

# SOUTH WAIRARAPA DISTRICT COUNCIL

28 JUNE 2017

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## AGENDA ITEM C1

### GREYTOWN FUTURE DEVELOPMENT AREA STRUCTURE PLAN AND PLAN CHANGE

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#### **Purpose of Report**

To enable Councillors to be briefed on work completed to date and enable a decision to proceed to the next stage to be considered.

#### **Recommendations**

Officers recommend that the Council:

1. *Receive the information contained in the report titled Greytown Future Development Area Structure Plan and Plan Change dated 28 June 2017 and attachments 1- 3.*
2. *Resolve to proceed with the finalisation of the Structure Plan and draft Plan Change for consideration and adoption by Council at its 9 August 2017 meeting.*

#### **1. Executive Summary**

Consultants (Eastern Consulting, Engineering and Honor Clarke, Planner) have been progressing work on a structure plan for the future development area (FDA) of Greytown (potentially 300 – 600 new residential lots) along with a Plan Change under the Resource Management Act to deal with various legal requirements.

A Stage 1 report is attached which covers all the initial investigations including soils (contamination, load bearing characteristics, etc.), transportation, land ownership, natural features and hazards, public consultation outcomes.

A Stage 2 Interim report is also attached which covers individual owner and organisation consultation, design outcomes, infrastructure provision, development standards, financial contributions and Plan Change.

Recommendations to enable work to proceed on finalising the design elements of the structure plan and details of the Plan Change required are then proposed. If approved a decision will then be made at the August Council meeting for legal processes to be proceeded with.

## **2. Background**

The Wairarapa Combined District Plan (WCDP) identified an extensive area of land in Greytown as residential. This rezoning of this land from rural to residential had been considered as part of the wider review of Council's District Plan and as part of the development of the WCDP.

While the level of assessment at that time was appropriate for a decision to rezone the land, it was not sufficient to "give the green light" to its actual development. For development to happen it was recognised that further more detailed analysis was required. The WCDP indicated that this work should result in a structure plan for the area to guide development.

With the recent increase in development in and about Greytown (and other parts of our district), it was considered that the preparation of a structure plan should be progressed so that the release of the FDA land could occur sooner rather than later.

Consequently a brief for the work was prepared (see Appendix 1) and consultants were selected to advance the work. This work has been progressing for some time.

## **3. Discussion**

The attached (Appendix 2) stage 1 report sets out the outcomes of technical investigations and consultation. The attached (Appendix 3) Interim Stage 2 report takes the design and other components to a point where final structure plan design and Plan Change documentation can be completed.

The detail of these 2 reports will be traversed at the workshop before the Council meeting on the 28<sup>th</sup> of June 2017. This workshop should provide the necessary information for Council to consider the work to date and then agree to proceed to "final" design/layout/servicing and Plan Change documentation.

## **4. Conclusion**

Consultants have been working on a structure plan for the FDA in Greytown for some time. The work is now in a final stage and it is appropriate that Council now has opportunity to consider the results and likely final outcomes of this process. This will enable Council to make any fine tune adjustments before the project is committed to legal process.

## **5. Appendices**

Appendix 1 – Brief of Work for GSP

Appendix 2 – Stage 1 Report

Appendix 3 – Stage 2 Interim Report

Reporting organisation: Eastern Consulting

Reviewed By: Murray Buchanan Group Manager, Planning and Environment

# **Appendix 1 – Brief for Work for FDA Structure Plan and Plan Change**

# GREYTOWN STRUCTURE PLAN

A brief : A description of the work required to enable a structure plan for the Future Development Area of Greytown to be incorporated into the Wairarapa Combined District Plan

*Detailing the new residential growth area*

# Greytown Future Development Area Structure Plan

## Background

When the Wairarapa Combined District Plan (District Plan) was notified it rezoned a relatively large area of Greytown located between Kuratawhiti Street and Wood Street and between Mole Street and West Street from Rural (under Operative South Wairarapa District Plan) to Residential.

The land is in multiple ownerships and there was no coordinated vision at the time for future road or infrastructure connections or development patterns in this area.

There are currently no services or roads through this block of land apart from an “entry point” through the Westwood Avenue subdivision on the eastern edge of the block.

Variation 1 was brought into the then Proposed Plan to notate the area as a “Future Development Area” (FDA) until such time a structure plan was developed for the land.

The effect of the FDA was not to prevent subdivision within the area, but did allow a case by case assessment of each proposed subdivision’s potential effect on the integrated development of the overall area within the FDA.

Examples of this are a small number of 2 – 4 lot subdivisions along Wood Street where Council was satisfied that these would not adversely affect the coordinated development within the FDA; and the Westwood Avenue subdivision that enabled road and services connections to be brought into the eastern corner of the FDA. The Westwood subdivision also enabled a pedestrian link to the Soldiers Memorial Park to be provided.

The District Plan suggests the use of structure plans to guide integrated development of areas in multiple ownerships (refer to Parts 5.3.5 and 18.3.11(a) of the District Plan).

In March 2013, Environmental Challenge presented to Council staff 3 possible designs for the overall development within the Future Development Area. Roads and landscape treatment were the main focus of these plans.

These plans were not progressed to the formulation of a comprehensive structure plan proposal.

# Greytown Future Development Area Structure Plan

## Brief for Structure Plan Development Process

### Aim

The structure plan should enable the uplifting of the current “deferred development” status currently applied to the land in the WCDP and its release for residential development.

### Purpose

The structure plan should provide the basis for an integrated approach to the development of the deferred residential land while ensuring that costs to Council are minimised and/or fully recovered from the developer(s) and high quality infrastructure is put into place to service the area for the long term (60+years).

### Tasks

The following tasks should be completed

- An assessment of bulk services requirements (water, stormwater, wastewater)
- A bulk services design (layout, capacity)
- Establishment of the key transport connection points (location of links to network)
- The design of internal arterial/collector roads (layout, capacity)
- The location and design of open space links and areas
- Establishment of applicable design standards for subdivision (lot sizes, land levels, carriageway widths, footpaths, power, communications)
- Establishment of a financial contributions framework (for bulk services/infrastructure)
- Verification that the land is suitable for the proposed use and is not subject to undue risks or costs (require but not limited to information on soils / stability / drainage / vegetation / flooding)
- Preparation of a Plan Change to give effect to all of the above.

### Timelines

- Completion of all assessments by end of February 2017
- Completion of “draft” Plan Change by 30 June 2017 (suitable for notification)

### Deliverables

Technical documents are to be provided covering each of the tasks along with a “draft” Plan Change (including Section 32 analysis). These documents are to be in the form of two hardcopy and an electronic copy on data stick in a format compatible with Council’s systems.

# Greytown Future Development Area Structure Plan

## Information

Chris Gorman Senior Planner

## Contacts

Murray Buchanan Group Manager Planning and Environment, Contract Principal

Chris Gorman Senior Planner, Resource Management, Project Co-ordinator

Mark Allingham, IS Group Manager (principal contact engineering)

Bill Sloan, Engineering Projects

Lawrence Stephenson Assets and Operations Manager, 3 Waters

Kereana Sims Roading Manager



# **Appendix 2 –Stage 1 Final Report**



# Greytown Future Development Area Structure Plan Stage 1 Scoping Report

February 2017

## Report Authors:

Honor Clark, Consultant Resource Management Planner

Michael Hewison, Engineer, Eastern Consulting Limited

Esther Dijkstra, EcoAgriLogic Ltd.

## Report sponsor and reviewer:

Murray Buchanan, Group Manager Planning and Environment.



## 1.0 Background

### 1.1 Why a Structure Plan is being developed for the area

When the Wairarapa Combined District Plan was publicly notified in 2006 land in Greytown (between Kuratawhiti and Wood Street and between Mole Street and West Street) was rezoned for urban development (see Figure 1 below). This covered approximately 35 hectares of land, in multiple ownerships. Future road or infrastructure connections and development patterns were unknown as there was not a structure plan for the area. As a result, Variation 1 to the District Plan denoted the area as a “Future Development Area” (FDA) until such time as a structure plan was developed.



Figure 1: Part of the Combined District Plan Map 59 showing the Greytown FDA

### 1.2 What a Structure Plan for the Greytown FDA will do

- Integrated management across land in different ownership
- provides certainty to land owners and Council
- sets out the general layout and form of development recognising owner preferences where possible
- Achieves good urban design
- Coordinated infrastructure provision
- Set level of financial contributions – can quantify the costs of infrastructure, identify who is responsible for costs and timeframes

- Section 32 of RMA duties – assessment of costs, benefits and alternatives
- Development that meets the standards specific to the Structure Plan which are being created as part of this process
- Development that is consistent with the design adopted by the Structure Plan

The main aim of the Structure Plan is to enable the uplifting of the current “deferred development” status over the land and release it for residential development.

## **2.0 Managing Urban Growth**

### **2.1 The Wairarapa Combined District Plan**

Section 18: Subdivision, Land Development and Urban Growth of the Wairarapa Combined District Plan (The District Plan) provides guidance on managing future urban growth. Section 18.3.10 Objective SLD4 – Managing Urban Growth states:

*“To provide for urban expansion adjoining existing urban areas where such growth does not adversely affect the safe and efficient use and development of land, roads and infrastructure.”*

Policy 18.3.11(e) of the District Plan says:

*“The Greytown Future Development Area has been identified as an area of future urban growth. Growth within this area will be restricted until a Structure Plan has been developed for this area in consultation with the local community and has been approved by the South Wairarapa District Council.”*

In addition to this, the explanation in Section 18.3.12 says:

*“Large-scale urban development should occur in a planned and structured approach, taking into account the environmental qualities and features of the land, as well as the need to provide strong and efficient connections with the existing urban area. No development should occur within the identified growth areas until such a comprehensive design process has been undertaken for each area, providing the community with an opportunity to have an input.”*

The District Plan identified the Greytown FDA as an area for urban growth, and the Structure Plan process is identified as the method to manage urban growth to ensure that good environmental outcomes are achieved.

### **2.2 Existing Character and Development within the FDA**

The FDA is largely characterised by “ribbon” residential development along Kuratawhiti and Wood Streets, with dwellings fronting these streets with areas of bare land to the rear. The land in the middle of the FDA is used for agriculture and is accessed off Mole Street. The Mole Street end of the FDA has a rural character.

Since the creation of the FDA, one larger development has occurred within the area, a 17 lot residential subdivision accessed off West Street, now known as Westwood Avenue. Development of this subdivision is largely complete. Other minor subdivisions (2 or 3 lots) have also occurred within the FDA, particularly along Wood Street.

### 2.3 Increased Development Pressure

The district is experiencing more pressure from developers and potential purchasers to free up land, particularly in Greytown for residential development, as a shortage of supply appears to exist. It is stated by developers that the restricted supply of residential land is pushing up the price of residential and lifestyle properties and sites for development. The Government has also prioritised the supply of land for urban development through the NPS for Urban Capacity.

Council has undertaken a desktop study to assess the urban development potential of large areas of land within Greytown. The table below provides a summary for Greytown. The number of possible lots has been calculated at 500m<sup>2</sup> per allotment, which is the average allotment size for residential subdivision. The net area is 75% of the total area, allowing for roading, reserves and other infrastructure to be deducted before lots are counted.

| Area  | Gross ha | Net ha | Max No of Lots | Notes   |
|---|----------|--------|----------------|---|
| Greytown FDA                                  | 35.76    | 26.82  | 536            | Subject to the Structure Plan – 500m <sup>2</sup> may not be the subdivision standard     |
| Greytown Villas                               | 6.84     | 5.13   | 88             | Approved Plan Change has total limit of 100 buildings – includes 12 sites already created |
| 63 Kuratawhiti St                             | 1.64     | 1.23   | 15             | Rezone to Residential - Has consent issued for 15 lots                                    |
| Old 'Stella Bull Park' (off end of Cotter St) | 6.73     | 5.05   | 100            |   |

Table 1: Potential Urban Development of large lots in Greytown – Information provided by SWDC

From this table it is clear that the Greytown Future Development Area makes up the largest area of land “earmarked” for future residential development in Greytown.

At the 2013 Census (Source: Statistics New Zealand) Greytown had a population of 2202. The census data also recorded that Greytown had 1122 dwellings with an average household size of 2.26. Since the census on 5 March 2013, the Council has issued 68 additional building consents for new dwellings (including relocates) within Greytown. This equates to approximately a 6% increase in the total number of dwellings in Greytown in less than 4 years.

### **3.0 Possible Constraints to Residential Development**

As part of the scoping stage of the Structure Plan development process, the Council wanted to be reassured that the land within the identified in the FDA is suitable for residential development.

A number of possible constraints that may result in undue level of risks on development or impose unreasonable costs that make residential development impracticable needed to be reviewed. The Council identified the following possible constraints;

- soil contamination from previous land uses
- flooding
- soil suitability
- land stability
- heritage features
- vegetation
- waterways, drains
- infrastructure location, levels and capacity.

A landowner meeting held on 22 November 2016 was attended by 21 property owners. Two Greytown Ward Councillors also attended the meeting. The above matters were briefly covered at the meeting and additional concerns were raised by landowners relating to soils.

### **4.0 Specific Investigations**

The next part of this report summarises the specific investigations undertaken to date to assess possible constraints to residential development in the FDA and includes landowners concerns raised at the November meeting. It also identifies what further investigative work may be required.

#### 4.1 Potential Soil Contamination

Council engaged Esther Dijkstra of EcoAgriLogic Ltd to undertake a Site Investigation (SIR) of potential soil contamination.

This investigation assessed the soils for their intended residential use. This meant analysing previous land use, intended land use and soil sampling results.

Activities such as soil disturbance, change of use or subdivision of potentially contaminated land are regulated under the Resource Management (National Environmental Standard for Assessing and Managing Contaminants in Soil to Protect Human Health) Regulations 2011 ('the NES'). Under the NES land is considered to be actually or potentially contaminated if an activity or industry on the Ministry for the Environment's Hazardous Activities and Industries List (HAIL, 2011) is more likely than not to have been undertaken on that land.

The Wellington Regional Council's (WRC) Selected Land Use Register (SLUR) records parts of the Greytown FDA as having a verified history of hazardous activity or industry (Figure 2).

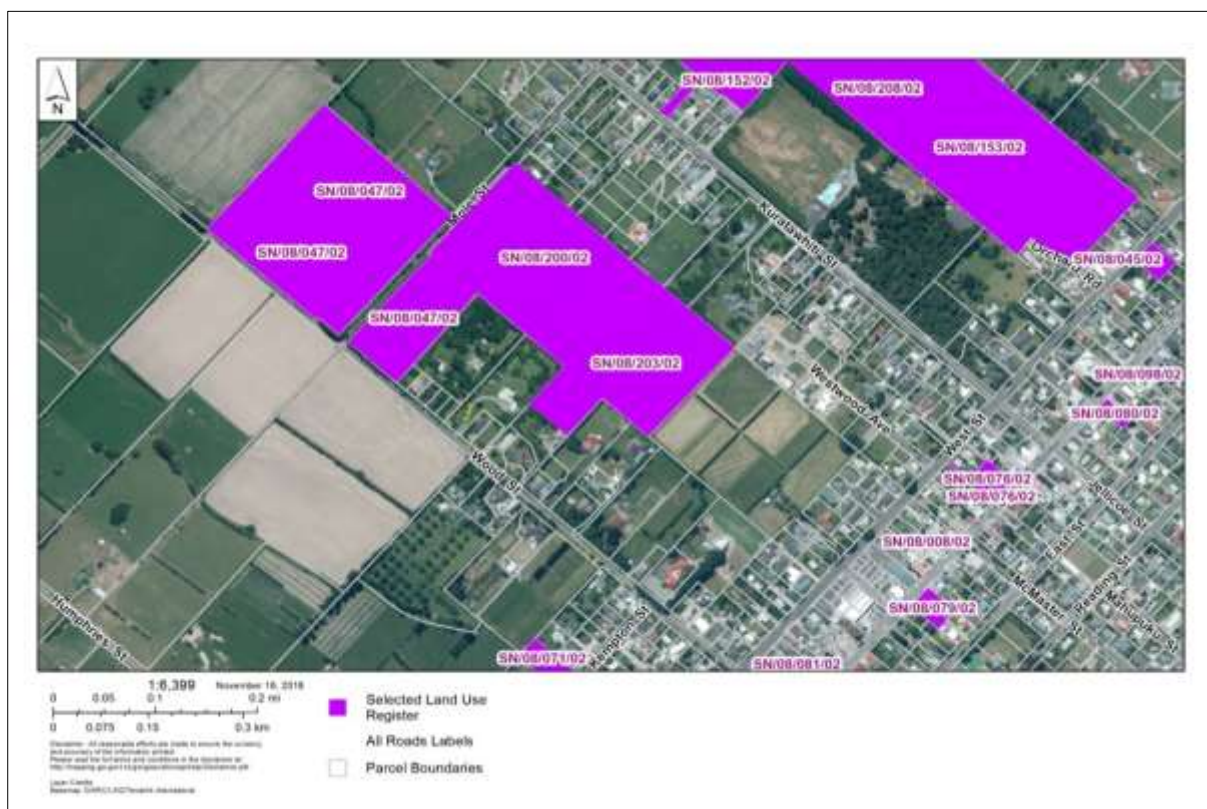


Figure 2. Location of SLUR sites within and relative to the FDA

The Regional Council indicates that these areas have been used for persistent pesticide bulk storage or use, including sport turfs, market gardens, orchards, glass houses or spray sheds (HAIL A10, 2011).



#### 4.1.1 Soil Investigation Method

Aerial photographs of the area were reviewed to identify changes in land use activities. The following years were examined as part of the desktop study: 1943, 1963, 1995 (archive WRC) and 2004 (Google Earth). The following land uses were identified:

- 1943 The area shows agricultural/pasture land – large area is the Farley family dairy farm.
- 1963 No changes.
- 1995 The area has been planted in orchard trees. The Cooke’s planted apple trees in 1992.
- 2004 No changes to areas identified on the SLUR map – still planted in apples and operated by JR Orchards Ltd known as Molewood Orchard.

Council’s property files were reviewed for all properties. The property files provided little information regarding soil contamination.

The area was also sampled in September/October 2016. The location of the sampling blocks are shown in figure 3 below.

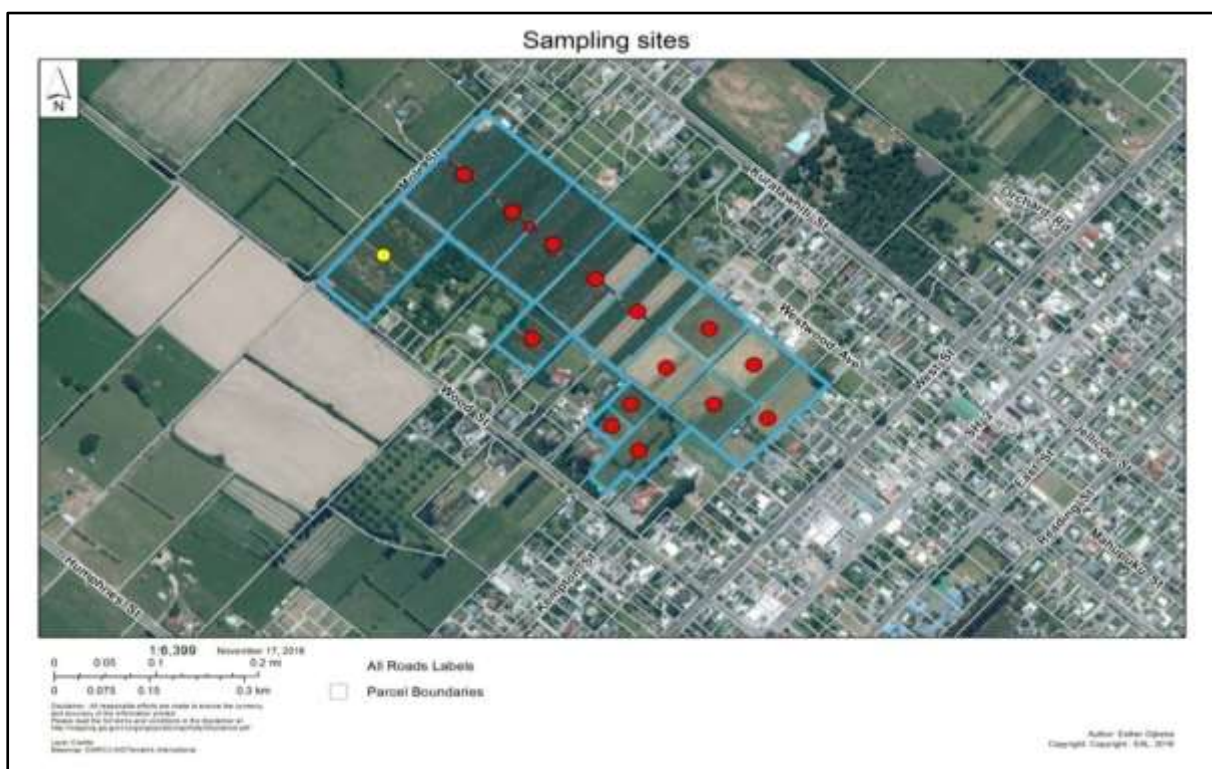


Figure 3: Soil sampling sites

Composite samples were taken from each of the orchard blocks. Each composite sample consists of 20 subsamples. The subsamples were taken in a zig-zag pattern to a depth of 15

cm. One composite sample was taken from around the unused shed in the middle of the Molewood Orchard. This composite sample consists of 6 subsamples.

All soil samples were taken with a stainless steel hand auger with a diameter of 2.5 cm. The sampling method was selected after a site investigation indicated that low concentration heavy metals and herbicides and pesticides were to be expected, related to historic and current horticultural land use (MfE, 2011).

The samples were sent to Hill Laboratories for testing. The soil samples were analysed for heavy metals and organochlorine pesticides (OCPs). These contaminants are typical for (past) horticultural land use (MfE, 2004). All EAL 2016-PSI 8 standard laboratory procedures were adhered to by Hill Laboratories who are accredited by International Accreditation New Zealand (IANZ), which represents New Zealand in the International Laboratory Accreditation Cooperation (ILAC). Through the ILAC Mutual Recognition Arrangement (ILAC-MRA) this accreditation is internationally recognised. The tests reported in this document have been performed in accordance with the terms of accreditation.

#### 4.1.2 Results to date

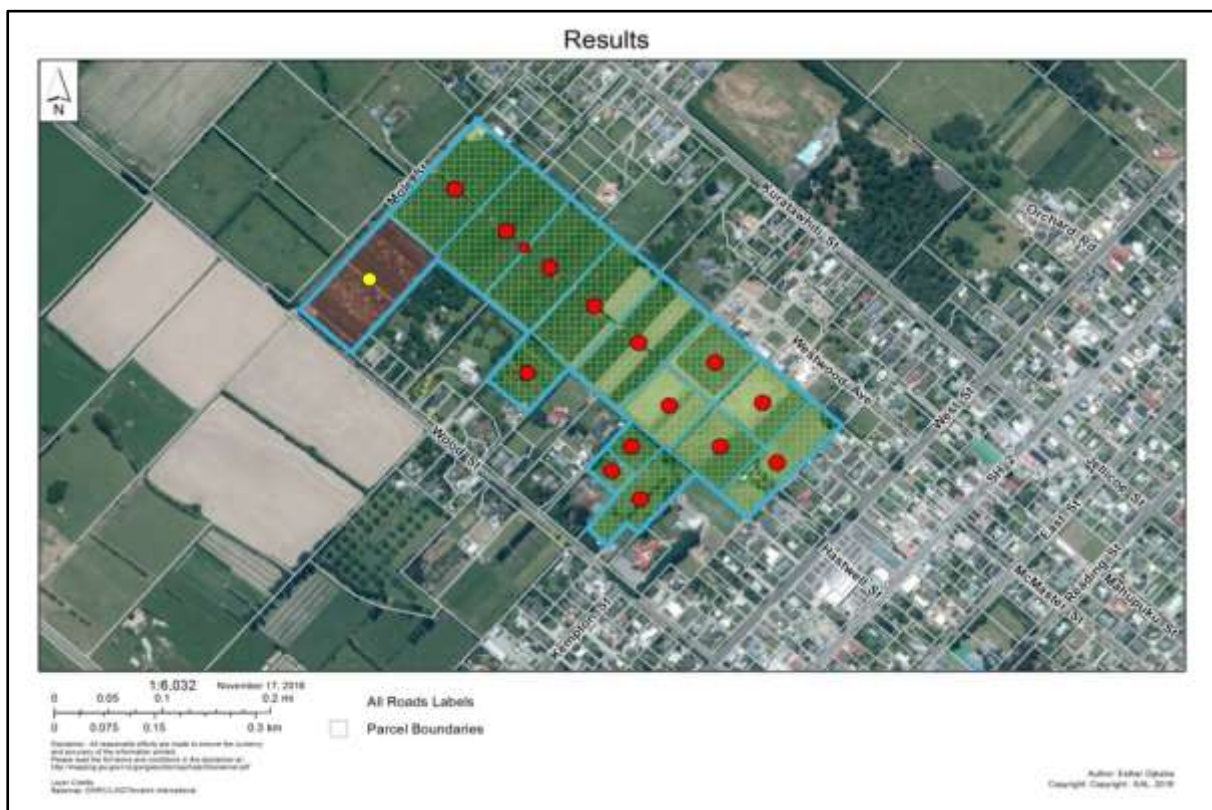


Figure 4: Soil test results

The green shaded sites indicate that the concentrations of the analysed contaminants do not exceed applicable residential NES standards. The level of heavy metals and OCPs are

not anticipated to impact on future use of the site for residential or rural residential purposes.

The red shaded site (73 Wood Street) showed concentrations of arsenic and lead that exceed the applicable residential NES standards. The level of arsenic in the 0-15 cm sample is above the Soil Contaminant Standard for residential or lifestyle block use (MfE, 2011). The 15-30 cm sample is slightly above the Soil Contaminant Standard for arsenic.

The level of lead in the 0-15 cm sample is also slightly above the Soil Contaminant Standard for residential or lifestyle block use (MfE, 2011). The 15-30 cm sample is well below the Soil Contaminant Standard for lead.

There is no immediate risk to human health from elevated levels of arsenic and lead in the soil, as long as the soil is not disturbed. The pathway for arsenic and lead is through soil ingestion. Remediation of the site can take place by mixing the top and sub soil. As the site is currently planted in an apple orchard, no immediate action is recommended. Further testing of the soil should be undertaken at the time of changing the use of the land.

#### **4.1.3 Soil Testing of the Possible Plan Change Area**

Council has received a request for a Private Plan Change from the owners of the property at 116 Kuratawhiti Street to rezone the properties at 90 to 116 Kuratawhiti Street and 18 Mole Street, Greytown from Rural to Residential. This is to facilitate residential subdivision. As this is an area of land across Mole Street from the FDA, Council has requested that some preliminary investigation of this area occur parallel to work on the FDA Structure Plan.

A Site Investigation (SIR) on the property at 116 Kuratawhiti Street was undertaken. After a site inspection and considering the previous site activities (Tate's Orchard) and soil testing results, this investigation concluded that the topsoil of the site up to a depth of 30 cm contains concentrations of arsenic above the rural residential/lifestyle block and residential soil contaminant standard (NES, 2012). The level of arsenic in the soil layers deeper than 40 cm is below the soil contaminant standard (NES, 2012).

Aerial photographs indicate that all neighbouring properties within the possible plan change area, were once part of Tate's Orchard. It is very likely therefore that the topsoil of all these properties have similar levels. Arsenic is considered relatively immobile in soil and has a limited plant uptake. The controlling pathway of arsenic is dominated by ingestion of contaminated soil. The level of heavy metals and OCPs are not anticipated to impact on future use of the site for residential or rural residential purposes.

Remedial action is recommended for the site however and possibly the neighbouring properties to reduce the soil concentrations of arsenic and thus decrease the health risk.

Further testing of neighbouring properties may be required. The remedial actions could include In situ soil mixing; vertically mixing the contaminated soil with the underlying uncontaminated soil to reduce the arsenic concentrations to below the Soil Standard Concentration. In situ soil mixing is recommended for areas with contaminant concentrations less than two to three times the Soil Standard Concentration and where the contamination is restricted to the surface with underlying clean, silt loam to provide a satisfactory mixed soil (MfE, 2006).

The level of contamination of the top soil (0-30 cm) at the site is 27 mg/kg, which is less than two times the Soil Standard Concentration of 17 mg/kg for arsenic. The underlying soil layers are a clean silt loam. After remedial action has been undertaken, the top soil of the site will need to be assessed to establish that arsenic soil concentration does not exceed the applicable NES standard for the residential land use scenario.

## 4.2 Flood Risk

Parts of the Greytown FDA are subject to flooding from the nearby Waiohine River. Consultation with the WRC Flood Protection Department has resulted in the following information being obtained.

### 4.2.1 1-in-100 Flood Level

The 1-in-100 year flood level, with allowance for climate change, ranges from around 60.2m at the upstream extent to around 55.9m, at the downstream extent of the FDA, given in metres above the local Mean Sea Level datum (Wellington 1953). In the event of a 1-in-100 year flood, parts of the FDA are predicted to have approximate flood depths of up to 0.5m. Much of the area covered by the lightest blue has a predicted flood depth range on the below plan (Figure5), as less than 100mm. The predicted flooding depth varies across the area, based on actual ground levels. A large area of land through the middle of the FDA is predicted to be above the 1-in-100 year flood level.

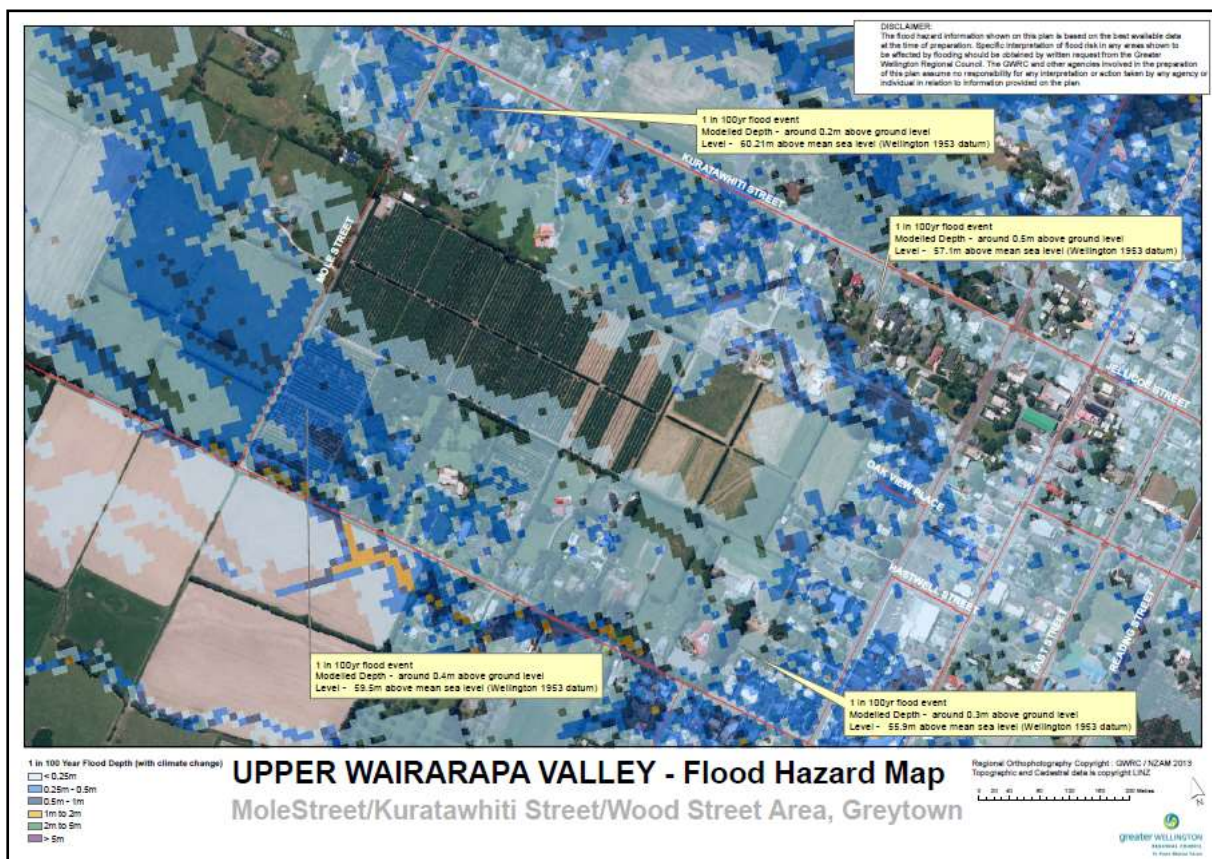


Figure 5: Flood Hazard Map showing predicted flood depths for the Greytown FDA. Source: WRC

To manage the risk to any future building development it is necessary to compare the predicted flood level against any proposed future building floor level, both measured against the same datum.

The WRC Flood Protection Department recommends:

- that new habitable development on the property is built above the predicted 1-in-100 year flood level as a minimum;
- during construction, flood level should be set at the underside of floor joists or to the base of a concrete floor slab;
- that owners inform their insurance company of the flood risk specific to their property.

#### **4.2.2 Flood Mitigation**

WRC are working towards providing a 1-in-100 year level of flood protection to the majority of the Greytown urban area. A 1-in-100 year flood means that a very large flood is statistically likely to happen once every 100 years; in everyday terms it means that there is a 1% chance of such a flood happening in any given year. The Regional and local councils (SWDC, CDC) are currently working together on reviewing the current proposed Floodplain Management Plan for the Waiohine River. Significant funding has been allocated in WRC's LTP to construct new infrastructure to protect Greytown from the 1 in 100 year flood risk. Should this work proceed the risk of flooding from a 1-in-100 year flood will be removed from the FDA.

#### **4.2.3 Other Flooding risk**

The FDA may be subject to other flooding sources, such as stormwater or groundwater. Although the Moroa Water Race runs through the area, there is no historic information that flooding has occurred from it or local stormwater or groundwater.

However local flooding from stormwater is an issue that needs further consideration when the structure plan design is developed.

### 4.3 Soil Suitability for residential development

It was raised at the Landowner meeting that the FDA soil may not be suitable for residential development due to poor load bearing capacity. It was queried whether this would mean the depth of foundations required to find “good ground” on which to build residential dwellings, would make it too costly. NZ Standard 3604 requires material with a bearing capacity of 300 kpa. Eastern Consulting, Civil and Structural Engineers have undertaken penetrometer testing within the FDA shown on the attached photo, Figure 6 below.

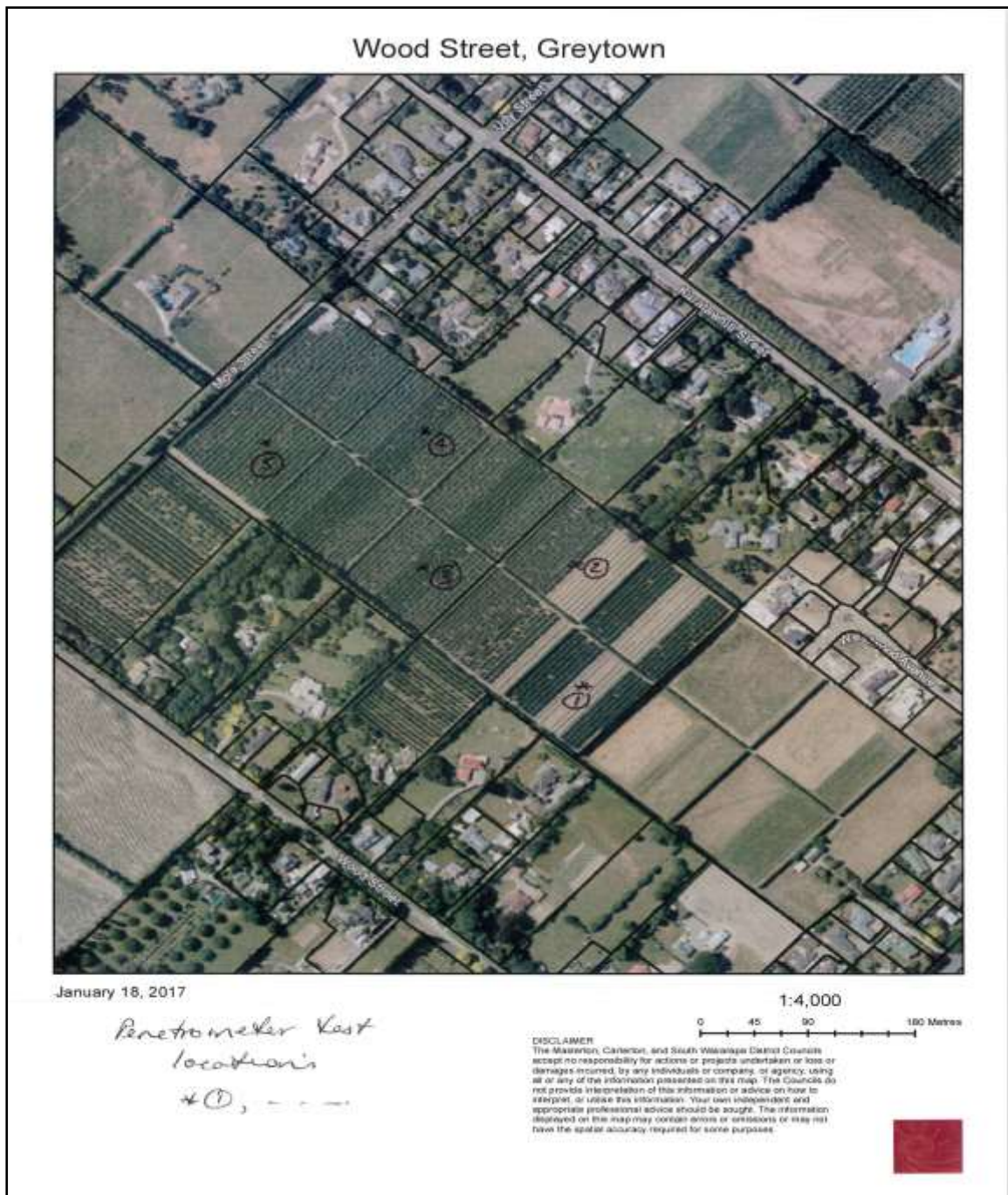


Figure 6: Photo showing test locations for Penetrometer tests

The results of the penetrometer tests are shown in the Figure 7 below, which shows “good ground” varying in the range of 1.1 – 2.0 metres below existing ground level.

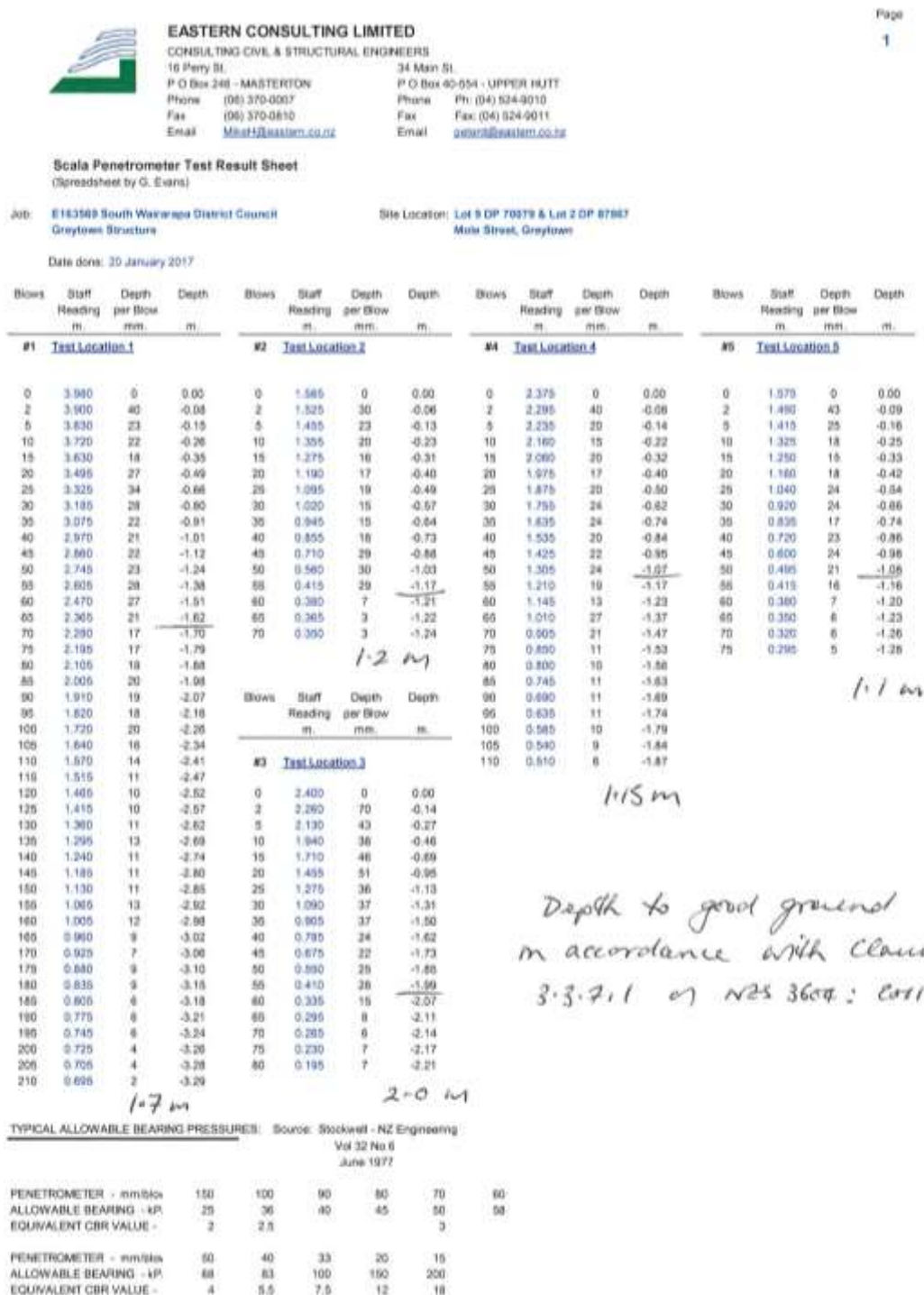


Figure 7: Penetrometer Result Sheet from tests undertaken within the FDA



The following table also shows results from penetrometer tests already undertaken by Eastern Consulting Limited for Building Consents for new dwellings in the wider Greytown area.

| Address or Area             | Depth of "good ground" (m below ground level) |
|-----------------------------|---|
| 59A Wood Street*            | 1.6 - 2.2m                                    |
| 65 Wood Street*             | 1.9 – 2.4m                                    |
| Governors Green Subdivision | 0.2m  |
| 141 West Street             | 0.9 – 1.4m                                    |
| 80 West Street              | 0.2 – 0.9m                                    |
| 39 North Street             | 2.5m  |
| Cnr North and West Street   | 1.5 – 2.6m                                    |
| 81 Reading Street           | 1.4 – 1.6m                                    |
| 11A Reading Street          | 1.9 – 2.2m                                    |
| 32 Reading Street           | 1.5 – 1.8m                                    |
| 11D Reading Street          | 1.6 – 2.2m                                    |
| 13A Reading Street          | 1.2 – 1.45m                                   |
| 37 Reading Street           | 1.5 – 2.1m                                    |
| 81 Reading Street           | 0.8 – 2.3m                                    |
| 30-30A Wood Street          | 1.1 – 1.5m                                    |
| 209 Wood Street             | 1.8 – 2.2m                                    |
| Top end of Wood Street      | 0.8 – 1.4m                                    |
| Cnr Wood and West Street    | 1.9 – 2.4m                                    |

Table 2: Examples of Depth of "Good ground" in Greytown (\*Sites within FDA)

The above information indicates that there is quite a variation in the depth of "good ground" all over Greytown. The FDA results show that the range of results within it are typical of other areas within the Greytown. All of the above depths would be suited to wooden driven piles or RibRaft foundations. Either of these options would not result in real issues regarding additional or unreasonable costs for building foundations.

#### 4.4 Land Stability

The land within the FDA is generally flat. There are no known fault lines within the vicinity of the FDA. The nearest fault line shown in the District Plan (Map 19) is the Wairarapa Fault, which is approximately 4.5km to the north of the FDA. The “Waiohine Faulted Terraces” are also depicted in the District Plan, again approximately 4km from the FDA.

A desktop study of historical maps and aerial photographs has been undertaken and has shown that the area is not subject to any land stability issues or any noticeable erosion.

#### 4.5 Heritage Features

Greytown is well known for its early European history as the first planned inland town in New Zealand, however there are very few listed “heritage features” in the District Plan within the FDA. The table below shows the listed items:

| Heritage Item No. | Address               | Details of Item  |
|-------------------|-----------------------|--|
| Hs105             | 35 Wood Street        | Fence  |
| Ts038             | 35 Wood Street        | Tree – <i>Querus robur</i> (English Oak)   |
| Ts043             | 46 Kuratawhiti Street | Tree – <i>Fagus sylvatica purpurea</i> (Copper Beech)  |
| Hs095             | 46 Kuratawhiti Street | Maata Mahupuku House (house fronts Kuratawhiti Street, only rear part of site is within FDA) |
| Hs096             | 54 Kuratawhiti Street | Villa (house fronts Kuratawhiti Street, only rear part of site is within FDA)                |
| Ts040             | 21 Wood Street        | Trees (5) – <i>Ulmus campestris</i> (English Elm) (only rear part of site is within FDA)     |

Table 3: Listed Heritage Features within the FDA. Source: District Plan

These items need to be considered when designing infrastructure such as roads, and services. None of these heritage items are considered at risk from development within the FDA.

#### 4.6 Vegetation

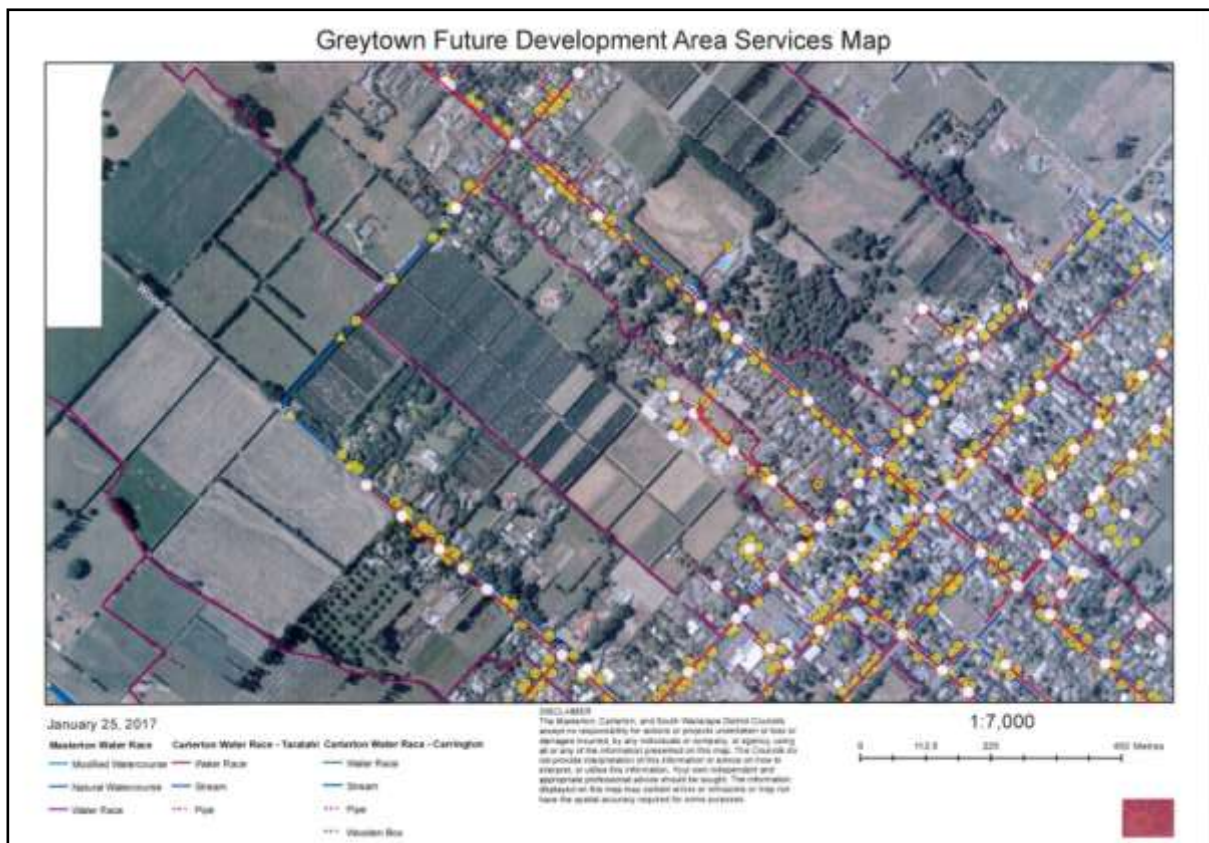
Apart from those heritage trees listed above, a number of other substantial trees exist on properties within the FDA. A large proportion of the FDA is also planted in apple trees and operated as commercial orchard (approximately 12.3 hectares). Orchard trees have been removed from 104A West Street (approximately 5.4 hectares of land adjoining the Westwood subdivision).

#### 4.7 Waterways

The FDA does not have any significant watercourses running through it. The Moroa Water Race does however run alongside the orchard area, roughly along the rear boundary of the properties fronting Wood Street. It is not anticipated to cause any significant issues in the FDA.

#### 4.8 Existing infrastructure location, levels and capacity

Figure 8 below shows the location of water mains, sewer mains, water race and stormwater. The mains typically follow roads, while the water race flows through properties or along boundaries. Typically the water race is an open channel, with some piped areas.



#### **4.8.1 Water**

Although water usage is relatively high per capita in Greytown, future water supply is not considered to be an issue. Water supplies are metered and water users pay for what they use. Water storage facilities may need to be increased.

Further investigations will be required to assess the additional water usage and then what additional water storage facilities may be needed. Estimated costs of this will also be required to calculate what level of financial contributions may be required.

#### **4.8.2 Sewer**

The 225mm sewer main that runs down Papawai Road is a concern as it is running at near capacity now. An additional sewer main will be required, which could run parallel to existing lines.

Access to existing sewer lines through Westwood, off West St and off Wood St. Levels are good, with minimal pumping required. The renewal of line from Kempton St through to Church St is programmed, which could take some additional load.

The sewerage plant will require work, but aeration and new pipes could help plant efficiency.

Further investigations and costings of the additional sewer main and work at the plant will be required to calculate what level of financial contributions may be required.

#### **4.8.3 Roading**

There are limited access points available to relatively large pieces of land within the FDA. For example, the site at 104A West Street (5.4ha in area) has access off the end of Westwood Ave and via a 15m wide access leg directly off West Street.

Concerns about connectivity, particularly where new roads might go and link out to existing roads, were raised at the Landowner meeting. This is something that will require a lot of consideration through the Structure Plan development process. West Street and Kuratawhiti Street provide access points to the FDA. Wood Street narrows after the intersection with Kempton Street making it less preferable. The Council want to see lots of linkages, off all sides if possible, including pedestrian accesses.

#### **4.8.4 Stormwater**

Harvesting and volumes of stormwater is a potential issue. On-site storage of and re-use of stormwater would be the best option.

Run-off from roads will need to be satisfactorily dealt with.

Water race - would be easier if road reserve ran where water races run for maintenance.

Stormwater is something that will require a lot of consideration through the Structure Plan development process.

## **5.0 Recommendation**

Taking into account the above analysis; it is considered that investigations should now move to the next phase for the Greytown FDA structure plan, design and costing and market demand. In this regard the development of the FDA is not considered to be subject to undue public risk or costs. There are residual matters to be worked through, but nothing exists to date to halt the Structure Plan process.

## **6.0 Next Steps**

- Present findings to SWDC Councillors
- Develop a Consultation Strategy
- Present findings to SWDC Maori Standing Committee and initiate Iwi consultation
- Present findings to Greytown Community Board
- Assessment of bulk services requirements (water and sewer in particular) – develop a financial contributions framework
- Generate alternative plan designs – include transport links, services, subdivision standards, open space areas etc

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# **Appendix 3 – Stage 2 Interim Report**



# Greytown Future Development Area Structure Plan Stage 2: Interim Report

June 2017

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For:





## **1.0 Background**

The Stage 1 Scoping report sets out the reasons for developing a Structure Plan for the Greytown Future Development Area (FDA), confirms that there is a demand for land for residential development in Greytown, and identifies possible constraints that may have resulted in undue level of risks or impose unreasonable costs on development, including:

- soil contamination from previous land uses
- flooding
- soil suitability
- land stability
- heritage features
- vegetation
- waterways, drains
- infrastructure location, levels and capacity.

After investigating the above matters, the report concluded that the Greytown FDA is not subject to undue public risk or costs, and recommended that the Structure Plan continue to design phase.

## **2.0 Confirming the Planning Objectives of the Greytown FDA Structure Plan**

A Structure Plan for the Greytown FDA will achieve the following objectives:

- Integrated resource management across land in different ownership
- certainty to land owners and Council
- sets out the general layout and form of development recognising owner preferences where possible
- Achieves good urban design
- Coordinated infrastructure provision including transport links
- Sets level of financial contributions – quantify the costs of infrastructure, identify who is responsible for costs and timeframes
- Section 32 of RMA duties – assessment of costs, benefits and alternatives
- Development that is consistent with the design adopted by the Structure Plan

## **3.0 Consultation Outcomes**

Through consultation with landowners within the FDA, local iwi, Council staff, Transport Planners and Government agencies such as the NZ Transport Agency, the Structure Plan development phase has had a variety of inputs. Following is a

summary of the consultation undertaken to date, which outlines a number of the fundamentals necessary to include in the Structure Plan design.

### **3.1 Consultation with Landowners**

Following the landowner meeting in November 2016, it was decided that further consultation was required with the landowners of larger landholdings within the FDA to understand their goals and aspirations for their land and any concerns they may have about the development of the FDA. Individual meetings/discussions have been held with landowners over the last two months. The following is a summary of matters that are important to these landowners:

- Flexibility in development standards – Development of the area closest to town will proceed as soon as possible with a mix of smaller lots. Most other owners want to retain their dwellings on a larger allotment with the possible future development of smaller allotments on the remainder of their properties.
- Openness/ reserve areas/ trees /green growth /gardens all important to Greytown – forms part of the town’s identity. What people like about Greytown.
- Existing built character of Greytown maintained – minimise 2 storey dwellings/A frames - adversely affect privacy and are out of character.
- Traffic/infrastructure
- Connectivity/roading links
- Wood Street needs to be upgraded – not wide enough, needs footpath & lighting
- Make a feature of the water race

### **3.2 Consultation with Local Surveyors**

Subdivision in the Wairarapa is mainly undertaken by three Surveying firms: Adamson Shaw; Tomlinson and Carruthers Surveyors in Masterton, and The Surveying Company, which has a satellite office in Carterton. Conversations with representatives from these firms have provided some points that the Surveyors think are appropriate to shape development in the FDA:

- Believe there is little or no demand for sites of 500m<sup>2</sup> or below in Greytown
- Suggested minimum lot size around 700m<sup>2</sup>. More demand for around 1000m<sup>2</sup> or larger – historical size
- Size of houses being built are much bigger – 250m<sup>2</sup> to 300m<sup>2</sup>, so sites have to be bigger accordingly
- Consider smaller lots closer to town and progressive size increase with distance from the centre
- Families moving into Greytown. Seen as a cheaper option than Wellington. Want decent size sections providing space for families so kids can run around their own yard.

- To maintain town's character of trees/gardens, sections need to be large enough to accommodate trees (mature trees take up a lot of space)
- Looking at development from a slightly different angle than real estate agents or valuers – driven by their client's demands/desires. Gave examples where a subdivision could have been more intensive but because the owner wanted to retain some land and still live there, they didn't want to subdivide down to the minimum.
- In part they respond to what the client wants – to maximise the income from the site (need to get the most from the site to cover council fees – balancing to ensure the 'big' picture is also thought through by 'averaging' the contributions to provide a neutral environment where the developer can see that they may have a lower cost of fees if they also consider the mix that suits surrounding neighbours) and the mix that they think will sell the quickest.

### **3.3 Consultation with Local Real Estate Agents**

Representatives from Real Estate firms in Greytown, including Harcourts, Ray White, Property Brokers, Mike Pero Real Estate and Bayleys have been spoken to on an individual basis to get their feel for the property market. Below is a summary of their comments:

- Village feel is very much part of Greytown's character
- See future of Greytown as "high-end" of the market. Want to retain "exclusiveness"
- See a demand for mixture of lot sizes. Some demand at the small end, and see sections getting a little smaller
- Believes big demand around 700m<sup>2</sup> and 1000m<sup>2</sup>-1200m<sup>2</sup> sections
- Smaller lots closer to West Street a good idea (retiree market / people down-sizing with easy walking/mobility scooter access) with progressively larger lots as you move away from town centre.
- A lot of single people (widowers etc) moving to Greytown. Want smaller size houses and sections
- Families wanting traditional ¼ acre size section, some can't afford bigger
- Big commuter market
- Still a lot of 2<sup>nd</sup> dwellings, owners might have an apartment in Wellington
- Want certainty

### **3.4 Local Iwi Consultation**

Advice was sort as to the appropriate course of iwi consultation. Contact has been made with the Papawai Marae committee as the representative of iwi in the wider

Greytown Area. Information has been sent to the Chair of the Marae Committee with the understanding that the matter will be discussed at their next meeting. Initial comments were that the area is not known to have any special features or significance to iwi. Background information and draft Structure Plan material will also be presented to the Council Maori Standing Committee at a forthcoming meeting.

### **3.5 Greytown Community Board**

Contact has been made with the Chair of the Greytown Community Board. An informal meeting/information sharing exercise was envisaged with the Community Board and hopefully this can take place in the near future. Background information and draft Structure Plan material will also be presented to the Board at a forthcoming Community Board meeting.

### **3.6 NZ Transport Agency**

Contact has been made with the NZ Transport Agency, Wellington Regional Office regarding the effect of the development of the FDA on the transport network. Initial consultation included information on the FDA.

## **4.0 Good Urban Design Outcomes**

One of the objectives of the Structure Plan is to achieve good urban design outcomes. The New Planning Institute Quality Planning website suggests using the NZ Urban Design Protocol, which is a platform to make New Zealand towns and cities more successful through quality Urban Design. The protocol identifies 7 essential design qualities (the 7 c's) that together create quality urban design:

- Context – buildings, places and spaces are part of the whole town, fit with and enhance surroundings
- Character – reflect and enhance the distinctive character, heritage and identity
- Choice – ensuring diversity and choice for people
- Connections – enhancing how different networks link together
- Creativity – encouraging innovative and imaginative solutions
- Custodianship – ensuring design is environmentally sustainable, safe and healthy
- Collaboration – communicating and sharing knowledge

In summary, the protocol outlines that successful towns are:

- Competitive – thriving economic hubs with a rich cultural life that attract dynamic and innovative people

- Livable – places where people choose to live with high environmental quality, effective transport systems, good leisure and recreational opportunities
- Environmentally responsible – account for needs of present and future generations. Growth is sympathetic of natural environment and cultural heritage. Minimize adverse impacts on natural and cultural systems and waste, energy and resources use. Maximize efficiency of land use and infrastructure
- Opportunities for all – inclusive, celebrates diversity, strong sense of community
- Distinctive Identity – strong identity that builds on unique characteristics
- Shared vision and good governance – genuine engagement. Decision makers work in partnership with businesses, local communities and iwi

Greytown already has these qualities as a town. The challenge is to maintain and enhance the distinctive and special qualities of Greytown and reflect them where possible in further development and in this case the Structure Plan for the FDA.

## **5.0 Infrastructure Provision – Bulk Service Requirements**

### **5.1 Water**

Modeling undertaken for Council in 2006/2007 shows that the demand for water in Greytown, including the additional demand from development within the FDA, was able to be met by the available supply. This work also indicated new mains running through the FDA from Mole St to West Street. Water supply is still not considered to be an issue.

It has been recognized that increased water storage facilities are required. This is recommended to be buffer storage at the water take site. How much extra storage capacity is required needs further assessment. How much it will cost to increase storage capacity also needs to be determined and used to calculate what level of financial contributions may be required to cover these costs.

### **5.2 Sewer**

The existing 225mm sewer main from town running down Papawai Road out to the sewerage treatment plant is running near capacity now. It is clear that an additional main to the plant is needed with or without the pressure from additional development within the FDA. It is expected that this will be a 300mm diameter main running parallel to the existing main. Council Engineering staff have costed the additional main and re-set the financial contributions for Greytown wastewater accordingly.

There will be a need for more than one new sewer main through the FDA. There is a high point in West Street which enables waste to run two ways once it gets to West Street, thereby spreading the load.

More work on the overall cost of the new mains needs to be determined and used to calculate what level of financial contributions may be required. The re-set contributions will form part of a Plan Change.

### **5.3 Stormwater**

Overall there is considered to be “good” soakage in Greytown. The main road ways within the FDA can also be used as secondary flow paths if required.

The level of soakage required needs to be determined and then soakpits within the road reserve areas designed accordingly. For example, a new green field development in Masterton has required design specifications for a 1-in-100 yr event plus 20% for climate change. This may be too strict a requirement here, bearing in mind the “good” amount of ground soakage.

### **6.0 Transport Links**

With limited existing access points into the FDA, and the overall potential for development within the FDA, concerns about connectivity were raised at the landowner meeting and during individual meetings with a number of different landowners. As a result of this, GHD Transport Planners Hastings have been engaged to prepare a Traffic Impact Assessment (TIA) for the FDA. This assessment was asked to focus on the effects of traffic out onto existing roads and some advice as to where new traffic routes might be located.

The following is a summary of GHD’s findings:

- *With taking the intensification of the FDA with having 350 lots (recognising the desire to have a mixture of lot sizes ranging from 500 – 1000m<sup>2</sup> and keeping consistency with the character of Greytown), the current configuration of the supporting road network at the intersecting roads to SH2 would practically absorb the predicted trip movements during the peak hours.*
- *No adverse traffic impacts are foreseen at this stage.*
- *Trips on West Street have multiple route options in getting to Main Street (SH2) – In our opinion (depending on travelling / commuting north or south during the peak hours), this will be from either Humphries Street, Kuratawhiti Street and North Street.*

- *In terms of catering for the depth of the FDA, it would be recommended that a significant proportion of lots should have access direct / main road through the middle of the FDA (accessed off West Street – this road does not raise any concerning safety issues due to the good sight distances, wide carriageway and other such existing provisions).*
- *Consideration should be given to have supplementary road access into the FDA from the two parallel roads and also Mole Street to allow for greater permeability into the development – and take a proportion of trips away from the proposed central main road.*
- *Existing streetscape on Wood Street should be considered for upgrading to help provide greater consistency of this road.*
- *The proposed roads in the FDA should reflect their level and be of similar character as previous development blocks and previous structure plans in the District Plan. Also give good access / permeability through-out the FDA for walking and cycling.*

## **7.0 Development Standards**

Although the Structure Plan can provide a framework for future development, subdivision of the land must still go through a Council process, as no subdivision is a permitted activity under the District Plan.

As a result of this, the standards for development prescribed by the District Plan are important in shaping the nature and scale of development and managing potential adverse effects of development.

An important aspect regarding development standards that is coming through clear from the landowners, Surveyors and Real Estate Agents is the need to ensure that the standards allow flexibility. This is also one of the 7 c's of the Design Protocol "choice".

There are a number of options available to Council when setting the development standards, including leaving the minimum residential subdivision standards as they are, varying them across the FDA to reflect owner preferences, or increasing the minimum requirements to reduce the overall density of development.

The development standards proposed will be subject to a Plan Change and include a Section 32 evaluation.

## **8.0 Draft Structure Plan**

Attached in Appendix 2 is a cross section design proposed for the Greytown Structure Plan. Something similar to this will form part of the Structure Plan. The cross section indicates areas for vehicular traffic movement (carriageway), cycle path, bunds with reserve planting (big enough for trees to grow large), a pedestrian footpath, water race and the treatment of the water race banks with planting.

An additional plan view will form part of the Structure Plan, showing mainly the transport connections.

## **9.0 Financial Contributions Framework**

Financial Contributions are a tool for ensuring that the adverse effects from development on the environment and communities are minimized and improvements to services are made. The existing Financial Contributions framework of the Combined District Plan (Section 23) provides the basis for demanding contributions, i.e. when they are levied, when they can be waived. Currently, contributions can be in the form of money, land, works or services.

Based on the services requirements assessments above and looking at the proportion of “public good” i.e. allowing access over land to provide better transport links/connectivity, infrastructure contributions particularly for water and wastewater provision and roading need to be adjusted.

## **10.0 Plan Change**

Section 18: Subdivision, Land Development and Urban Growth of the Wairarapa Combined District Plan (The District Plan) provides guidance on managing future urban growth. Policy 18.3.11(e) of the District Plan states:

*“The Greytown Future Development Area has been identified as an area of future urban growth. Growth within this area will be restricted until a Structure Plan has been developed for this area in consultation with the local community and has been approved by the South Wairarapa District Council.”*



It is noted that the District Plan in its current form makes provision for a Structure Plan for the area and subdivision in accordance with the Structure Plan. The standards for a Controlled Activity subdivision in Rule 20.1.2(m) states:

*“Any subdivision within the Greytown Future Development Area shall be in accordance with the Structure Plan for this area.”*

Furthermore, Discretionary Activity Rule 20.1.5(e) states:

*“Subdivision within the Greytown Future Development Area that is not consistent with the Structure Plan for this area.”*

The current general rule hierarchy of the District Plan is considered satisfactory in enabling development either in accordance or otherwise with the Structure Plan. Changes will however have to be made to the District Plan policies and specific standards for subdivision within the area if a change in the standards ensues. The financial contributions amounts for subdivision will also require change to reflect the actual cost of connecting to public infrastructure and services as discussed above.

## **11.0 Section 32 Analysis**

It is a requirement under Section 32 of the Resource Management Act for Council to provide an assessment of costs, benefits and alternatives. Stage 1 Scoping Report considers the possible constraints of the development of the Greytown FDA and forms part of this assessment. A formal Section 32 evaluation will have to accompany the proposed Plan Change.

## **12.0 Recommendations**

- To proceed with the Structure Plan
- To proceed with a Plan Change including a Section 32 evaluation report to reflect the Structure Plan