



STAFF REPORT

TO: Environment & Planning Committee

FROM: Rose Biss, Policy Planner

REFERENCE: L304

SUBJECT: **UPDATE ON MOTUEKA WEST AND CENTRAL DRAFT PLAN CHANGE - REPORT REP11-03-04** - Report prepared for meeting of 10 March 2011

“In Committee”

1. PURPOSE OF THE REPORT

The purpose of the report is to update the Council on issues on the Motueka West and Central Draft Plan Change raised in consultation with Wakatu and the Motueka Community Board and make recommendations.

2. SUMMARY OF MAIN ISSUES

The main issues raised in discussions with these parties are:

- timing - Motueka Community Board wants to proceed with additional land for industrial zoning as soon as possible
- extent and type of industrial development permitted
- main landowner seeks a unique set of rules for Motueka West
- necessity for Queen Victoria Street limited access
- type of higher density residential development zone provisions
- collector road standards
- extent of landscape amenity planting rules in industrial zones
- community activities in the papakainga zone

3. TIMING

The Motueka Community Board is keen to notify the plan change as soon as possible. The main reason is to make more industrial land available for the expansion of an existing industry. However it should be noted that unless the Council is successful in obtaining a Court Order to give the plan change immediate legal effect the presumption is that the rules in a plan change do not have legal effect until after the Council has made decisions on submissions (Section 86B RMA).

Also it may be difficult for the Council to persuade the Court that a plan change with *deferred* zonings should have immediate legal effect.

To avoid confusion the timing of any further consultation would need to avoid the consultation period for this year's Annual Plan (21 March - 26 April).

Recommendation: That the Council decides on the timing and process for the Motueka West and Central Plan Change after considering its position on the following matters:

4. GROUPING OF MOTUEKA WEST WITH RICHMOND WEST RULES

Wakatu (the main landowner) seeks to have a unique set of rules for the Motueka West area that is separate to the Richmond West rules in the Tasman Resource Management Plan (TRMP). It sees Motueka as different and separate from Richmond West especially in terms of residential development.

The need for a separate set of rules for Motueka will need to be balanced with the time and effort to prepare a separate new set of rules. The current form of development is not recognisably different in Motueka and Richmond. Motueka and most of Richmond have been using the same set of residential rules for the last 15 years. The new rules in Richmond West account for block size and accessibility and other principles of good urban design which are embodied in the Urban Design Guide in the TRMP. It would be desirable to keep following those in Motueka West.

Recommendation: That the rules for the light industrial, mixed business and residential zones be consistent with the rules as decided for Richmond West unless there are location specific matters to justify variations.

5. INDUSTRIAL LAND

5.1 Amount and Location of Industrial Land

Wakatu prefers that all the land on the north side of King Edward Street is zoned industrial (an additional area of 3.89 hectares). It does not support the location of the greenway swale along the rear of the houses currently zoned residential on the north side of that street as a buffer. It prefers that King Edward Street is included in the industrial zone and the greenway and road are located together.

The reason the Council moved the greenway further south was to provide a buffer to the King Edward Street houses as a result of the consultation undertaken in 2009. These residentially zoned houses were not included in any possible rezoning in the structure plan in 2009. Wakatu owns 15 out of 38 (40%) dwellings along the north side of King Edward Street. While there is more than adequate industrial land in the plan change to meet likely future requirements in Motueka without this land, in the very long term industrial may be an appropriate zoning.

There are three main options:

Option 1 is to return to the structure plan configuration i.e no buffer and road and greenway remain together. Retain residential zone along King Edward Street.

Option 2 is to return to the structure plan configuration i.e no buffer and road and greenway remain together but to change King Edward Street residential zone to industrial.

Option 3 is to move the road further south so it abuts the greenway buffer as shown in the draft plan change map. Retain residential zone.

Option	Description	Costs	Benefits
1.	Residential on King Edward Street w/o buffer Linked road /greenway to north as per structure plan	Compromised residential amenity	Efficient roading and stormwater
2.	Industrial on King Edward Street Linked road /greenway to north as per structure plan	Loss of 44 residential properties No interim buffer	Gain 3.89 hectare industrial land Efficient roading and stormwater
3.	Residential on King Edward Street Linked road /greenway adjoins as buffer	Inefficient roading and land use pattern	Retain 44 residential properties with buffer to industrial

Recommendation: Option 2 is recommended as the most efficient and effective in the long term.

5.2 Removal of Light Industrial Zone from Land at end of Aerodrome Runway

Wakatu has queried why the land at the north eastern end of the Motueka aerodrome runway between Whakarewa Street and Green Lane has been removed from the Light Industrial Zone. It has requested that it be reinstated as per the structure plan map.

The land has been kept in the Rural 1 Zone because the Civil Aviation Authority has provided information on several serious incidents of planes crashing at either end of the Motueka Aerodrome runway. There is adequate industrial land for the future without this land being required.

There are three main options:

Option 1 Retain the whole block as Rural 1.

Option 2 Rezone the block as Light Industrial as per the structure plan map.

Option 3 Rezone the eastern part of the block as Light Industrial.

Option	Description	Costs	Benefits
1.	Retain block as Rural 1	Some lost development opportunities	Reduced risk to property and personnel from aerodrome use Rural use likely to continue
2.	Rezone block as Light Industrial	Some risk to property and personnel from proximity to aerodrome	Some additional industrial land provided
3.	Rezone part of block as Light Industrial	Reduced viability of rural land use	Some industrial development opportunities

Recommendation: Option 1 is recommended as the most efficient and effective land use.

5.3 Provision for Heavy Industrial Land

At present Motueka has 31.3 hectares of light industrial land and 2.9 hectares of heavy industrial land. Wakatu would like to see an area set aside for heavy industrial zoning. It is suggested to retain the current ratio (10:1) of light to heavy industrial land in the new zonings at Motueka West.

The need for provision for heavy industrial land was raised by other submitters in the earlier consultation on the structure plan. The main difference between the light and heavy industrial zones is that the latter allows higher buildings (up to 20 metres compared to 15 metres) and a higher ratio of hazardous substances to be used and stored on site compared to the light industrial zone. It is agreed that some provision for heavy industrial land should be made in accord with the ratio currently provided but its location will need to be outside the special Height Control Area for the Motueka Aerodrome.

Recommendation: define a notional 4 hectares of heavy industrial zoning within the light industrial zone which is outside the aerodrome height limitation area.

5.4 Amenity Planting Rules in Industrial Zone

There is a concern that the amount of amenity planting required in the industrial zone is unreasonable. The rule 16.3.4.1(p)(v) of the draft plan change requires a 2.5 metre wide amenity planting strip on collector road frontages as well as along the boundary to and along the greenway swale north of King Edward Street. Wakatu is concerned that on corner sites with a greenway boundary this is an excessive amount.

The example given by Wakatu is a rare case as most sites will not be corner sites that also have a greenway boundary. The requirement for amenity planting in the proposed industrial zone at Motueka West is similar to that in the Richmond West industrial zone apart from the greenway swale boundary plantings.

Recommendation: remove the planting requirement on site boundaries adjoining greenway swales in the industrial zones.

6. AMOUNT OF OPEN SPACE

Wakatu notes that there is an increase in Open Space/Recreation in the current plan compared to the plan that was consulted on. They have also asked for the zoning of the greenway swales to be clarified. Open Space zone is suggested by Wakatu.

The Council resolution, after considering the consultation feedback in 2009 was to add more land for open space/recreation especially in the area for higher density residential development west of Grey Street.

Recommendation: no reduction is proposed but a consolidation of the two small areas near Grey Street into one area is recommended.

7. ROADING MATTERS

7.1 Limited Access Queen Victoria Street

There is a lack of support from Wakatu for the limited access provisions proposed for Queen Victoria Street on the grounds that it is premature and there are no plans for a bypass yet.

Queen Victoria Street is likely to have some type of bypass function in future and limited access would enhance this role. The best time to impose any access limitations is when land is first subdivided to urban standards.

Recommendation: As Queen Victoria Street is the preferred option for an alternative through route in the medium term (10-20 years) in the Motueka Transportation Study it is recommended to retain the limited access rules.

7.2 Road Width in Industrial and Mixed Business Zones

Wakatu considers that requiring all roads in the Mixed Business and Industrial Zones to be constructed to the collector road standards that have been used at Richmond West (Figure 18.8F in TRMP) is excessive. The minimum road reserve width at Richmond West is 27.8 metres. The rest of the district has a minimum width for collector roads of 19 - 21.8 metres depending on whether or not it is a commercial zone (Figure 18.8A).

The Transportation Manager has commented that he would like to see the NZ Standard 4404 used. The Engineering Standards review and a plan change on the TRMP standards need to be completed before the Council moves to use the NZ standard.

Recommendation: It is recommended that the relevant collector road standard for Motueka West plan change is Figure 18.8A rather than Figure 18.8F.

8. PAKAINGA ZONE

For a community activity to be permitted in the Papakainga Zone the draft plan change proposes there is a threshold of 30 vehicle movements per day (vpd). Wakatu considers this to be overly restrictive and wants to rely on parking provisions to manage vehicles.

However the issue is traffic movements on and off the site rather than carparking. The 30 vpd threshold is used for community activities in the residential zone. Because the papakainga zone has quite a few community activities the Transportation Manager has advised that the threshold is impractical in the papakainga zone.

Recommendation: It is recommended that the 30 vehicle movements per day threshold is deleted from the community activity rule.

9. HIGHER DENSITY RESIDENTIAL DEVELOPMENT

Wakatu has proposed that there should be two new residential zones at Motueka West. These zones would be a high density lot zone with lot range 320 - 399 m² and medium density lot zone 400-550 m². It comments that there is insufficient market demand for intensive attached townhouse type development in Motueka and it foresees that small sites will be developed with small freestanding houses and possibly some duplex houses. Wakatu has also commented that 270 m² minimum lot area in the TRMP for residential sites in a comprehensive development is too small. However there is no obligation to use the minimum.

Wakatu is asking the Council to add two new zones west of Grey Street for small areas (1.3 hectares and 3.1 hectares) with small sites that are quite different to other residential zones in the TRMP. It is quite likely that Wakatu will proceed with a resource consent before the plan change proceeds.

Recommendation: it is not recommended to add the two small zones requested by Wakatu.

These would add unnecessarily to the complexity of the TRMP when there is already a provision for higher density development which the Council should use.

10. OTHER MATTERS - DEFERMENT

It is intended that the new zones at Motueka West will be deferred until services are upgraded. It has become apparent through recent staff discussions on the Settlement Strategy for the Long Term Plan that part of the existing residential zone located in the block immediately to the south of the Motueka High School between Whakawera and Grey streets should also be deferred because stormwater and other services are inadequate to serve the block.

Recommendation: All urban zones in Motueka West plan change are to be deferred for specified services, including the block of residential zoned land located south of Whakarewa Street.

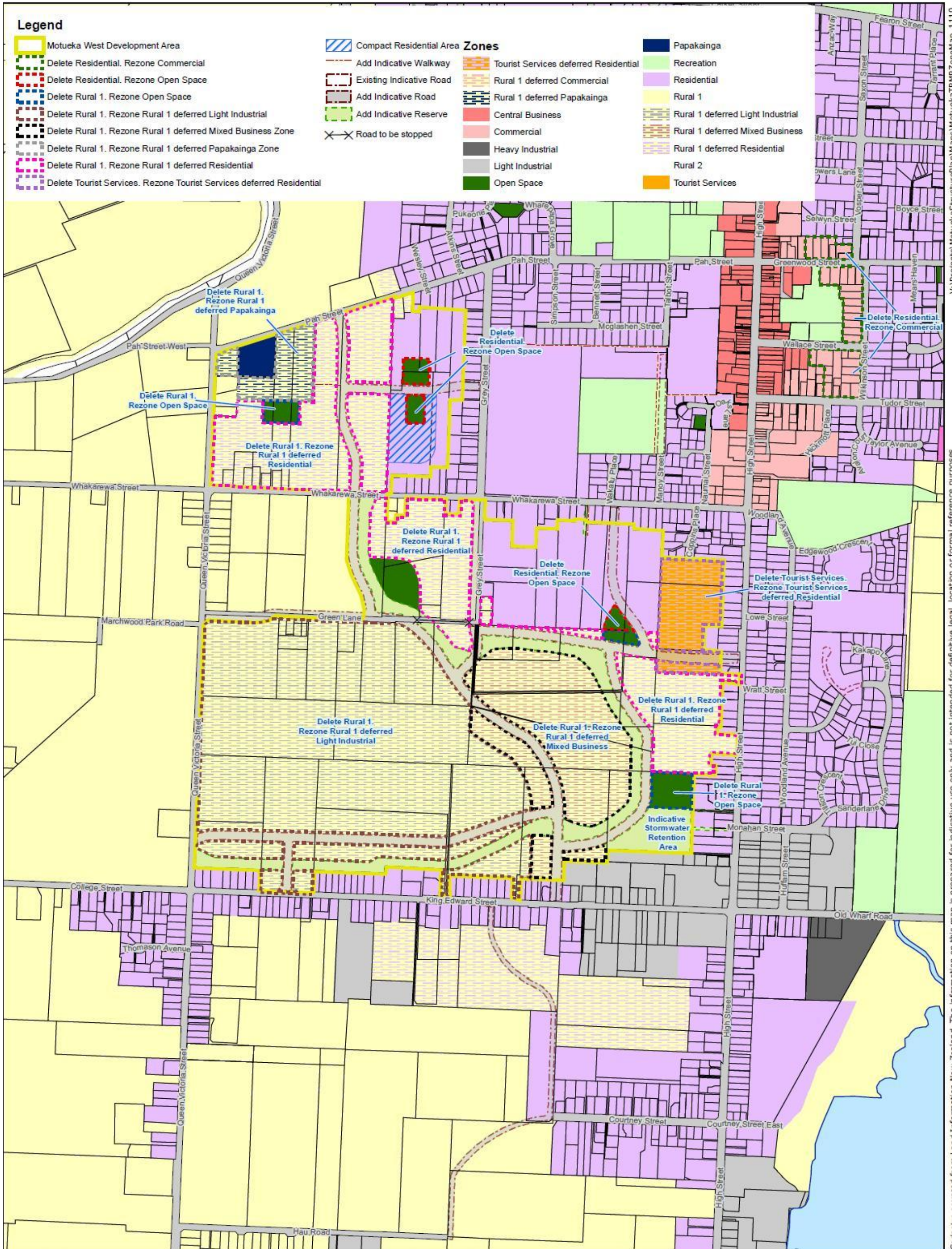
11. RECOMMENDATIONS

It is recommended that the Committee received report REP11-03-04 and the following recommendations:

1. *direct* the following amendments to the draft plan change Motueka West and Central:
 1. The block of residential zoning located immediately south of Motueka High School and Whakarewa Street is included in the deferred residential zone.
 2. That existing TRMP provisions for higher density residential development are used at Motueka West rather than creating further new zones.
 3. Community activities in the papakainga zone are not subject to a 30 vehicles per day threshold.
 4. Commercial/industrial road reserve widths are in accord with TRMP Figure 18.8A.
 5. Limited access provisions on Queen Victoria Street are retained.
 6. Overall amount of open space is maintained.
 7. Local reserve areas are shown as indicative reserves rather than open space zone.
 8. Amenity planting requirement on greenway boundaries in the light industrial zone is removed.
 9. Provision is made for up to 4 hectares heavy industry within the light industrial zone boundary but outside the Motueka aerodrome height limitation area.
 10. Rural 1 zoning at the north eastern end of the aerodrome runway is retained.
 11. Industrial zoning is extended to King Edward St.
2. *agree* to either consult or notify the draft plan change when it is amended and completed in accord with the above recommendations.
3. *delegate* to the Chair and Deputy chair the power to sign off the plan change in accord with the decision made under (2) above.

Rose Biss
Policy Planner

Attachment 1 - Draft Plan Change map for Motueka West and Central Development
Attachment 2 - Motueka West and Central Structure Plan map



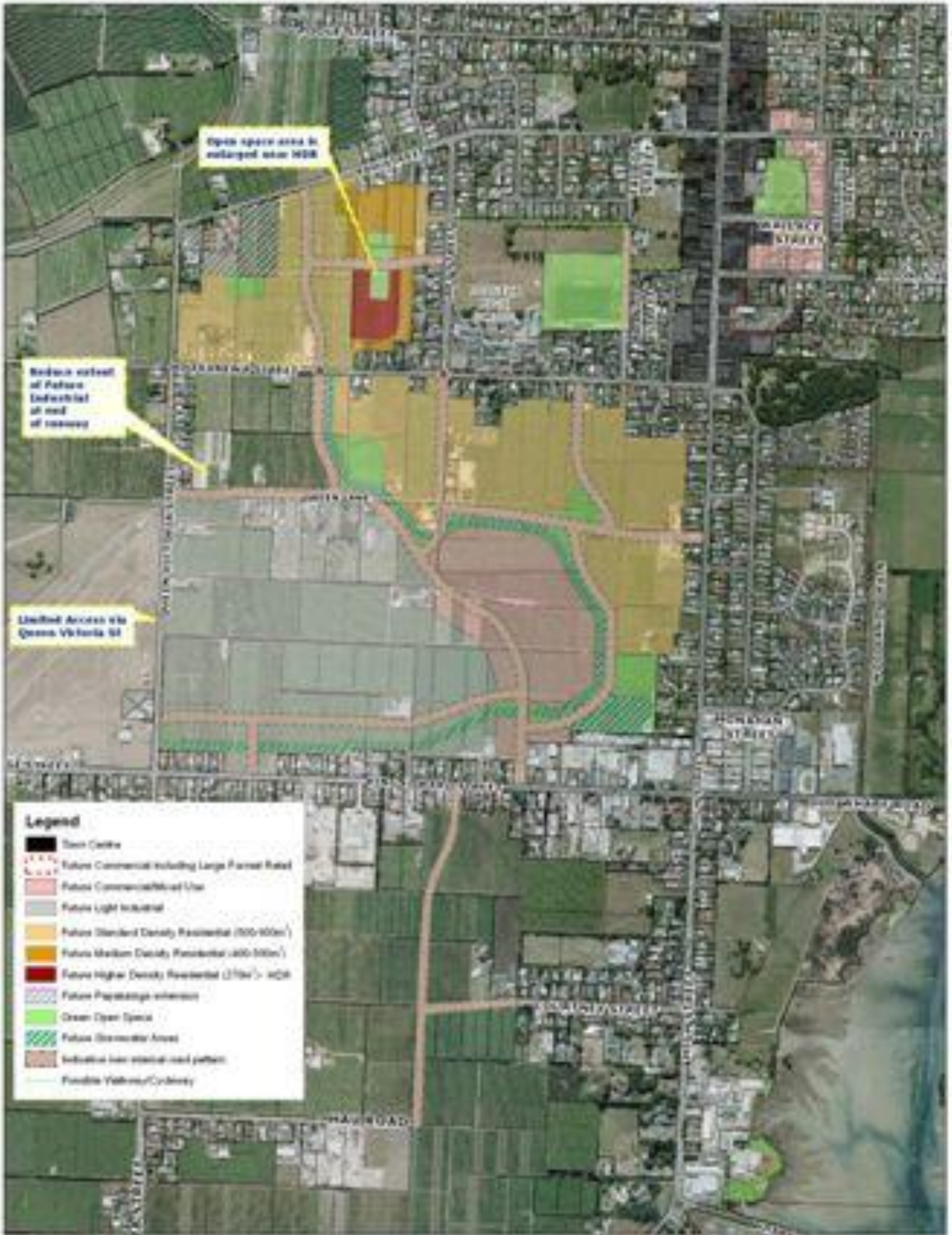
Motueka West and Central Zone Map

Draft Plan Change



November 2010





Motueka West and Central Structure Plan Map

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