relieve some congestion on High Street. Another road

linkage suggested but not shown on the structure plan is to join Courtney Street (currently a cul de sac) with a northern extension to King Edward Street.

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Five responses comment that the development proposals shown on the plan should not proceed until the transport study has been completed.

Some of the traffic matters raised relate to the Central Business Zone. These are the need for a parking study and the need for a bus turning area close to the Visitor Centre in Wallace Street.

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Comment

It is agreed with the respondents that the structure plan should not proceed to the next stage of plan drafting until the NZTA/TDC Motueka Transportation Study recommendations are available. It is expected that the Study will assess the implications of a heavy traffic bypass of SH60, examine the assumptions regarding the need for a Motueka bypass, address the reasonable life of the Motueka River bridge, and assess whether the Manoy / Talbot streets link should be built. It is noted that the latter has been shown on the planning maps since 1996. The Parklands School is the main opposition to forming the link. The disadvantages to the school will have to be considered against advantages to the wider community.

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There are capacity problems through the town centre at various locations. The Transportation Study will address these matters.

The Motueka CBD parking study was undertaken in March 2009 and the occupancy rate and location of the 554 carparks in the CBD assessed. The majority (68%) of the current public carparks are on the eastern side of High Street. There are certain parts of the on-street parking where the demand exceeds the practical supply. A more balanced distribution of car parking will be needed if the town develops to the west.

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2.3 Location and Amount of Industry / Buffer Along King Edward Street / Noise

Many of the responses from existing industrialists suggest that there should be provision for heavy industry out of town. Some favour the area between the Hau Road industrial area and the King Edward Street industrial area near the Concrete and Metals site. Others suggestions are to use either the flat land bordering the Moutere inlet north of the Motueka transfer station, or land south of Wildman Road or land along College Street west of the aerodrome.

One of the major concerns for industrialists is to ensure that there is sufficient land for industry to become established on freehold land which is sufficiently separated from other activities to avoid cross boundary effects. Several other responses considered the amount of industrial land in the structure plan to be excessive.

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One quarter of the responses seek a better buffer between the proposed industrial area and the existing strip of residences on the north side of King Edward Street.

There are suggestions to make the greenway nearest to King Edward Street wider (50 – 100 metres) and move it south to provide some separation for the King Edward Street houses from the new industrial area. Some also suggest including a bund within the greenway.

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Responses from existing industrial interests have indicated that they prefer that the noise measurement tool that applies in the new industrial area is Leq rather than the current L₁₀.

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Comment

Responses from industrialists draw attention to the important contribution they make to the local economy; approximately 40 – 60 jobs in the area between High Street and Wharf Road. They prefer the certainty of freehold tenure if they have to move to a new location. It is noted that the current High Street/ Wharf Road industrial zone is very low-lying (2 - 2.5 metres above mean sea level) and can be subject to flooding. The LiDAR levels at Motueka West for the proposed industrial area are 7 – 8 metres above mean sea level. The major landowner at Motueka West has confirmed there will be freehold tenure for the proposed industrial area.

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Some have suggested the Hau Road to King Edward Street block or west along College Street as alternative sites. There are some servicing difficulties in these areas. The advantages of a compact town layout would also be lost.

The land north of the transfer station in Robinson Road is lowlying and close to the Moutere Inlet so is unsuitable in terms of Council's coastal policy (Policy 6.5.3.8).

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A better buffer could be provided to the houses on the north side of King Edward Street by moving the greenway and road further to the south (i.e. so that the existing houses back on to the greenway).

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There are 42 hectares of future light industrial land shown on the structure plan. This is generous provision compared to the 24 hectares recommended in the Motueka and Environs Industrial and Commercial Land Assessment. However the draft structure plan assumes that 6 hectares of the existing industrial land will be changed to Tourist Services. If it is decided not to proceed with Tourist Services zoning it may be reasonable to reduce the 42 hectares by an equivalent amount.

The noise measurement technique used in the TRMP has been altered in the recent Richmond West changes. The change has been from L₁₀ to the Leq noise measurements. While the structure plan does not include the details of particular noise rules, these will be included in the next stage of the process when a draft plan change is prepared. There is likely to be a progressive change to Leq measurements in all the district's industrial zones.

2.4 Nature and Location of Commercial Development

Several responses have drawn attention to the need to have a clear policy about the function of any new commercial centre located within one kilometre of the Motueka CBD. The pull of an enlarged Richmond and Nelson, when these centres are brought closer to Motueka by the opening of the Ruby Bay Bypass, is also alluded to in another response. The NZ Transport Agency has emphasised the need for a detailed traffic assessment of the proposed plan, particularly of the large format retail locations and the tourist services area.

The Community Board prefers a more modest neighbourhood commercial centre and residential activities as proposed in an early draft of the structure plan rather than the large area of mixed use shown in the centre of the current plan.

On the other hand Wakatu Incorporation considers that the location of future commercial/large format retail uses to the east of the existing town centre on either side of Tudor Street is inappropriate and should be concentrated in one area which has appropriate access and servicing arrangements.

Another proposal which has attracted a variety of opinion is the proposed expansion of commercial zoning on to the west side of Wilkinson Street. While the Community Board supports the expansion of commercial activities east of Decks Reserve to Wilkinson Street Grey Power is opposed to having the commercial zone expanded there. It opposes having a mix of commercial / residential activities on either side of Wilkinson Street.

There has not been any public response to the proposal to extend commercial zoning north across Greenwood Street.

Comment

The current CBD zoning does not prevent large format retailing. Large format retail (LFR) can coexist alongside a traditional strip shopping area. Only limited ad hoc dispersed LFR is likely to be able to be developed in the Motueka CBD because most of the land parcels are quite small and would be difficult to accumulate in sufficient quantity. The response opposing LFR in the CBD seems to be anti competitive.

While the Community Board has expressed a preference for a neighbourhood scale commercial centre the local business association response this year has been more muted. A survey of members last year indicated that 56 per cent of those surveyed preferred big box retailers to be sited as part of the town (centre), 19 per cent preferred them to be on a new site and 20 per cent preferred them to be on a new site but within walking distance of town.

2.5 Location of Tourist Services Development

Over half of the responses give comments on the proposed new Tourist Services area which is proposed to replace the existing southern industrial area. While some are in favour of moving tourist activities to the southern entrance to the town to improve the amenity of the entrance and bring it closer to the estuary there are others that express reservations because of possible coastal flooding on this lowlying

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land. Also the existing main occupiers of the site, two timber based industries are concerned about job losses (40 - 60 jobs) if no other suitable site is found for heavy industry.

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Other suggested locations for tourist services are the Clock Tower intersection, near the current DoC office, in the town centre and further south of the southern roundabout on High Street.

One response queries what other alternatives have been considered for the tourist services area.

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Alternative locations for tourist services are the status quo which is a 4 hectare block located between High and Whakarewa Streets. While this block which is still in rural use is within walking distance of the CBD it suffers from a lack of road frontage and hence visibility. Another location suggested is the Clock Tower corner, near the current DoC Visitor Centre. While this site has good visibility at the junction of two major access routes for visitors it is surrounded by industry and is about one kilometre from the CBD.

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The existing industries in the proposed Tourist services area are concerned about cross boundary effects if the new zone is imposed. Existing use rights would allow the existing timber and coolstore industries to remain if they chose. The existing timber based industries have caused some noise complaints from time to time across the estuary in the Trewavas Street area, which could continue to be an issue for tourist activities.

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2.6 Nature, Location and Proportion of Residential Development

Some responses seek that a greater proportion of the structure plan area is used for residential purposes. Some of those living within the area would like the whole area used for residential purposes. The Community Board wants the Council to base its planning on a different set of population figures than those used in the discussion document and the Council's Ten Year Plan (LTCCP). It sees a need for two - three times as much residential land as shown in the consultation paper. It prefers that census night population figures for Motueka township are used and believes the population of Motueka will be 11,300 by the year 2031 which is much higher than the Council's projection of 7742. However it is supportive of the provision for some higher density residential development and it supports opportunities for some affordable housing. The latter is also supported by the Motueka Short Term Accommodation Trust.

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There is some support to relocate the high density residential area to the east of Green Lane so it is further away from the air traffic movements at the aerodrome and also closer to the central business area.

Comment

The Community Board suggests that the Council should be using different growth figures to those used in the Council's Ten Year Plan and the Structure plan consultation paper. The Board refers to the Census night figures. It is not usual to

use the Census night figures for planning purposes. The Council has used a high growth scenario for Motueka and used usually resident figures to base its population projections on. However it should be noted that the Council has used a wider catchment area to assess the industrial and commercial land needs for Motueka as a service centre for a wider area (Motueka and Environs Industrial and Commercial Land Assessment 2008).

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The Council's population projection for 2006 to 2031 Motueka gives an average rate of growth of 0.8% pa which mirrors Motueka township's rate of growth over the last ten years. The Structure plan has provision for 33 hectares of residential land. If the Council wishes to increase this amount slightly it could adjust the boundary between the future industrial/ business area and/ or provide for some higher density (compact residential) within walking distance of the CBD. Pockets of increased density residential could be located south of Whakarewa Street close to proposed open space areas. Much of this area is located within 10 minutes walk of the CBD. Another possible location is the west side of Wilkinson Street where some responses oppose future commercial development. Proximity to open space and the town centre are some of the most useful criteria for locating compact density residential development.

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2.7 Stormwater Design Issues

While some responses are very supportive of the proposed low impact stormwater design proposal bisecting the development area with its opportunities for integrated recreation there are others that have reservations. There are comments about possible weed, refuse and insect problems associated with open waterways. The Community Board has suggested that the long term cost of maintaining a low impact stormwater design is high.

Comment

The open stormwater systems that exist in Motueka today are not necessarily a good model to judge the proposed future multi functional greenways on. Woodlands Drain for example is steep sided. The greenways proposed in Motueka West will have gently sloping berms with adequate space for walking, cycling, maintenance and some planting. The Utilities Asset Manager has commented that "the existing waterways/greenways in Motueka at present are in the main wetways as they are predominately wet (water within them) for most of the year. The proposal is for the greenways to be predominantly dry, i.e. wet only when water conveyance is required."

The lifetime costs of open stormwater systems have been found to compare favourably with piped underground systems. (Tasman District Council Stormwater Best Practice Guide).

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2.8 Aerodrome Issues

Because the Motueka aerodrome is located adjacent to the proposed new development area some responses see the structure plan as an opportunity to realign the main runway to the north and lengthen it. This option would redirect air traffic so it is not flying directly over the town

The current structure plan has future light industrial land within 500 metres of the northern end of the runway in the Whakarewa Street / Green Lane block. Because of proximity to the runway the land would have to have a special height restriction that is lower than the current maximum industrial zone height limit of 15 metres.

Comment

There were eight responses support realigning the aerodrome runway from north east to the north north east and lengthening it. This would have the advantage of directing aircraft movements away from the town. However it would be a costly exercise to purchase the necessary horticultural land and redevelop the runway. It would also impinge on Marchwood Park and its access road.

It may be preferable to retain the Whakarewa Street / Green Lane block in rural zoning because of the proximity to the end of the runway (safety concerns) and the need for height restrictions.

2.9 Location and amount of Open Space

Several respondents would like the greenway corridor to be extended beyond the development area so it is linked to the Motueka River and to the Motueka estuary.

Some other responses consider that a larger greenspace should be provided in the centre of the development area, particularly if higher density residential is being encouraged. The community board commented that "a large park with interconnecting walkways would be a valuable addition."

One response notes that enhancing the estuary in the vicinity of the industrial activities in High Street would require a wider open space corridor than currently exists if it is to act as an effective buffer.

A few responses show support for the concept of community gardens particularly in association with higher density residential developments.

Comment

It should be relatively easy to provide access to the Moutere Inlet through Monahan Street to the rear of the Recreation Centre and along Woodlands Drain to the estuary. Access to the Motueka River could also possibly be achieved using paper roads extending west from the end of Pah Street. However this will require some discussion with adjoining landowners as to what is the most practical route.

The most practical way to provide for a larger green space is to enlarge one of the green spaces shown on the plan. The Structure plan in the Motueka West area in its draft form provides for 550 households. Standards that are relevant to open space provision are the TRMP which uses a standard of 4 hectares per 1000 residents and the Engineering Standards which specify that neighbourhood reserves must be at least 2500 m² in area.

At present there is 2.78 hectares of open space shown on the structure plan if Sportspark and Decks Reserve and Wharf Road esplanade reserve are excluded. The 5.74ha of future stormwater areas will have some value for informal recreation.

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In the areas chosen for more compact residential development the area of open space should be enlarged. It could incorporate community gardens but this is a more detailed matter that can be decided on later in the process.

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2.10 Papakainga

One response has asked that papakainga (zone) apply to a block of Maori Reserve land located between Whakarewa Street and Green Lane. Lots 15, 16 and 17 have a total area of approximately 10 hectares. The block has been shown on the structure plan as future standard residential and is currently zoned as rural 1. There is a concern that too much Maori land has been sold off already.

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Comment

The respondent is proposing a second papakainga zone on land shown as future standard density residential. While the papakainga zone is primarily residential it may also contain other uses such as halls and workshops. The existing papakainga zone which is located on Pah Street has kaumatua housing, meeting house and church is proposed to be significantly expanded (by 2.6 hectares) in the structure plan. It is located about one kilometre to the north west of the respondent's land.

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3. SERVICES UPDATE

3.1 Water Supply

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

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3.2 Wastewater Services

Wastewater services are available for the existing residential zone at present medium density lot sizes.

Within the present residential zoning, to increase the residential density will result in the present wastewater network requiring upgrading. No upgrading of capacity has been allowed for within the 2009/2019 LTCCP.

The growth strategy undertaken as part of the LTCCP indicates only a smaller number of future dwellings in the Grey Street undeveloped residential zone in the next 10 years (i.e. 22 lots). This growth can be accommodated within the existing reticulation.

The area beyond the Grey Street residential zone, to the west, is proposed to be developed with high density development. A strategic approach will be needed to allow for this area to be developed especially if effluent is going to be needed to be accommodated within the existing reticulation.

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

4. RECOMMENDATIONS

The recommendations below take into account that the Motueka Transportation Study (MTS) is still at an early stage with a final report not due until December 2009. There may need to be some iteration of the structure plan to ensure that the transport recommendations are fully integrated. It is recommended that:

1. There is a buffer area provided between the houses on the north side of King Edward Street and the future industrial zone by relocating the future stormwater area and road further south.
2. The area of open space provided in association with higher density residential development is enlarged.
3. The extent of future industrial area at the northern end of the Motueka aerodrome runway in the Whakarewa Street / Green Lane block is reduced to minimise hazard risk.
4. The block between Wilkinson Street and Decks Reserve is reconsidered as a site for higher density residential development but future commercial / mixed use is retained on the north side of Greenwood Street.
5. The future standard residential area east of Grey Street and south of Whakarewa Street has some provision for higher density residential development.
6. The extent of Tourist Services zoning at High Street is reassessed.
7. An indicative road between Courtney Street and King Edward Street is added to the structure plan.
8. New urban zoning is deferred for all services.

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ATTACHMENT 1

MEETINGS ON MOTUEKA WEST AND CENTRAL STRUCTURE PLAN

<u>Our Town Motueka</u>	<u>2 March 2009</u>
<u>Motueka High School Principal</u>	<u>3 March 2009</u>
<u>Motueka Aerodrome Committee</u>	<u>4 March 2009</u>
<u>Public Meeting</u>	<u>10 March 2009</u>
<u>Clinics</u>	<u>10 March, 17 March 2009</u>
<u>Parkland School Principal</u>	<u>12 March 2009</u>
<u>Transition Towns</u>	<u>12 March 2009</u>
<u>High Street Industrial Interests</u>	<u>16 March 2009</u>
<u>Tiakina</u>	<u>30 March 2009</u>
<u>Community Whanau Network</u>	<u>1 April 2009</u>

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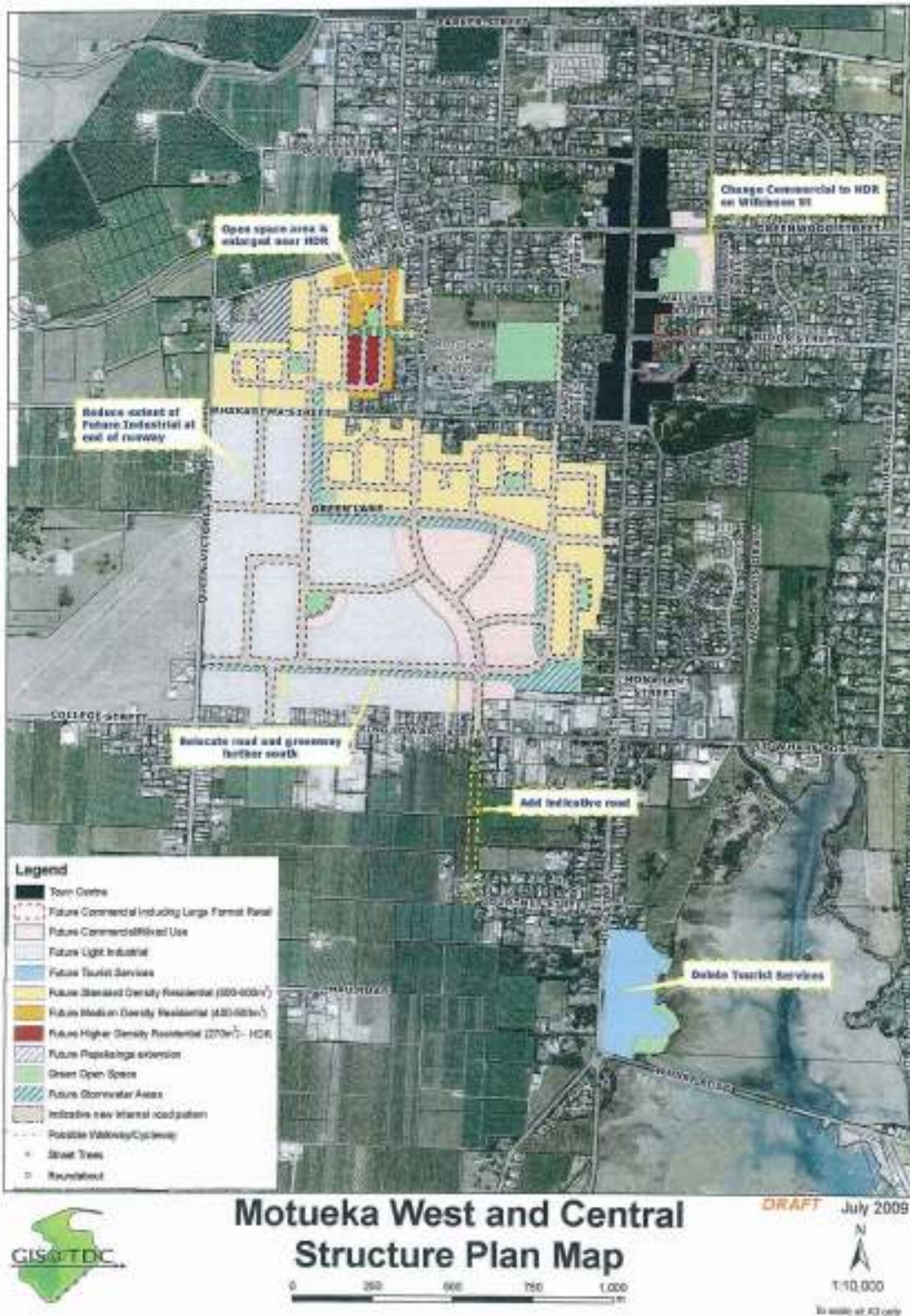
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Because the Motueka aerodrome is located adjacent to the proposed new development area some responses see the structure plan as an opportunity to realign the main runway to the north and lengthen it. This option would redirect air traffic so it is not flying directly over the town.

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Several respondents would like the greenway corridor to be extended beyond the development area so it is linked to the Motueka River and to the Motueka estuary.

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Some other responses consider that a larger greenspace should be provided in the centre of the development area, particularly if higher density residential is being encouraged.

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The community board commented that “a large park with interconnecting walkways would be a valuable addition.”

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