



STAFF REPORT

TO: Resource Management Policy Committee

FROM: Rose Biss, Policy Planner

REFERENCE: L304

SUBJECT: **MOTUEKA DRAFT VARIATIONS EVALUATION – EP05/09/26 –**
Report prepared for the Meeting of 15 September 2005

“In Committee”

1. PURPOSE OF THE REPORT

The purpose of the report is to provide a summary of the feedback from consultation with the community on the three draft variations for Motueka East, Motueka West and Motueka South, review options and recommend any amendments that should be made to the variations as a result of the consultation.

2. SUMMARY OF MAIN THEMES

A total of 52 informal submissions were received. Two thirds of the responses are on the Motueka South Variation area. Most of the submissions are from individual landowners while a small number are from quasi government bodies such as the Housing NZ Corporation and Transit New Zealand and interest groups such as Royal NZ Forest and Bird Society. The main themes of the responses are:

- Loss of high productive value land/ protection of farming activity
- High density housing
- Increased traffic
- Drainage
- Rural amenity
- Retaining current service level

Each of these themes is discussed in more detail and then site specific comments are assessed. Some additional sites proposed by respondents are evaluated and recommendations made (relevant maps will be forwarded prior to the meeting).

3. MAIN THEMES

3.1 Loss of Land of High Productive Value

The land in each of the three variations is zoned Rural 1 – the most productive land in the district. Like Richmond and Brightwater, Motueka is surrounded by high quality land. There is opposition to the loss of highly productive land from a number of farmers who are currently located within the Motueka South and West areas. This includes a freehold owner at Motueka South and leasehold owners at Motueka West.

There is a desire to carry out day to day farming activities such as spraying without urban development being allowed to encroach too close to the adjacent horticultural boundaries. There is support for retention of generous buffers/setbacks to rural activities that may cause adverse effects on neighbours.

Comment:

The present policy emphasis for Motueka and in the urban development context for the whole district is on providing opportunities for consolidated urban development away from areas of versatile and productive land where practicable. Some of the current land in production is very close to the main urban centre of Motueka and it is this land that has now been considered most suitable for urban development. This issue applies to the three draft variation locations.

There is an associated issue of efficient urban form, where the Motueka south draft variation has the implications of a southward disjunctive extension to an already elongated form of the town. This further extension has issues of connectedness, particularly with business and community services centred on the central business area, services extension, and transport demand, in lengthening urban trips. It also places urban pressures on the productive rural land sandwiched between the two areas.

3.2 High Density Housing

One third of the responses oppose high density housing at High Street South. The reasons given are that it will cause overcrowding and spoil the quiet enjoyment of the countryside. Some respondents do not wish to have the present social balance disturbed. One respondent who lives in Wildman Road says such high density development should be located closer to town. Housing NZ Corporation (HNZC) also shares this view. For the convenience of its tenants its own houses are located closer to the town centre. It notes that the High Street South village is located away from the main town centre and residents will be forced to use cars to get to jobs and other activities.

The landowner at Motueka West would like an opportunity to carry out a denser residential development (similar to Motueka South) than is envisaged in the draft Variation. This view is generally supported by Housing NZ Corporation which seeks more flexibility for medium density housing at Motueka East and West. More intensive development will require greater attention to urban design matters. A design guide would be appropriate.

HNZC considers there should be more flexibility to the permitted activity conditions for the East and West Variation areas to promote the intent of the Variation relating to medium density housing. In particular it considers the plan should provide for up to two dwellings on a site in these areas as a permitted activity. At present two dwellings on one site is a controlled activity – the rule was changed in 2001 to allow the Council more ability to manage access and reserves than can be achieved under a permitted activity status.

Another response is to allow the same average residential lot size as in Richmond (that is change 500 m² to 450 m²).

The major landowner of the intervening land between Motueka South and the southern boundary of the township opposes the Motueka South Variation area on the basis that it is isolated from the existing township.

Comment:

The Council has begun to embrace concepts for higher density housing - for example compact density housing in Richmond. It is desirable in a planning sense that higher density housing is located close to transport routes and commercial and social facilities so residents are not isolated from these facilities.

If the Council decided that medium density development such as approved in principle for the Salisbury Road / Edward Street block in Richmond was appropriate on the deferred Residential at Motueka West it would make better use of land allowing Motueka to grow in depth, close to the town centre and with relatively easy access to the main transport route. It should be recalled that Richmond and Takaka are also built on highly productive land but have not been prevented from expanding.

3.3 Increased Traffic

Increased traffic is a major concern for many respondents especially those who commented on the Motueka South variation area. Transit New Zealand responds that the High Street South Village will have a significant impact on the capacity of State Highway 60 and will adversely affect the sustainability of the State Highway. It states that *“Motueka has existing issues with ribbon development along State Highway 60, and the proposed Motueka South Variation will further add to existing pressures on the State Highway.”* It estimates there could be 1350 -1530 additional vehicle movements per day, a significant increase in traffic generation. The impact is such that Transit NZ has requested the deletion of the area from the draft variations.

The other two variation areas also attracted several comments from residents about possible impacts on the State Highway. However Transit New Zealand has not expressed concern about these areas.

Comment:

The increased growth of traffic from Motueka South if that development proceeds is likely to require upgrading of the roundabout at the intersection of State Highway 60. Motueka South has increased in size from 3.8 hectares when it was considered as Option 10 in my report EP 04/11/08 to approximately 10ha. Even with the reduced density now proposed by the proponent there is likely to be at least 1300 vehicle movements per day.

Motueka East is a smaller area (4.1 hectares) and is likely to generate about 400 vehicle movements a day. The 4 hectares of industrial land proposed in the Motueka West variation is also likely to have some impact on State Highway 60 and King Edward Street as will the proposed residential and tourist zoning in Motueka west.

3.4 Drainage

Overall there are fewer comments about drainage than traffic but there are still a significant number of responses that consider development will exacerbate existing stormwater problems especially at Motueka South and to a lesser extent at Motueka West. Both areas are proposed in the variation to be deferred until stormwater upgrades are approved. There are no comments about drainage issues at Motueka East.

One respondent has urged the Council to include servicing packages in the Annual Plan and LTCCP to support the rezonings.

The major landowner in the Motueka South Variation area has requested that the deferment be removed. A revised concept plan was presented to Council staff in July. It utilises an open swale drainage system combined with reserve/play areas for stormwater storage in extreme rainfall events. The new concept plan now has a less dense subdivision pattern than originally proposed but will still generate a significant amount of traffic and will still be removed from the Motueka township.

Comment:

It is important that the Council includes servicing packages in the Annual Plan and LTCCP to support the rezonings that are recommended; but such packages cannot themselves provide any case for direct rather than deferred zoning, as services need to be physically provided before any deferrals may be uplifted. This is consistent in relation to stormwater servicing with TRMP Policy 6.2.2, and Policies 6.2.3 and 6.2.4 are also relevant.

3.5 Rural Amenity

Many responses from the Motueka South area express support for retaining the rural amenity of that area. A large housing development such as will result from the Motueka South Variation will change the character of Motueka South. It is likely that the character of adjoining land will also be affected by the Variation particularly the land between the present urban edge of Motueka and the site. The latter will come under increasing pressure for urbanisation if the Variation proceeds.

At Motueka East a respondent has asked if the zoning will encroach on plantings already done by Keep Motueka Beautiful along the rural margins of the Moutere Inlet. The landowner supports a standard residential density style while Housing NZ Corporation supports a higher density.

Comment:

All three variations will result in the loss of some rural amenity. Motueka East site is now well separated from other rural land uses so has least effect on rural amenity values.

3.6 Retention of Current Service Level

A recurrent theme in responses concerning Motueka South is to retain the current level of services.

Typical comments are *“our systems have worked for years and that’s the way we want to leave it.”* –*“My systems are working fine now, why should I be expected to pay to join a new system.”*

Comment:

Regardless of whether Motueka South proceeds there is likely to be some upgrading of services in the Wildman Road High Street South locality especially when a reticulated water supply pipeline for Motueka and the coastal Tasman area is provided.

3.7 Inefficient Use of Services

A theme of inefficient use of services recurs in several responses in respect to Motueka South. For example :

“There will be significant infrastructure costs for servicing this area. While the initial costs rest with the developer, the long term ownership and maintenance rests with the Council.”

Comment:

With any adoption of the Motueka south variation, There will be a lengthening of services towards the south. However with water that will tie in with proposals to supply water to Motueka and the coastal Tasman area. A wastewater pumping station with spare capacity is available at Courtenay Street. However a further station will be required if development proceeds in the Motueka South Variation area.

4. OTHER THEMES

4.1 Industrial and Tourist Development - Motueka West

There are mixed views about the proposed extension of the industrial zone at Motueka West.

Some of the adjoining owners and lessees are opposed to the extension and would like land zoned to the west and south of King Edward Street.

One of the landowners of the Motueka West proposed industrial zone, while supporting it, would like it to be extended east to High Street to improve access to the site and reduce cross boundary effects. The removal of the deferment for services is also sought.

Other suggestions for industrial land are to investigate providing a large industrial zone at a valley north of Harley Road, Lower Moutere, or to extend the Hau Road industrial zone or make a new zone adjoining the Motueka airport to the north and east. All these areas would need to be subject to further studies on services availability and access. The airport sites would also need to be checked in relation to height restrictions.

While one response suggests that a buffer to the industrial zone is not needed there is also support for the relocation of the Tourist Services Zone as proposed in the Variation from the landowner.

Comment:

It is recommended that the Tourist Services Zone is retained both as a buffer to the industrial area and as a suitable site for tourist developments.

The access to the proposed industrial zone needs reconsideration with a possible extension to High Street.

4.2 Residential Development - Motueka East

Provided the Council ensures there are no cross boundary issues between existing industry and a new residential development the adjoining industrial owner does not oppose the Motueka East draft Variation. A slight squaring off of the north eastern boundary of the residential zone away from the Industrial boundary is recommended in this report to manage these effects.

Other respondents support the draft residential rezoning because it will make more opportunity available to subdivide adjoining residential land as the 25 metre rural setback will no longer be necessary.

The landowner supports standard residential zoning and asks that Council waive any requirement for 1000 m² lots on the eastern coastal boundary. This is supported as the adjoining coastal strip is likely to become open space or recreation zone in the future. The main reason for larger lots along the rural zone boundary is to enable spray drift buffers to be provided. As spraying is not a relevant issue on this site the larger lots are unnecessary here.

One response prefers that all the Motueka East Variation area is used for recreation, community services and coastal amenity rather than residential purposes.

Comment:

There is already generous provision for reserves and open space in the vicinity of the Motueka recreation centre, with Goodman Park adjoining and also the riparian land adjoining the Moutere Inlet earmarked as future open space.

4.3 Design Guide

The major landowner at Motueka South prefers not to be bound to a particular named Design Guide. However with higher densities of housing it is considered necessary to retain a design guide rather than deleting reference to it in the Variation – as is suggested by Nelson Holdings Ltd - if the Council decides to pursue the Motueka South Variation in its present form or carry out similar development elsewhere.

Modern compact density housing requires a high standard of design to provide a sustainable form of housing development that has sufficient open space, aesthetic appeal, parking provision and sunlight access.

If it is decided to allow medium density development at Motueka West that too would be best managed with the use of a design guide.

4.4 Alternative Residential Sites and Actions

Some responses have proposed alternative or additional residential sites which are discussed below:

- **East of Thorp Street**

Several responses have commented about rezoning an area to the east of Thorp Street and south of Staple Street. This area is quite low lying, with some poorly drained soils and has been shown as flood prone in a banks down scenario should the Motueka River flood protection works fail.

Response 51 seeks the rezoning of 65 hectares of this land for Residential, Tourist Services, Commercial, Recreation and Open Space purposes. This is a major rezoning of floodprone land in a direction not contemplated by the present district plan.

Comment:

It is not recommended that this option is pursued at this stage given the intention is to make the land section of the TRMP operative by the end of 2005.

- **North west of Motueka**

Several responses support further development towards the north west including Poole Street, Pah Street and Grey Street.

One landowner (response 30) has a relatively small block of land (2 hectares) on the north side of Poole Street.

Comment:

Immediately west of the current urban boundary between Atkins Street and Poole Street there is a band of the more poorly drained Ferrer soils. West of Grey Street the soils are identified as Riwaka Silt Loam which could be argued as having higher productive value.

No further change is recommended at this time.

- **South of College Street**

An area of higher land south of College Street is suggested for residential zoning. An advantage of a hill location is that it would have less impact on productive potential. However the response is not specific about exactly which area is intended but it is clear that it lies well beyond the present Motueka urban boundary.

Comment:

It is not recommended to pursue this option further at this stage as it is too far from Motueka's services and facilities.

- **North of Parker Street**

Response 50 seeks residential zoning on Rural 1 land located north of Parker Street. The intent is to make more efficient use of services already available in the vicinity as a result of the Te Maatu subdivision.

Comment:

There has been some recent discussion that Parker Street should form part of a northern bypass around the town. It would be unwise to foreclose this option at this time by zoning additional residential development.

- **Batchelor Ford Road/ Wildman Road**

Response 41 is interested in establishing a school and residential subdivision on Rural 1 land south of Wildman Road.

Comment:

Encouragement of further residential development south of Wildman Road is not recommended because of the relative close proximity to Lower Moutere and reverse sensitivity effects on productive land between the two areas.

- **Uplift all Residential Deferments**

One response suggests uplifting all the current residential deferments and the current landowners at Motueka West and South suggest uplifting the deferments at those areas. However this would create a risk of fragmented services upgrading through resource consents that were unable to be declined, and would also be contrary to Plan policies to commit to services such as stormwater being upgraded before development approvals were to be considered.

Comment:

It is agreed with respondent 45 who asks for servicing packages to be included in the Annual Plan and LTCCP to support rezoning. Until then it is inappropriate to uplift any deferments for reason of inadequate services.

- **Increase Coverage**

Increasing the residential building coverage to 35% is suggested in response 43. This action will make little difference to the availability of sections in Motueka or their affordability. This report's recommendation is to retain the same coverage requirement for all the main towns of the district at present. The only exceptions should be in the comprehensive residential developments (40% coverage) or compact density areas.

4.5 Alternative Industrial Sites

Several other industrial sites have been proposed, including Hau Road, Harley Road and the Motueka Airport vicinity.

- **Hau Road**

The present owner of the industrial zone at Hau Road has proposed that the zone be extended eastwards towards Courtney Street. An advantage is that the land already has access to wastewater services. However a disadvantage is that the only access is via Hau Road which passes a number of small residential sections. There have been complaints about cross boundary effects from industry in this area.

- **Vicinity of Motueka Airport**

The Motueka Community Board prefers that an industrial area is developed on the east side of Queen Victoria Street and north of Marchwood Park rather than north of King Edward Street. Some of this land particularly at the west end of Green Lane and at the entrance to Marchwood Park Road is too close to the northern end of the runway and could raise safety issues. Services are available from Motueka as far along College Street as the flying school. The land is currently in kiwifruit production so raises the same productive land issues as the site in the draft variation.

- **Harley Road**

This site is some distance from Motueka in a valley on the north side of Harley Road. There are no services available to this site so it is probably impractical to consider it at this time. However in time it may be a useful adjunct to the Rural 3 Zone.

- **West of Concrete and Metals Site – South of King Edward Street**

Response 37 favours extending the Concrete and Metals industrial zone to the west. Both sites (including the Variation site) potentially access on to King Edward Street and affect some residential properties. One benefit is that it is not currently in production compared with the draft variation site.

5. REVIEW OF WATER, STORMWATER AND WASTEWATER PROGRAMME

The Annual Plan 2005/2006 has allocated \$100,000 to provide for the Motueka wastewater pond upgrade, \$200,000 for pipeline upgrade in Motueka and \$40000 for upgrading Trewavas and Thorp streets pumping stations. The water permit for the Motueka urban water reticulation project is expected to be lodged in early 2006.

Some stormwater investigation is planned for the West Motueka Variation.

6. RECOMMENDATIONS

It is recommended:

6.1 That the Council approves the public notification of a Variation to change the zoning of land at Motueka East from Rural 1 to Residential.

- 6.2 That the Council approves the public notification of a Variation to change the zoning from Rural 1 to Rural 1 Deferred Industrial Light on Lot 2 DP10649, Lots 11 and 12 DP 1481.**
- 6.3 That the Council approves the public notification of a Variation to change the zoning of the Tourist Services Zone at Motueka to Rural 1 Zone Deferred Residential medium density (similar to Richmond Compact Density) and adjoining land to the south from Rural 1 to Rural 1 Deferred Tourist Services Zone and Rural 1 Deferred Residential Zone, once a structure plan has been completed.**
- 6.4 That the Council not proceed with public notification of a Variation at Motueka South for the reasons of:**
- lack of connection to Motueka township**
 - excessive traffic effects**
 - adverse effects on intervening land of high productive value**
 - undesirable change of amenity character**
 - inefficient servicing**

Rose Biss
Policy Planner

**TASMAN DISTRICT COUNCIL
PROPOSED TASMAN RESOURCE MANAGEMENT PLAN
VARIATIONS – MOTUEKA EAST AND WEST
SEPTEMBER 2005**

EXPLANATION

A series of variations is proposed to provide for the future growth of Motueka and allow further residential, industrial and tourist development to occur. Some rearrangement of existing zonings is included to make most effective use of the land.

Motueka East Variation

The Variation is to allow residential development on a 5 hectare area of land presently zoned rural and located between Courtney Street, Old Wharf Road and the Moutere Inlet. The land is relatively easy to service and is located close to amenities such as schools and the central business district.

Motueka West Variation

It is proposed to relocate and reduce in size the present Tourist Services Zone on the west side of High Street, Motueka. The land is intended to be used for residential (including medium density) purposes once services, particularly stormwater have been upgraded. Some of the land is in rural activities such as kiwifruit orchard.

There is very little available industrial land in Motueka. The existing industrial zone on the north side of King Edward Street is to be extended to the north. However development is deferred until services such as stormwater are upgraded.

PLAN AMENDMENTS

Chapter 6

1. Amend **Clause 6.8** Motueka issues as follows:

“Availability of suitable land for future residential, commercial and industrial growth in Motueka, providing for a range of housing opportunities to meet the differing socio economic needs of the urban community.”

2. **Policy 6.8.2** Delete and rewrite as:

“To provide for the extension of residential development east of Woodlands Avenue, south of Fearon Street, south of Parker Street on either side of Wilkie Street, north of Courtney Street, south of Coppins Place, subject to minimum floor height requirements and adequate stormwater disposal.”

3. **Policy 6.8.6** Delete and rewrite as:

“To provide appropriately zoned land for a wide range of industrial activity, including an extension to the area zoned industrial on the north side of King Edward Street.”

4. Add a new **policy 6.8.2A**:

“To provide for a consolidated node of medium density residential development west of High Street inland of existing houses in that area, subject to reticulated services being provided and with adequate buffering to adjoining land.”

5. Add a new regulatory method **(vii)** in **6.8.20 Methods of Implementation**:

vii) Residential zoning with a schedule notation and site specific landuse and subdivision rules to provide for medium density residential growth in Motueka West (south of Coppins Street).

6. **In 6.8.30 Principal Reasons and Explanation**

Add a new fourth paragraph:

“The need for affordable housing on smaller sections close to the main industries in Motueka has been recognised as contributing to the economic and social well being of the local community. High Street West is an area intended to help meet this demand, close to an area of existing residential development and to a main traffic route. A high standard of building design and residential amenity for the neighbourhood will be achieved by requiring that building and section design are approved by the Council as a single comprehensive development proposal for the site.”

Add to third to last paragraph:

The Tourist Services Zone is moved further south as a buffer between the Residential Zone and the Industrial Light Zone.

Chapter 16

1. Add a new **rule 16.3.3(aa)**

aa) The activity is part of High Street West– Motueka complying with the permitted conditions in Schedule 17.1E and is otherwise exempt from rules 16.3.3(c),(d), (f), (g) and (h).

2. Amend **Figure 16.3A** by adding **(viii)** as follows:

viii) High Street West Medium Density– Motueka – see Schedule 17.1E

3. Add new paragraph to **16.3.13 Principal Reasons for Rules – Residential**:

The rules provide for medium density residential development in High Street West Motueka to provide a contained node of smaller affordable residential sections close to Motueka town centre. The subdivision rules are accompanied by land use rules that will ensure an acceptable standard of amenity both within and adjoining the neighbourhood. The proposal is to achieve a high standard of overall design with an integrated subdivision and building proposal for each lot in the development.

Chapter 17

1. Add a new rule **17.1.4(ab)** as follows:

ab) The activity is part of High Street West medium density area – Motueka complying with the permitted activity conditions as set out in Schedule 17.1E and is otherwise exempt from rules 17.1.4(c), (d),(q),(v) and (x).

2. Add a new **schedule 17.1E – High Street West Medium Density Area**

“Permitted Building Conditions

Refer to Rule 17.1.4 (ab) and Zone Maps 119 and 52

- a) Residential activity: One dwelling is permitted per certificate of title, providing that the building proposal for that site has formed part of the subdivision application approved by the Council for that stage in the development and the building is in accord with the Council’s urban design document,*
- b) Residential Site Density: Sites have a net area of at least 300 m² per dwelling.*
- c) Building Coverage: Maximum coverage is 38% for buildings no greater than 5 metres in height and 35% for buildings exceeding 5 metres, provided that the maximum coverage is reduced by 18 m² if a garage is not provided on site.*
- d) Height: The maximum height of buildings is 5 metres on sites less than 400 m² and 7.5 metres for sites of greater than 400 m² area.*
- e) Setback from Rural Zone boundary: 25 metre minimum.*
- f) Services: All dwellings shall be connected to reticulated wastewater and water systems.*

Subdivision Conditions

- g) Residential Design Package: The developer is required to submit for Council approval a comprehensive building design package for each lot per stage in the development as part of the subdivision application.*
- h) Services: All lots shall be connected to reticulated wastewater and water systems.*
- i) Average Area: The average net area of lots is at least 350 m², subject to the ratio of the sizes below being maintained for the development as a whole.*
- j) Ratio of section sizes: For subdivision of land comprising more than one hectare:
 - i) at least 20% of the residential lots have a net area of 550 m² or more;*
 - ii) at least 60% of the residential lots have a net area of between 400 m² and 550 m²;**

- iii) *not more than 20% of the residential lots have a net area of less than 400 m².*
- k) *Shape Factor: Every lot is capable of containing within its net area a circle of 14 metres diameter, or a rectangle of 12 metres x 18 metres.*
- l) *Spray belt: a spray belt of 3 metres minimum width and 6 metres tree height at maturity shall be provided along the Rural boundary to the subdivision as part of the subdivision consent. Legal mechanism for the establishment, ownership and maintenance of the trees shall form part of the subdivision approval.*

The subdivision or residential use of the land within the scheduled site that does not meet the above conditions and proceed as a comprehensive subdivision and building package approved simultaneously by the Council shall be a discretionary activity.

3. Chapter 17.12

1. Add to Rule 17.12.4A:

- a) *and at High Street Motueka.*
- b) *at Marahau and for the deferred Tourist Services Zone at Motueka an upgraded stormwater system is installed on the west side of High Street Motueka.”*

2. Add new rule 17.12.4B as follows:

“Deferred Light Industrial Zone

- a) *The zone applies as shown on the planning map at King Edward Street Motueka.*
- b) *The zone will become effective when stormwater (does water supply need to be added?) has been upgraded.*
- c) *In the interim the effective zoning of the land shown as deferred will be the zone shown on the zone map for the area affected.*
- d) *The removal of the deferred status will be completed by a resolution of Council followed by advice to landowners.”*

PLANNING MAPS

1. Motueka West Variation

Zone Map 116 and 52

Delete the Tourist Services Zone from Pt Lot 7 DP 3257, Pt Lot 8 DP 3257 and Rural 1 from Pt Lot 10 DP 3257. Rezone as Rural 1 Deferred Residential Zone.

Delete Rural 1 Zone from 362 High St Motueka. Rezone as Rural 1 Deferred Tourist Services Zone.

Zone Map 116 and 119 and 52

Delete the Rural 1 Zone on Lot 2 DP 10649 and Residential zone on Lots 11 and 12 DP 1481. Rezone as Rural 1 Deferred Industrial Light Zone.

2. Motueka East Variation

Zone Map 119 and 52

Delete Rural 1 Zone on Pt Lot 1 DP 11984 and Pt Lot 3 DP 1654 and on St Peter Chanel School. Rezone as Residential Zone.