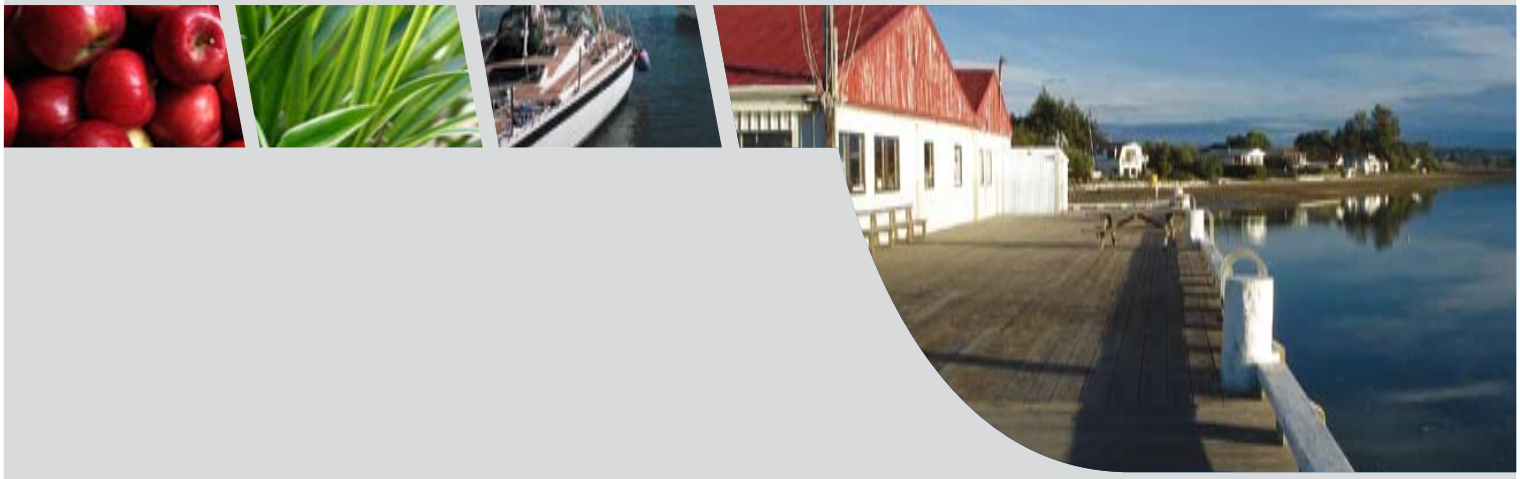
JUNE 2010

MAPUA
STRUCTURE PLAN




tasman lifestyle district council

Contents



Introduction 01.

The purpose of this structure plan document is to provide information that will support a plan change to the Tasman Resource Management Plan. A change to the Plan will guide the future growth of Mapua-Ruby Bay in a sustainable way. The structure plan area (see map below) is delineated by the Ruby Bay Bypass to the west, the Waimea estuary to the south, the Mapua channel to the east, the Ruby Bay coast to the northwest and the Mapua and Pinehill Heights Rural Residential Zones to the north and is catchment-based. The structure plan has been drawn up in consultation with community groups, iwi, council staff and service providers.

02. Why have a structure plan?

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

The purpose of the structure plan is to provide a tool to manage growth in Mapua and Ruby Bay over the next 20 years. By itself it has no statutory effect. It will inform the policies and rules included on Mapua and Ruby Bay in the Tasman Resource Management Plan, which provides for the short and medium-term growth with some reference to the very long-term. The policies and rules will be added by a plan change. The Long Term Council Community Plan (LTCCP) is the Council's strategic plan and includes provision for major infrastructure works required to support the structure plan and future plan changes to the Tasman Resource Management Plan. Proposals are either:

- Short-term – projects included in each year's Council annual plan.
- Medium-term – projects included in the Long Term Council Community Plan, with supporting policies and rules included in the Tasman Resource Management Plan.
- Long-term – 50 to 100-year proposals related to climate change and sea level rise.

The issues addressed in the structure plan are:

- The type and location of land uses that will be permitted, their density and staging.
- Transport links, modes and connectivity.
- Landscape character and amenity.
- Natural hazards mitigation.
- Provision of community facilities and reserves.
- Other infrastructure.

Other related national and regional policy documents that must also be taken into account are the New Zealand Coastal Policy Statement, Regional Land Transport Strategy, Regional Cycling and Walking Strategy and Regional Arts Strategy. Local plans to be taken into account include the Council's Urban Design Action Plan.

Background 03.

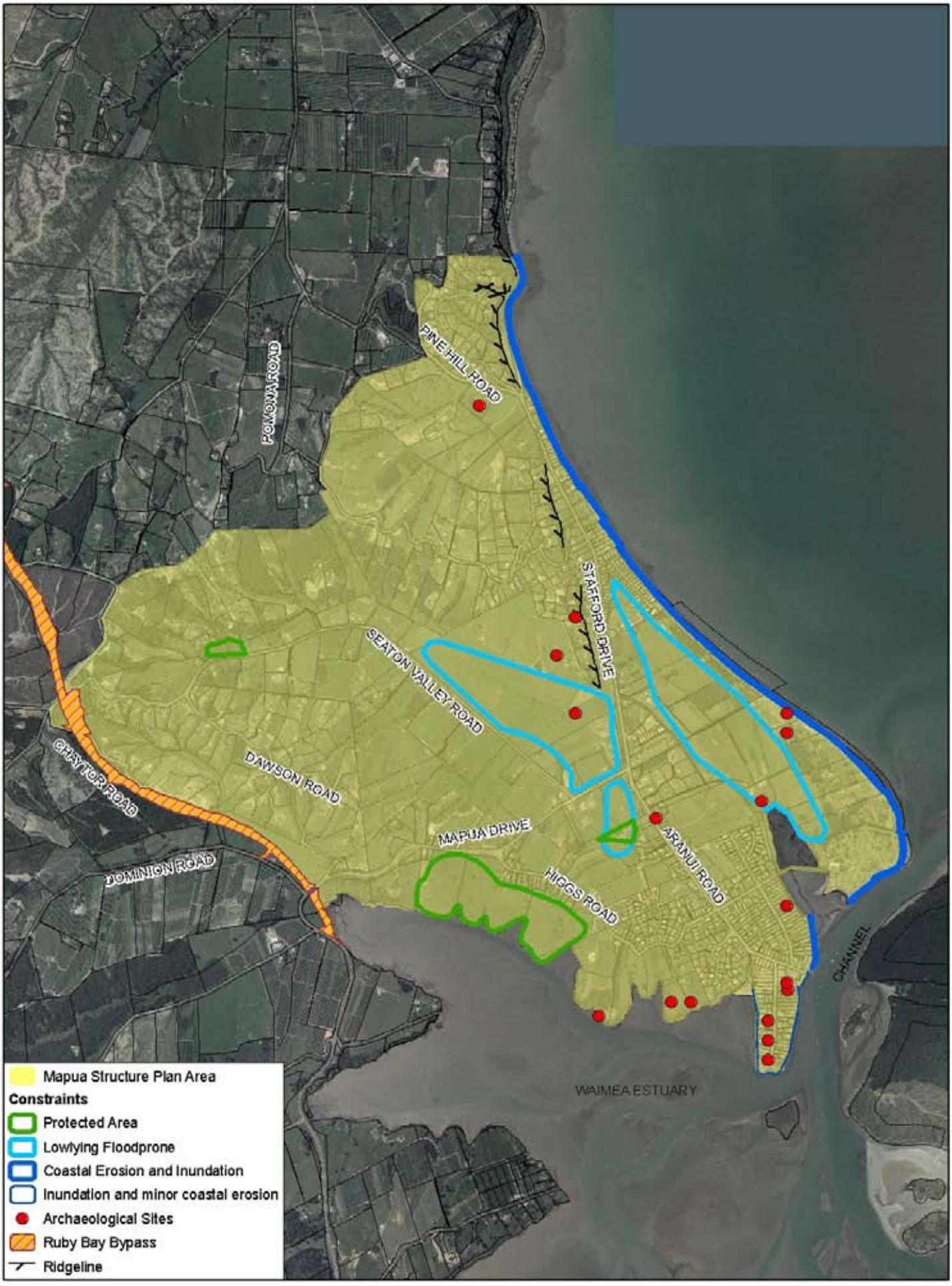
In 2003 the Council prepared the Tasman Coastal Area Study, which included Mapua as a growth node. This was followed by the Mapua Development Study in 2004, which discussed 15 development options, including intensification and no-growth options. These options were limited by various constraints, including areas subject to coastal erosion and inundation, flooding, cliff instability, land with QEII covenants, biodiversity and heritage values (see Constraints map over page). Chemical contamination of former industrial and horticultural land was also identified as a constraint.

Since 2004 the previous Fruitgrowers Chemical Company industrial site on the intersection of Tahi Street and Aranui Road has been remediated. There is significant interest in how to redevelop this site in a way that will meet some of Mapua's residential, commercial and open space needs. Several consultations have taken place to discuss site options. The first consultation occurred in late 2002 (Tasman District Council 23- 25 October workshop). A brochure outlining options was produced after the workshop.

In 2006 the Council resolved to prepare a structure plan for Mapua-Ruby Bay. A draft structure plan was released for consultation in April 2008. The Council received 38 responses from groups and individuals.

In 2008 a major roading project was begun to relocate State Highway 60 (Coastal Highway-Stafford Drive) several kilometres westwards and inland from Mapua and the Ruby Bay coast. This is expected to change local traffic patterns – in particular by moving heavy traffic and other traffic for Motueka and Golden Bay further away from Mapua and Ruby Bay and improving the local traffic environment. The 2009 traffic count of 7700 vehicles per day on Stafford Drive is expected to decrease.

In late 2008 greatly improved contour information became available from LiDAR analysis. This has enabled more detailed mapping of low-lying land as well as hillside contours at Mapua and Ruby Bay.



Mapua Structure Plan - Constraints

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Update on Demographics and Land Needs 04.

The results of the 2006 Census have been assessed, as well as population projections to the year 2031. The Mapua area population has increased from 1617 persons (in 2001) to 1878 (in 2006) – an annual growth rate of 3.2%. This exceeds the growth rate in Richmond (2.1% a year) and Motueka (0.64%) over the same period.

In the Mapua-Ruby Bay Development Study 2004 a high-growth projection based on the 2001 Census results was used. This has been reviewed as the usually resident population at Mapua in the Census 2006 did not reach the earlier projection for 2006. New growth projections have been obtained based on the 2006 Census results. The Council has adopted a medium growth rate for Mapua in its deliberations on the Long Term Council Community Plan.

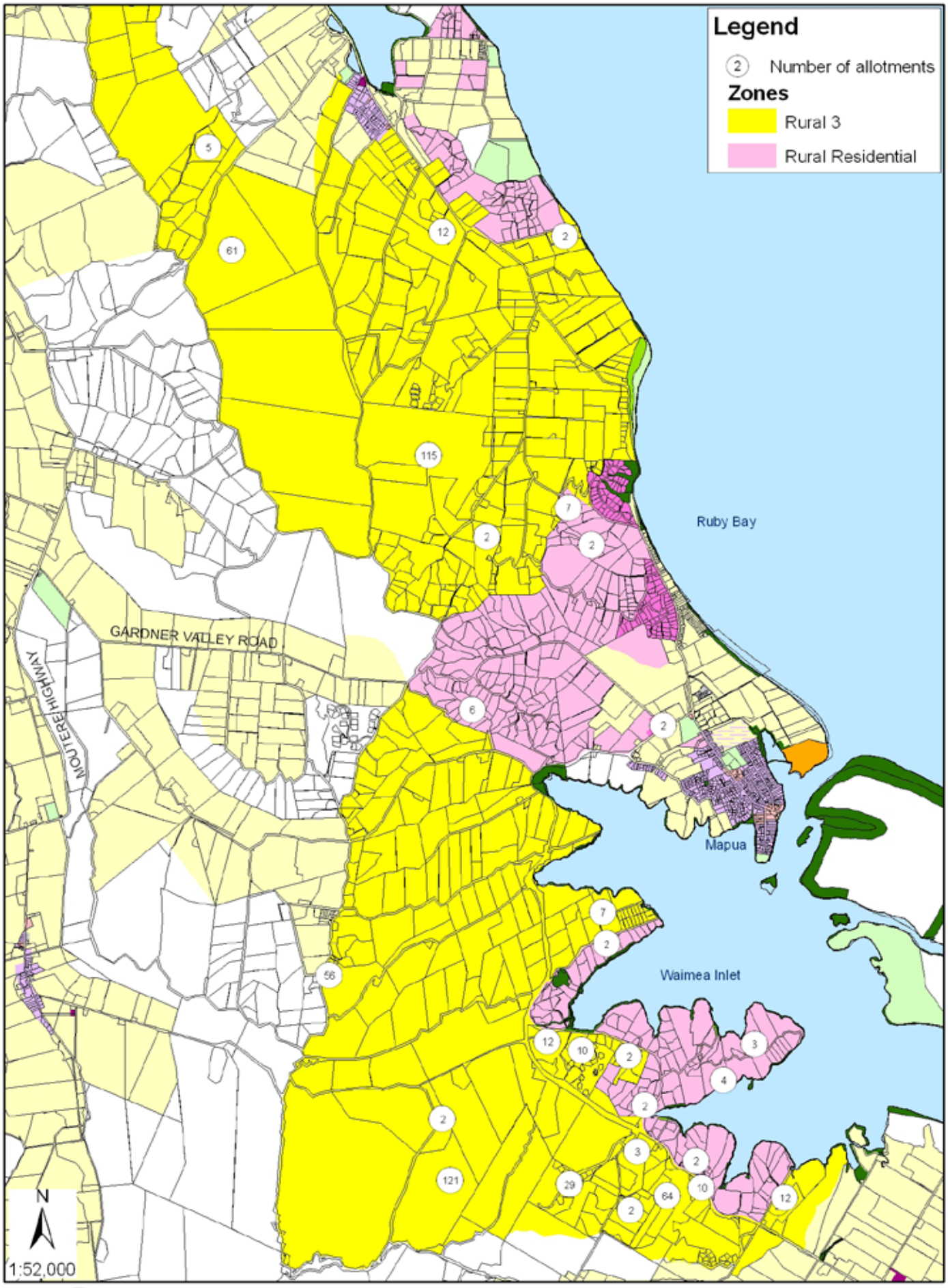
The Statistics NZ medium growth projection for Mapua Area Unit for year 2031 is 2450 people or 1020 households. If the 756 existing households (Census 2006) are excluded this leaves 264 new households to be accommodated. If a standard residential density of 10 households per hectare is adopted, about 26ha will be needed to accommodate these new households. If a slightly higher density is accepted in parts of Mapua a lesser area of land would be required. If a lower density is sought more land will be required.

Mapua is also a service centre for some residents of the Rural 3 hinterland. The Coastal Tasman Area (which includes all of Rural 3 plus the area west to the Moutere Highway) is projected to grow from 2215 (year 2006) to 2666 residents in year 2031. While 517 new lots have been approved in the Rural 3 zone between 2003 and February 2009 (see map over page) uptake of these new lots for dwellings has been relatively slow. Residents living in the central section of the Rural 3 zone are likely to use Mapua as their service centre, which may cause impacts on its physical and social infrastructure (roads, school, library, health centre etc). Residents in the southern sector of the Rural 3 zone are more likely to use Richmond and residents in the northern sector are likely to use Motueka and possibly Tasman, although the latter is only a small village with few facilities.

In Mapua in the last decade the main increase in jobs has been in retail and health services. In the last Census period 2001 to 2006, the number of people working in the Mapua area rose from 348 to 420.

More land is needed to cater for new business opportunities. The 1.2 hectares in the Warren Place Industrial Zone has served Mapua-Ruby Bay for at least 12 years and presently there is no vacant land.

In addition the open space requirements for the new households need to be addressed. The existing playing fields in central Mapua are likely to come under increasing pressure from the sporting codes that use them.



Number of lots approved in Rural 3 and environs
December 03 - February 09

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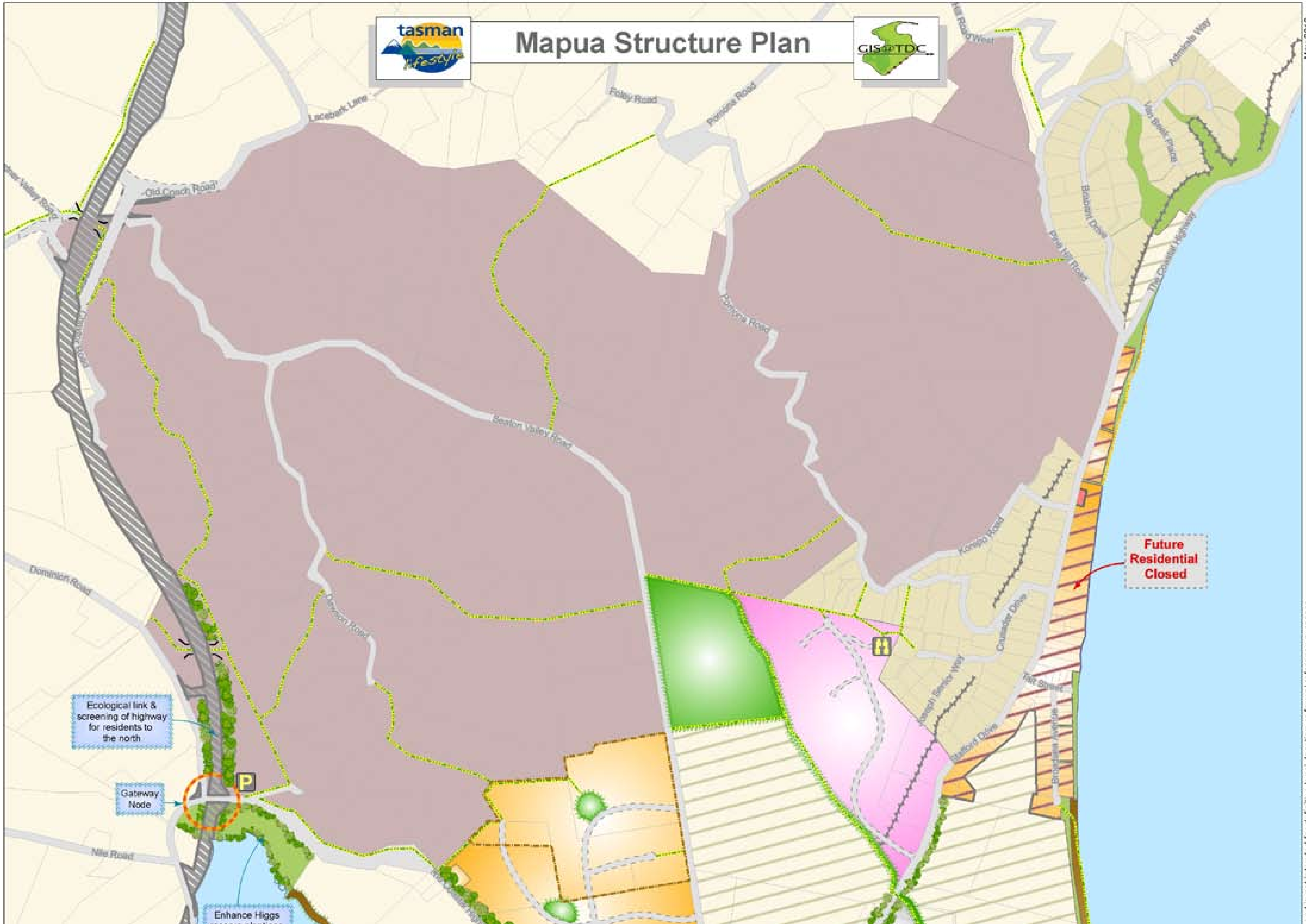
Principles for Mapua Development 05.

The 10 principles for future Mapua development outlined in the Mapua-Ruby Bay Development Study 2004 have been reviewed and updated to take account of emerging issues, new information on ground levels, the extent of sea level rise, and community consultation. It is proposed the following principles will guide and provide a vision for Mapua as a compact village with a defined village centre well-connected with the beach, Waimea Estuary and the rural hinterland:

1. The character of Mapua is maintained and enhanced by accommodating growth within specified limits and in such a way that it retains its village scale, heritage, some horticultural land and natural features.
2. Residential growth at Ruby Bay is accommodated on the hillslopes above the Bay to retain a transition between urban and rural landscapes and to avoid exacerbating the risks from coastal and cliff erosion, inundation and loss of archaeological sites on the coastal plain.
3. Provision of improved management of buildings and structures on the Ruby Bay flats.
4. Provision of ecological buffers along the edges of the Waimea Estuary and Seaton Valley Stream.
5. Well-connected streets and pathways that reduce travel distances for pedestrians, cyclists and vehicles in Mapua and Ruby Bay.
6. Allowance is made for a range of housing types that meet different household needs, such as for more energy-efficient housing, smaller households and working from home households.
7. Provision of a high-quality network of public open spaces both at the open coast, estuary and channel edge and within Mapua and connecting to the rural hinterland.
8. Maintenance of the Mapua wharf and its historic buildings as a vibrant and active visitor and community focal point, and incorporating the waterfront park to provide for a limited extension of visitor attractions that complements the historic low-key maritime atmosphere and enhances public access to the foreshore.
9. Minimisation of stormwater runoff through catchment-wide management and low-impact stormwater design where appropriate.
10. Enabling a modest extension of the Warren Place business area.
11. Upgraded infrastructure services with deferments in zoning until services are adequate.
12. Use design guidance for the development of key sites.

Mapua Structure Plan



06. Infrastructure and Open Space

Many of the responses on the Mapua-Ruby Bay Development Study 2004 referred to Mapua's inadequate infrastructure. Since 2004 various projects have been undertaken to improve infrastructure and more are planned in the LTCCP 2009. These projects are outlined below:

6.1 Coastal Protection

The Council has completed rock protection work in the vicinity of the Old Mill Walkway along the Ruby Bay foreshore south of Broadsea Avenue. While the work will mitigate coastal erosion, it will not mitigate all inundation risk so a coastal hazard area is likely to be retained along the Mapua-Ruby Bay shoreline.

6.2 Stormwater

The Council has applied to widen the lower reaches of the Seaton Valley Stream and to upgrade the tide gates at the Mapua Causeway.

Further works have been scheduled to improve the Stafford Drive stormwater pipes and outfalls in Ruby Bay.

Future emphasis will be on using low-impact stormwater design systems that enhance the amenity of the urban area by incorporating recreational opportunities within a greenway system.

6.3 Wastewater

It is proposed to upgrade the trunk pumping mains and seven pumping stations throughout Mapua and Ruby Bay over seven years (2009 – 2016) at a budgeted cost of $8.4 million. In wet weather the system suffers over-capacity issues. Under normal conditions the system is considered to be fully allocated. Modelling has been undertaken to determine which areas need immediate upgrade.

6.4 Water

A new ring main was installed in Seaton Valley Road in February 2008 to maintain security of water supply. However major pipeline improvements will not occur until the coastal pipeline, based on a new source from Motueka, is constructed. Some additional storage has been provided at the Pomona Road reservoir in recent years but water supply will continue to be a major issue until the new source is reticulated to Mapua.

6.5 Roading

NZ Transport Agency started construction of the Ruby Bay Bypass in October 2008. The bypass will remove heavy through-traffic away from local traffic and provide opportunities to enhance the amenity of the former Coastal Highway. When the bypass is open the former Coastal Highway and Stafford Drive become Council roads.

Council roading projects included in the LTCCP for the Mapua area are Pomona Road and Seaton Valley Road upgrades. The Aranui Road streetscaping in Mapua village centre has been included in the LTCCP to begin in 2017.

6.6 Open Space and Walkways

To support a total population of 2450 people by the end of the planning period more open space and walkways will be required. Indicative reserves have been shown on the structure plan between Higgs Road and Aranui Road, adjoining Mapua Domain and the Mapua wharf. Linking walkways have also been identified on the structure plan to enhance walkability and to reduce car trips to key destinations such as the school, the shopping area and the coastal margin. An indicative esplanade strip is shown on key parts of the coastal margin.

The Council's policy is to require 4ha of open space per 1000 people, so the expected growth of 572 people between 2006 and 2031 is anticipated to generate a need for 2ha of open space. If it is assumed that some Rural 3 residents will also use Mapua reserves, such as the playing fields, an additional allocation may be appropriate.

Landscape and Natural Character 07.

A strong network of reserves, pedestrian accessways and private open space is proposed to link the Mapua-Ruby Bay area with the adjoining rural hinterland, the coastline and the estuary. The area has a varied character, with coastal vistas, pockets of orchard and farmland adding to its appeal.

The rural coastal slopes on the southern side of Higgs Road are an important green space which includes some coastal forest that should be retained as part of the setting to the Waimea Inlet (Tasman District Coastal Landscape Character Assessment Boffa Miskell 2005). There is a desire to increase the amount of indigenous vegetation in this part of the district through ecological corridors inside and between residential areas, and to the estuary and the major Mapua reserves. This will supplement the existing small remnants of indigenous forest and wetland.

The Waimea Estuary, which adjoins the structure plan area, is an important wildlife habitat for many plant, bird, fish and invertebrate species. It is a roosting site for migratory birds, and Grossi Point is noted by the Department of Conservation as one of the most important wader roosts in the Waimea Inlet. As the sea level rises the lower margins of the estuary will be inundated. Stormwater upgrading in the lower Seaton Valley Stream will allow for this inundation. A Waimea Estuary Management Plan is in the early stages of development and will assess if additional policy is needed to address estuary management issues.

The character of the urban area is a mix of older-style modest dwellings and modern suburban hillside development. New buildings located within 200 metres of the coastline area at Mapua and Ruby Bay require a resource consent in the Tasman Resource Management Plan, which provides an opportunity to ensure design and landscaping details are appropriate to the coastal environment.

The design of new public facilities should be used as an opportunity to reinforce the unique sense of place. An appropriate entrance route to Mapua from the Ruby Bay Bypass needs to be designed as rural land alongside the former Coastal Highway is converted to urban purposes.

08. Land for Residential Needs

The current medium-growth projection is that 264 new households will need to be accommodated in the structure plan area by 2031. At a standard density of 10 dwellings per hectare this would require about 26ha of land. The following options are available for new residential development. There is approximately 23ha in the block bounded by Higgs Road, Aranui Road and the former Coastal Highway (Option 7 in MRBDS 2004). A smaller 6ha area between Langford Drive and Higgs Road could also increase the land bank and provide an opportunity to reserve some coastal indigenous forest (Option 3 in 2004 Study). A further 10ha block between Aranui Road and Moreland Place (Option 5 in 2004 Study) is close to the town centre but parts of it are low-lying and difficult to service. A resource consent has been issued for some residential development on this site.

Also the former FCC site, which is now in Council ownership (Options 2 and 14 in 2004 Study), has been remediated to residential standards on the western side of Tahi Street. It has potential to be developed to a slightly higher density given its prime central location with coastal views and within walking distance of the village centre, Waimea Estuary and Mapua wharf. As it lies in the Coastal Environment Area, building design and appearance will be controlled.

Inland of the former Coastal Highway a further area has been identified to meet growth needs beyond the 25-year timeframe.

For energy conservation purposes it is important to ensure that all new dwelling sites are well-oriented for solar access. Indicative roading layouts will be designed to take this factor into account.

09. Land for Commercial and Industrial Needs

The structure plan provides additional land for commercial activities in three locations: adjoining the existing village on Toru Street (the area has been reduced so it no longer extends to Iwa Street), on Aranui Road towards Higgs Road intersection, and as an adjunct to the waterfront park development. Commercial development in Toru Street could be primarily for live-work units to provide a transition between residential and commercial activities.

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

No vacant land remains in the Warren Place industrial zone. To cater for the ongoing demand for land for small businesses, additional land north of the present zone has been included in the structure plan. Consultation feedback is that industrial development should not be pursued between the southern edge of Ruby Bay housing and the Seaton Valley Stream.

While it is difficult to predict the rate of uptake of industrial land it is proposed to at least double the existing supply in this structure plan.

Productive Land 10.

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

Rural land on the coastal plain and on the Seaton Valley flats has various constraints of flooding and inundation, coastal erosion and the presence of archaeological sites, which all limit the suitability of the land for development. Thus the only options for providing new housing at Mapua are to allow infill or higher densities in existing residential zones or by rezoning some other rural land for residential purposes. Feedback from residents during the consultation process is that Mapua has a special character that should be enhanced by retaining some rural land on the periphery.

Movement Networks 11.

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

Improved access for pedestrians and cyclists to key public places such as the school and the coast is proposed. These routes will be generally consistent with the Regional Cycling and Walking Strategy.

The community has identified the need for a safe crossing facility in Aranui Road in the vicinity of the main shopping area. At the southern end of Aranui Road there is support for the Mapua wharf decking to be extended to provide continuous access around the wharf building. The extension would assist in the separation of pedestrians and vehicles in this busy area. Additional car parking is proposed to be included in the waterfront park area adjoining the eastern side of Tahi Street.

The need to identify and protect an attractive gateway and transport corridor (Dominion Road to Mapua School corner) from the bypass that considers rural character, topography and views from the road has been highlighted.

12. Natural Hazard Risk Mitigation

A coastal hazard area (CHA) has been identified on the planning maps for Mapua-Ruby Bay since the early 1990s and is based on an eroding natural coastline profile and does not address inundation. The installation of some coastal protection structures has altered the risk profile. The CHA will be updated. The Ministry for the Environment has released a guideline for Councils to help address climate change, including the risk of sea level rise. The guidance to Council is to assume a mean sea level rise over the next 90 years of at least 0.8m relative to the 1980-1999 average. Storm surges have continued to cause erosion and inundation along the Mapua-Ruby Bay coastline. A variety of boulder, concrete and wooden structures have been used to manage the erosion. These structures will require significant upgrading and ongoing maintenance to remain functional.

A report prepared on climate change and variability in Tasman District (NIWA June 2008) notes that storm surge and floods are likely to become more frequent and intense. The MfE report notes that climate change will substantially alter the frequency and magnitude of coastal inundation. An increase in sea level will allow the gradual advance of seawater at high tides on low-lying coastal and estuarine land at Mapua and Ruby Bay. Unless constrained by coastal protection works, these inundated low-lying areas will eventually become a permanent part of the coastal or estuarine system. Sea level rise will also affect surface and stormwater drainage and sewer systems in low-lying coastal sections.

The existing slope instability area and ridgeline on the planning maps in the Mapua-Ruby Bay cliff area will need to be extended slightly south to the Seaton Valley Stream boundary to incorporate an extended rural residential area. Setbacks from the cliff edge are also proposed.

13. Special Cultural Features

The Mapua-Ruby Bay area has a rich cultural history for Maori and Pakeha. At least 20 archaeological sites have been identified in the area (Heritage Assessment of Archaeological Sites in the Tasman District 2007). The Grossi Point peninsula area has been identified as one of 25 possible precincts in the district.

The European history includes apple-growing on the Moutere clay hills and flax-milling on the swampy lowlands. Buildings related to the flax mill are visible close to Stafford Drive. The apple storage sheds on the Mapua wharf are a prominent and well-known feature and are slowly being converted to other commercial uses. Dwellings of pisé (rammed earth) construction are a special feature of the Mapua Ruby Bay area.

14. Consultation

Council staff have visited major landowners in the structure plan area. They have also attended meetings with the Mapua Business Association, Mapua Cycle and Walkways group, the Community Association and local iwi. There have also been meetings with service providers Network Tasman and the Ministry of Education.

An open day on the draft structure plan in April 2008 attracted more than 90 people. There were also 38 written responses to the draft structure plan from individuals and groups. The earlier Development Study attracted 89 written responses.

Implementation 15.

The structure plan provides a basis to inform a draft plan change and enable the Council to consider what infrastructure works should be included in the Long Term Council Community Plan.

The principles identified in the structure plan will be used to formulate the structure plan into the appropriate statutory documents. Alternative methods (e.g. planting and sustainability guidelines) may be used to implement some of the other feedback ideas received during consultation on the structure plan.

The community will have a further opportunity to express its views through submissions given as part of the plan change process.

References 16.

Brochure on Mapua Wharf and former Fruitgrowers Chemical Company Tasman District Council 2002.

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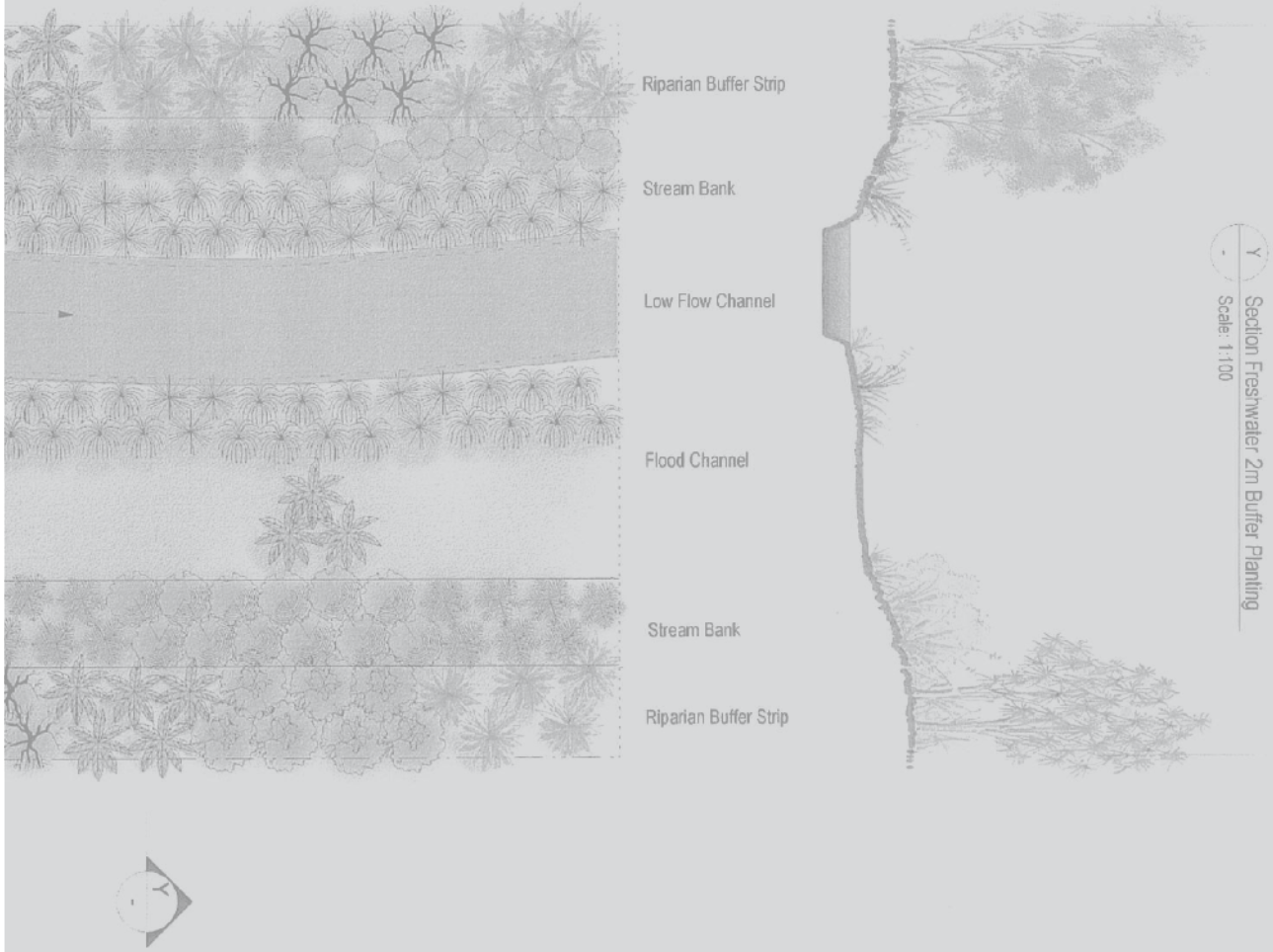
Proposed New Zealand Coastal Policy Statement 2008.

The Nelson Tasman Regional Arts Strategy 2008.

Preparing for Coastal Change – A Guide for Local Government in New Zealand Ministry for the Environment Publication 907 2009.

Long-Term Council Community Plan Ten-Year Plan 2009-2019 Tasman District Council June 2009.



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