



STAFF REPORT

TO: Environment & Planning Committee

FROM: Rose Biss, Policy Planner

REFERENCE: L314

SUBJECT: **MAPUA DRAFT PLAN CHANGE - REPORT REP10-05-27** - Report prepared for meeting of 20 May 2010

1. PURPOSE OF THE REPORT

The purpose of the report is to recommend the release of a draft plan change for Mapua and Ruby Bay and provide the Council with the necessary supporting information it needs.

2. INTRODUCTION

The Council has received a number of reports about the future development of Mapua and Ruby Bay EP05/03/26, EP08/06/04, and EP09/06/06. It has been clear since the first consultation exercise on the Mapua Development Study 2004 that there are significant servicing and sustainable management issues at Mapua and Ruby Bay that would need to be resolved before any further development could be contemplated. As well as the provision of adequate urban services of water, stormwater and wastewater a major issue has been considering the effects of climate change, in particular sea level rise, and the risks of serious environmental hazards of erosion and inundation which affect parts of the Mapua and especially the Ruby Bay coastline. A separate report on coastal hazard risks from the Council's Resource Scientist Rivers and Coast is appended (pages 37 to 55).

At its meeting on 16 June 2009 the Council requested further options for managing activities on the lowlying coastal plain between Mapua and Ruby Bay, including the option of raising low lying areas.

The audit report on the remediation of the former Fruitgrowers Chemical Company site was released by the Ministry for the Environment in July 2009. It is timely to review the zoning and special area restrictions on that site.

Detailed ground level information for Mapua Ruby Bay became available in August 2008 from the LiDAR survey. This information has assisted the modelling of flood patterns under future different sea level and development scenarios. LiDAR information will be used progressively round the district.

3. UPDATES

3.1 This report contains an update for councillors on the following matters:

- Section 32 assessment of alternatives
- Mapua Structure Plan
- Chemical Hazard Area
- Network services
- Residential density
- Rural residential location
- Historic heritage
- Waimea estuary management
- Coastal Hazard Area
- Rural 1 Zone
- Commercial
- Light Industrial
- Noise
- Deferments

4. SECTION 32 ASSESSMENT OF ALTERNATIVES

This report includes a special section (Attachment 1) which provides a record of Council's assessment of options for managing future growth of Mapua. The Section 32 report considers the costs and benefits of a number of residential options, including a compact density option, commercial, industrial, open space options and options for the peripheral lowlying rural coastal land.

The assistance of Anna Crosbie is acknowledged in the preparation of the Section 32 assessment.

5. MAPUA STRUCTURE PLAN

The Mapua Structure Plan which was released for public consultation in April 2008 has been amended to take account of various issues raised by residents and interest groups. New maps showing physical constraints as well as the amount of lot development approved in the Rural 3 zone have been added. The structure plan map (attached - page 36) has been reformatted so it is easier to read and will be available as part of a brochure for residents. It has been used as the basis for preparing new planning maps. Not all the issues raised in the community's comments and in the Mapua Community Association's wide ranging comments document have been able to be addressed in the structure plan. Some matters relating to the Waimea Estuary will be dealt with in the Waimea Estuary Management Plan (see section 11 of this report). Transport issues such as how public transport will be encouraged and transport energy use minimised are dealt with in the Regional Land Transport Strategy 2010. However it is acknowledged that land use patterns will have an influence on transport energy use.

Commercial and gateway nodes have been added to the structure plan. At the Ruby Bay Bypass/ Higgs "Reserve" intersection a gateway node with additional planting and carparking has been added. A requirement for planting along the Coastal Highway from Aranui Park westwards to the western edge of the Freilich property will provide an attractive approach to Mapua from the Bypass.

Proposed new plantings along the margins of the Seaton Valley and Dominion Road streams will provide an ecological corridor from the Mapua estuary to the inland wetlands at Chaytor Road and Seaton Valley.

The indicative roading in the structure plan and draft planning maps has been altered to include fewer cul-de-sacs and a more connected roading pattern.

Commercial nodes are included for the village centre and at the Mapua wharf and a smaller node at Seaton Valley to cater for day to day needs. A small extension to the Light Industrial Zone at Warren Place is proposed.

6. CHEMICAL HAZARD AREA (CHA)

The CHA has been imposed on the ex Fruitgrowers Chemical Company site in Tahī Street/ Aranui Road Mapua since the TRMP was notified in 1996. The site has now been remediated and an audit report released (Audit of the Remediation of the former Fruitgrowers Chemical Company Site Mapua June 2009). A Site Management Plan (Ministry for the Environment August 2009) has also been prepared and must be adhered to for certain parts of the site - that is those parts that have commercial grade soil below a 500mm cap of residential grade soil.

The CHA rules in Chapter 18.10 of the TRMP apply to contaminated land that has not been remediated. The site currently owned by the Council has been remediated and it is considered that the CHA can be uplifted. However there remains a need to adhere to the Site Management Plan when earthworks are undertaken on those parts of the site that are not remediated to the residential standard. These areas are the land located east of Tahī Street to the Mapua Channel, the Tahī Street road reserve, on the former waste disposal area and stream bed on the west side of the site.

It is proposed to amend the Council's Engineering Code of Practice (earthworks section) to include the need to follow the requirements of a Site Management Plan for sites with remediated soils.

The Council's property records and road records have been amended to include a link to the Site Management Plan.

7. NETWORK SERVICES

The Council has an extensive list of infrastructure projects for Mapua and Ruby Bay included in the LTCCP 2009 (see list attached - pages 32 to 34).

7.1 Water, Wastewater and Stormwater

Water supply is at capacity at Mapua. The current Mapua water supply is sourced from wells at Lower Queen Street Richmond. To improve the existing supply a new coastal pipeline is proposed to be laid from a Motueka underground source in 2011-2019. The Aranui Road water main is programmed to be replaced mid way through that period in 2014- 2015.

Wastewater systems will also be extensively upgraded. The following works are proposed:

- Upgrade of trunk main to Bells Island along Rabbit Island 2009/2010
- Mapua Wharf pump station upgrade and generator 2009-2011
- Stafford Drive pump station and rising main upgrade 2012-2015
- Higgs Road pump station upgrade and storage 2015/2016
- Leisure Park pump station upgrade and storage 2015/2016
- Ruby Bay Pump Station and storage 2016-2018 and pipeline renewals 2016/2017
- Toru Street pump station upgrade and storage 2016/2017

Stormwater reticulation improvements are proposed in parts of Ruby Bay over the period 2009/2011, School Road Drain 2016/2017 and Seaton Valley Stream 2009/2011.

7.2 Transport

7.2.1 The Mapua Bypass is expected to open in June 2010. This new inland route will enable through traffic on the current State Highway 60 to be diverted away from the day to day traffic movements of Mapua and Ruby Bay. A new local traffic environment is likely to evolve that is more suitable to encourage walking and cycling.

There are a number of new Council transport projects that have been included in the LTCCP to support future Mapua and Ruby Bay development:

- Mapua Waterfront carpark 2009/2010
- New walkways and cycleways associated with the Ruby Bay Bypass in 2010. Underpasses to Gardners Valley and Dominion Roads have already been completed by NZTA.
- Aranui Road kerb and channel (ex FCC site) 2009/2010 and Tahurangi Street 2012/2013
- Higgs Road two corner upgrades
- New cycle/walkway facility along the current Coastal highway and Seaton Valley Road 2012/2013
- Streetscaping in Aranui Road 2020

7.3 Reserves

Several significant new reserves projects are programmed for the period 2009/ 2020:

- Mapua Waterfront Park development 2009-2011 (new recreation zoning in draft change)
- Funding for the redevelopment of the Mapua Hall 2011/2012
- New playing field development in Seaton Valley planned (Note: not yet programmed)

The draft plan change includes indicative neighbourhood reserves in new areas for residential development. Existing ecological corridors that provide a link from Higgs Road to the estuary edge through coastal forest have also been included as indicative reserves.

Some larger reserves gifted to the community several decades ago are expected to become increasingly important in the next ten years as further development occurs around them. New walking linkages to these areas are included in the draft plan change.

Space has been earmarked for a new playing field site adjoining Seaton Valley Road midway up Seaton Valley.

8. RESIDENTIAL DENSITY

Some responses on the Mapua Structure Plan suggested that there should be provision for more variety in housing to promote a more diverse community of people with different ages and life stages. The draft plan change includes provision for a special residential development area (minimum lot size 200 square metres) on the west side of Tahi Street on approximately 1 hectare of the remediated site. The site is suitable for increased density because it is within walking distance of the village centre and the wharf amenities. As the site is in the Coastal Environment Area a high standard of design will be required for new buildings and will be a controlled activity in this regard. The rules provide for adequate individual outdoor living space (at least 30 square metres for compact density housing) and sunlight penetration. A walking linkage across the site from the waterfront park to the inner estuary has also been incorporated. In this location compact housing that is suitable for smaller households is encouraged. Draft rules provide for an increase in coverage and a reduction of carpark requirements compared to the standard residential rules. It is intended to encourage an efficient use of small sites while retaining on site amenity for residents.

Elsewhere in the new deferred residential areas a standard lot density of minimum net area 450 square metres is used.

The provision for second dwellings as a controlled activity in the existing Residential Zone has been removed as this is causing some servicing difficulties, particularly in relation to the provision of water.

Updated growth modelling undertaken for the current 2009 - 2019 LTCCP includes provision for 511 new residential lots in Mapua Ruby Bay in the next 20+ years.

9. RURAL RESIDENTIAL LOCATION

With regard to rural residential development there have been community comments on the large number of lots consented to within Rural 3 subdivisions. The location of these has been mapped in the updated structure plan document. It is noted that most of these are at the Richmond end of the Rural 3 zone and not within easy walking / cycling distance of Mapua. The Pomona Road Rural Residential Zone has been extended southwards to provide some more rural residential lots within relatively easy cycling and walking distance of central Mapua.

10. HISTORIC HERITAGE

Since the last meeting to discuss Mapua and Ruby Bay development the Council has notified Plan Change 16 which addresses a need to have a better process for managing archaeological sites, including reviewed policy and rules. There are many archaeological sites in the coastal area of Mapua and Ruby Bay. In addition the Tahī Street peninsula has been identified as a cultural heritage precinct in the TRMP. Currently the precinct does not have any special rules but it does signify a rich area of sites and has been identified on special map AL20 in the planning maps.

Additional buildings have been identified that have heritage values. These are the ex-Wells orchard shed on SH 60 near the Seaton Valley Road intersection and the ex-Apple and Pear Board coolstore in the Mapua Wharf precinct.

11. WAIMEA ESTUARY MANAGEMENT

The Waimea Estuary which adjoins the Mapua coastline is an important habitat for birds, plants, fish and invertebrates. Its wildlife value is considered to be of national importance.¹ Also it has important recreational values for fishing and boating as well as some utility functions.

As more esplanade reserves and strips are acquired by the Council the Waimea estuary margins are being increasingly used for walking and cycling. Habitat restoration programmes are also under way along the margins and along the tributary streams. Because rising sea level has the potential to erode esplanade reserves away on the estuary margin it is likely that esplanade strips will be increasingly used as the preferred mechanism for obtaining public access to the coast. These have been indicated on the structure plan and area maps attached.

Since the last Council discussion on the Mapua Structure Plan the Council has initiated a joint study with Nelson City Council on the management of the Waimea Estuary. Recommendations for an integrated management strategy are expected to be reported back in August 2010.

While an indicative reserve has been shown on the coastal margin south of Higgs Road it may not be possible to include that part of the land that is affected by a QE II

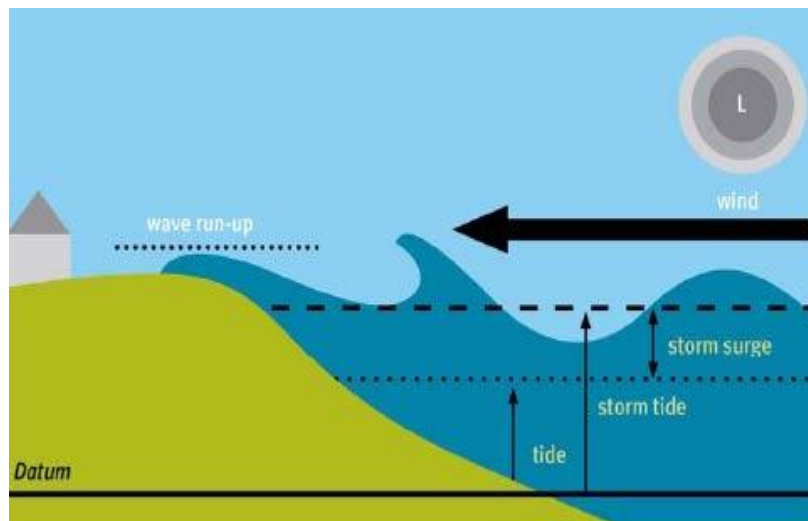
¹ Internationally and Nationally Important Coastal Areas from Kahurangi Point to Waimea Inlet, Nelson, New Zealand: Recommendations for Protection Department of Conservation 1993

National Trust covenant. A walkway on public coastal space may need to be considered.

12. COASTAL HAZARD AREA

The Coastal Hazard Area was introduced in to the Waimea Section of the Transitional Plan in Change W10 in 1991. It was based on erosion rates and sea level rise information available at that time. It has been continued in the TRMP and was modified as a result of submissions in December 2000. Now its extent has been reassessed by staff in the light of new information on ground levels from LiDAR survey information obtained in 2008 and current sea level rise projections (up to 0.8m rise by 2100). The Council's coastal scientist has provided further advice on erosion and inundation risk and different filling options in his report attached.

It is not just a rise in mean sea level that will impact on coastal flood and erosion hazards at Mapua Ruby Bay. Any change in magnitude or frequency of storm tide levels will be important, which in turn depends on the magnitude and frequency of storm surges - and on storm surge coinciding with high tide (see diagram below).



In the draft plan change the existing Coastal Hazard Area - shown as blue cross hatching on Area Map 87 attached - is proposed to be altered by lengthening and widening it along the open sea coast and channel to take account of erosion and inundation. The proposed alterations to CHA policy in Chapter 13 TRMP and rules in Chapters 18.5 and 18.9 will provide a more robust framework for managing activities such as land disturbance and building of permanent structures that could have adverse effects and in turn be adversely affected in this vulnerable coastal location.

There are areas in the existing Mapua township that are low and will be increasingly at risk of inundation from sea events. The probability of these events has yet to be determined so the coastal hazard area has not been imposed. However the low level of the land (below 3.5m amsl) is considered to limit the potential for future subdivision. This has been recognised by imposing a Residential Closed zoning on part of Tahi Street and part of Iwa Street.

13. RURAL 1 ZONE

At the 16 June 2009 Environment and Planning meeting the Council requested a review of the existing Rural 1 Zone as it applies to Mapua and Ruby Bay. This review is to include an option that allows filling of lowlying areas.

The LiDAR survey information shows that much of the land on the coastal plain between Mapua and Ruby Bay is only 2-3 metres above mean sea level. Land in the lower Seaton Valley is even lower - 2 metres above msl. Both areas would require a large quantity of fill if they were to be developed - to fill an extra metre across the coastal plain excluding the Ruby Bay houses would require 750,000m³ of fill.

The size of blocks in the Rural 1 Zone in the Mapua Structure Plan Area has been assessed. All the blocks except one are below the minimum lot size of 12 hectares which currently applies in that zone. Consultation with owners at a meeting in December 2009 indicated that most owners value the spaciousness of these blocks. Some owners would like to be able to subdivide their properties for estate planning or because they are aging and can no longer manage their property easily.

Some owners also referred to an earlier zoning of their land as Coastal 2 where no further subdivision was permitted. This has been assessed as Option K in the Section 32 report attached (p24).

Overall the lowlying nature of much of the zone makes it unsuitable for further subdivision. In flood modelling undertaken for the stormwater works that the Council is about to begin along Seaton Valley Stream and for future planning an assumption has been made that some floodwater will be able to be retained in these low lying areas if a flood greater than a 20 year event occurs. Mr Verstappens's report explains the other assumptions in the modelling exercise including 0.8 metres of sea level rise projected to occur the next 100 years and considers several filling scenarios.

The Rural 1 area, because of its lowlying nature is not considered to have potential as a future residential or rural residential zone. The preferred policy response is to extend the existing residential zone and the Pomona Road rural residential zone on to the hills behind Mapua and to close the Rural 1 zone to further subdivision.

14. COMMERCIAL DEVELOPMENT

As well as the three small additions to the Commercial Zone on the northwest corner of Tahi Street, at Aranui Road and at Toru Street (the latter two in the village centre) a small centre at the lower end of Seaton Valley Road adjoining the Mapua substation site has been identified on the planning maps (Zone map 87). It would serve the day to day needs of the deferred residential zone between the Coastal Highway and Seaton Valley Road.

15. LIGHT INDUSTRIAL ZONE

The draft plan change includes one new area of Light Industrial zoning which lies between the Coastal Highway and the Seaton Valley Stream. The area is 1.7 hectares of sandy soils immediately north of the Warren Place Industrial Zone. It is well separated from urban development to avoid cross boundary effects.

Another area considered was 4 hectares of sandy soils located north of the Seaton Valley Stream. Community feedback is that this site is inappropriate as it is too close to Ruby Bay housing.

16. NOISE

A new noise descriptor LA_{eq} to replace the existing L_{10} was introduced into the TRMP through the Richmond West Plan Change 10. The former is a national and international standard measurement system which better portrays the noise climate than the L_{10} being used at present. It is proposed to change the noise standards progressively so that the LA_{eq} applies throughout the district.

This change provides for the use of the new LA_{eq} descriptor in the Mapua Development and Special Development Area residential zones.

17. DEFERMENTS

Deferments on residential zoning at Mapua currently recognise only a stormwater servicing constraint. However, there are other servicing constraints for water and wastewater that need to be recognised. It is proposed to make appropriate amendments to Chapter 17.14 in the draft change to cover these other services. The Council has a programme of works to overcome these constraints but these will take a number of years to implement.

18. DRAFT PLAN CHANGE

The structure plan provisions and coastal hazard report have been used as the basis for preparing the draft plan change attached.

19. CONSULTATION

The proposed strategy for consultation on the draft plan change has been discussed with the Council's communications advisor. It uses a mix of meetings and written communications to advise residents, iwi, interest groups and the general public about the draft plan change. A summary is given below:

- write to all residents in the Mapua Area about the draft plan change
- Newline article - June issue
- press release and TDC website update
- daytime open day and evening meeting in Mapua - June
- iwi meeting - June

20. RECOMMENDATIONS

It is recommended that the Committee:

1. **Approve** the appended draft plan change for Mapua for public release for community feedback.
2. **Approve** the consultation strategy.
3. **Note** the recommendations in the appended Coastal Hazards report for further modelling to improve precision of estimates of annual probabilities of inundation within the developed part of Mapua to support future assessment of hazard risk mitigation options for that area.

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