

Mangawhai Community Plan

Meeting: Kaipara District Council
Date of meeting: 27 November 2018
Reporting officer: Jim Sephton, GM Infrastructure Services

Purpose/Ngā whāinga

To report on the planning and implementation of the Mangawhai Community Plan (MCP) in response to the Notice of Motion received by Councillor Jonathan Larsen (the “Notice”).

Recommendation/Ngā tūtohunga

That Kaipara District Council:

- a) notes the report on the planning and implementation of the Mangawhai Community Plan.

Context/Horopaki

The Notice (available at Attachment D) directed the Chief Executive to prepare a report on the planning and implementation of the MCP and that the report include, but not be limited to:

- i) workstream and project priorities
- ii) budgets and funding
- iii) consultation plan
- iv) any proposed changes projects, priorities, budgets, funding sources, and associated consultation plan.

The MCP was adopted by the Council in June 2017 following substantive public engagement. The projects identified in the MCP were included in the 2018 Long Term Plan.

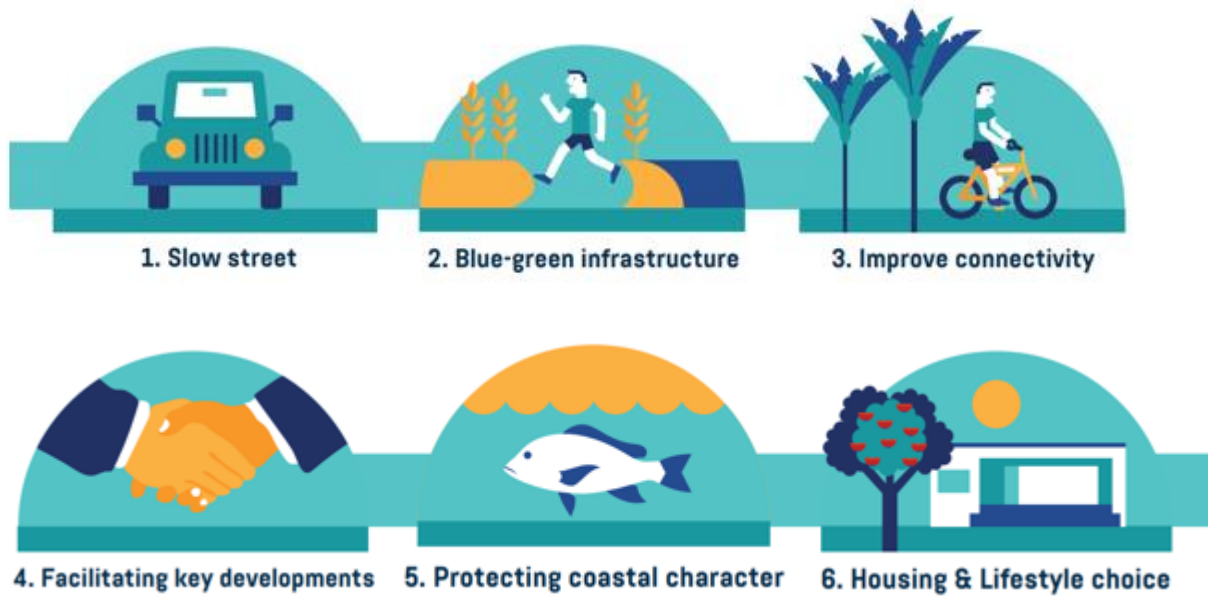
Since this time, the projects have been developed through engagement and design detail which has increased understanding of costs and risks. This has resulted in some changes to scope and timing.

This report provides an opportunity to align expectations regarding the MCP document, the programme of works and the budget.

Discussion/Ngā kōrerorero

1. MCP Direction

The MCP provides good guidance in the management of growth in Mangawhai. The document includes six key moves:



This philosophy remains a strong foundation for our programme of work and continues to influence how we develop our projects and operate in Mangawhai.

Our Capital programme is heavily influenced by the first three moves and the panel recommended a number of projects which come under the headings of:

- Transport
- Water
- Open Spaces

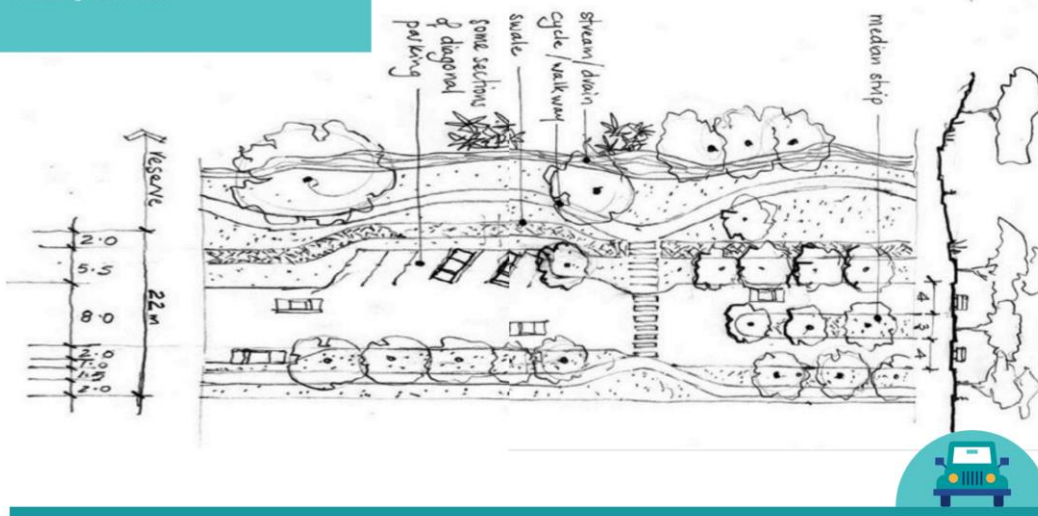
A summary of the MCP Programme is included at Attachment A which illustrates the current position of the projects compared to the expectations set out in the MCP.

In terms of Transport, there is a strong focus on improving access for walking and cycling which will help to reduce the impact of traffic on the local network and create the environment described in the MCP.

Key Move 1 - Slow Streets

Are about creating a slow street which includes shared paths but is also about the use of landscaping, crossing points and roundabouts to bring speed down.

A **shared use path** for cycling and walking would follow the road carriageway for its full length. Intersections would be managed using **roundabouts**. Below is a concept drawing of what a slow street might look like.



Key Move 2 – Blue/Green Infrastructure

This is about connecting people with nature using the coast, streams and creeks as routes for tracks. It should be noted that the MCP recognised the need to create a network of paths (which includes shared paths and off road tracks). This was translated into specific projects which sat in Transport or Open Space. The reality is that the network has been refined as engagement and understanding has developed.

Key move 3 – Improve connectivity

This seeks to assist and support community involvement as well as partnering with communities to develop sports and recreation facilities. The focus is making it attractive, safer and quicker to walk, cycle or scoot to where people want to go on shared paths along main routes and connecting no exit streets. For vehicles it was about connecting of alternative routes into and around Mangawhai.

The expectation was also that Council would work with all developers to maximise community benefits and to ensure walking, cycling and roading connections. This has been a big focus of the team particularly with regards to Mangawhai Central and Freckleton Farms.

2. Workstreams and Priorities

The MCP work streams directly relate to the Activities which we undertake:

- Transport
- Water Supply
- Stormwater Management
- Wastewater Management
- Open Spaces
- District Plan

Within each of these areas a number of projects were identified together with priorities which relate to the future LTP periods.

- Priority 1 2018 to 2020
- Priority 2 2021 to 2024
- Priority 3 2025 to 2028
- Priority 4 2028 onwards

In addition to the capital projects identified, there are a number of activities which are being progressed.

Stormwater	
Use easements to protect existing overland flow not effected by development (or re-direct to the road corridor if possible).	
Develop a stormwater bylaw that allows intervention in areas where legacy issues require resolution.	
Engineering standards revision.	Revise engineering standards to include:
	Testing, design, construction, monitoring and maintenance of soakage systems (biofiltration)
	Protection of overland flows from development
	Protection of amenity and character.
Improve knowledge and remodel performance (Catchment management plan)	Identify more clearly existing overland flowpaths.
	Gather accurate information of current infrastructure and systems.
	Understand soakage capacity including effects of groundwater levels and soil types.
	Complete downstream assessments.
	Gather and log as-built information in GIS.
Identify new or improvements to stormwater system and implement them.	
Open Spaces	
Community Development.	Facilitate more collaboration between community groups with similar aspirations.
District plan change	
Develop Urban Design Strategy	
District plan change	
Collaboration	
Off-road walking and cycling recreation tracks.	Work with the Tracks Trust or developers to extend and improve tracks, using unformed roads if possible and connecting new subdivisions.
Historic placemaking	Protection and celebration of sites of significance to Maori e.g. Te Whai Pa, Two Whai Pa and middens on Mangawhai Heads Reserve, Small coastal Pa and middens on Pearson Reserve, Telling the story of the history through interpretation signage on walking tracks.
Cultural placemaking.	Include stories of lwi history through the pioneer village and Park signage in association with the Museum.
As subdivision occurs	
Complete the network of esplanade reserves along the residential coast.	Create, as they become available through subdivisions, the missing links to the network. Remove private encroachment onto public esplanade reserves.

3. We are making progress and are generally delivering the programme in accordance with the established priorities

A number of projects have been completed including:

- Quail Way Stormwater (Transport)
- MAZ/St Johns Hub (Open Spaces)
- Jack Boyd Drive to Thelma Link (Open Spaces)

A complete feasibility of the **Coastal Path** has been undertaken which has taken into account community feedback. This work has resulted in a proposed change of priority which is discussed later in this report.

Discussions with developers have been ongoing and as a result there are a number of recreational routes which are to be developed and then vested with Council

- Mangawhai Central
 - Green Finger
 - Open space
- Other developments
 - Parkland

Shared Paths - Progress regarding the creation of a walking and cycling network is described below in relation to the 'Slow Roads'.

A feasibility study has been undertaken for the whole route and this is currently being developed into a Single Stage Business Case which will allow NZTA subsidy for the design and construction to be sought (note that this was not included in the original budgeting).



Stage 1

- Work has commenced on the Moir Street shared path and is expected to be complete by the end of this year.
- Work on the Insley Street shared path was delayed due to the works at the school and the need to complete the roundabout design. This will now tie in with the Shared Path Business Case
- The intersection improvements have been developed through engagement with affected landowners. The Preferred Design is being refined in response to the safety audit. Construction is expected to commence in FY20/21 following the construction of the roundabouts at Mangawhai Central.

Stage 2

- The design is expected to incorporate access into Mangawhai Community Park where the main spine of the shared path will run. It also expected to incorporate the roundabout at Thelma Road
- Construction expected to commence FY20/21

Stage 3

- Construction of the roundabouts and shared path in the vicinity of Mangawhai Central expected to commence December 2019
- Remaining shared path sections to be constructed in conjunction with Stage 2 in FY20/21
- Costs of constructing the shared paths likely to be offset against development contributions

Stage 4

- No work undertaken at this point in time

Stage 5

- No work undertaken at this point in time

4. Budgets and funding

Budgets included in the MCP were estimates to be confirmed as part of the development of Council's Long Term Plan. Every three years as part of the Long Term Plan process, the costs priorities and projects were expected to be reviewed.

The table below illustrates the current position with regards to what was included in the MCP, the current LTP allocation and current forecast.

MCP Estimate	\$12,522,616
LTP Allocation	\$7,079,536
Forecast	\$12,658,174

The expectations of the MCP exceed that which is affordable within the current LTP. Although this gap can be reduced by maximising subsidy, there will be a need to reduce the pace at which projects are rolled out and reduce scope in some areas.

At a programme level there is a reasonable alignment however at a project level there is greater variance. There are a number of reasons for this

- Engagement and design development has increased our understanding of the projects including risks and costs

- The Long Term Plan budget was developed and this made certain assumptions with regards NZTA funding contribution. The National Land Transport Fund was not committed until after the LTP came into effect and as a result the two budgets are not aligned.
- Some projects which were assumed to be Open Spaces are actually eligible for NZTA subsidy and so time is being taken to ensure we minimise the impact on rate payers

Going forward we have checks and balances in place

- The project estimates are revised through the gateway stages of project development and budgets adjusted based upon the Annual Plan cycle.
- A Programme Steering Group has been established which provides a level of Governance for any project scope or budget changes.

5. Consultation Plan

The MCP was developed through a robust engagement process. A Community Engagement Plan was developed to aid in the implementation of the programme. It is acknowledged that there have been some deficiencies in how we have engaged with the community and these are being addressed in our Consultation Plan going forward

- At the MCP stage we talked about ‘slow streets’ and ‘shared paths’. Whilst there were sketches in the MCP document it wasn’t really understood what this meant. Once we started building the Moir Street Shared Path it really became clear that people didn’t understand why we needed wider paths and what the implications were.
- Similarly with the coastal walkway, the initial diagrams didn’t really explain what a coastal walkway might look like. Since the MCP there has been much more focused engagement with directly affected landowners and this has allowed for a more sensitive design to be developed.
- We had tended to look at the Projects coming out of the MCP as standalone, rather than continuing to engage on an integrated programme
- There have been long periods of time with no information being shared
- There has been limited public participation in some of the projects – e.g. The Moir Street Footpath – through the design process
- We have not worked as collaboratively as we might have with our funding partners at NZTA.

There have also been some successful examples of consultation:

- Local businesses and affected parties have been involved in the design development of the intersections in Mangawhai Village which has allowed us to achieve a more acceptable design
- The involvement of the community in the development of the Wood Street project has resulted in some innovative solutions which will have good buy in
- Engagement with directly affected landowners on the Coastal Walkway has resulted in a change of design and sequencing which will reduce risk and provide a more acceptable solution.

Going forward we have identified the following measures which will be included within the MCP Communications Plan

- appointed a Programme Manager to provide a single point of contact for all works
- brought in a Communications Manager to maintain a regular flow of information out to the community

- renewed the involvement of the Community Liaison Group to get feedback on the development of the MCP and projects within it
- added local representatives to each of the projects and sections within projects
- developing a Programme Business Case with NZTA to align expectations around the whole programme and to ensure funding is aligned \
- emphasised the need to make sure we bring our community and stakeholders along in the design development process on all projects
- created a Programme Steering Group who will be accountable for the execution of the Consultation Plan.

6. Proposed Changes

Generally the MCP Programme is being delivered in accordance as per the MCP expectations and priorities.

There are three aspects which have resulted, or are likely to result, in a change:

1. Increased levels of growth and density
2. Clarification of the walking and cycling network
3. Alignment of projects spatially and with funding.

Mangawhai Growth

Kaipara has experienced significant growth in the last ten years with Mangawhai being a critical growth node.

A Spatial Planning exercise for Mangawhai has been undertaken and this envisages future growth. This will continue to put pressure on the urban areas of Mangawhai in terms of transporting people and reinforces the need to focus on creating an attractive place to use alternative modes.

The Mangawhai Central Development has hit the ground and the expectation is that housing density levels will increase beyond the initial densities suggested in the District Plan. This is likely to increase pressures with regards to drinking water and accelerate the need for growth in the wastewater system.

The MCP envisaged that by 2030 the number of homes would have increased to 4000. The anticipated population means that we need to review our priorities particularly with regards to waste water and water supply.

Walking & Cycling Network

The initial MCP priorities and work streams included:

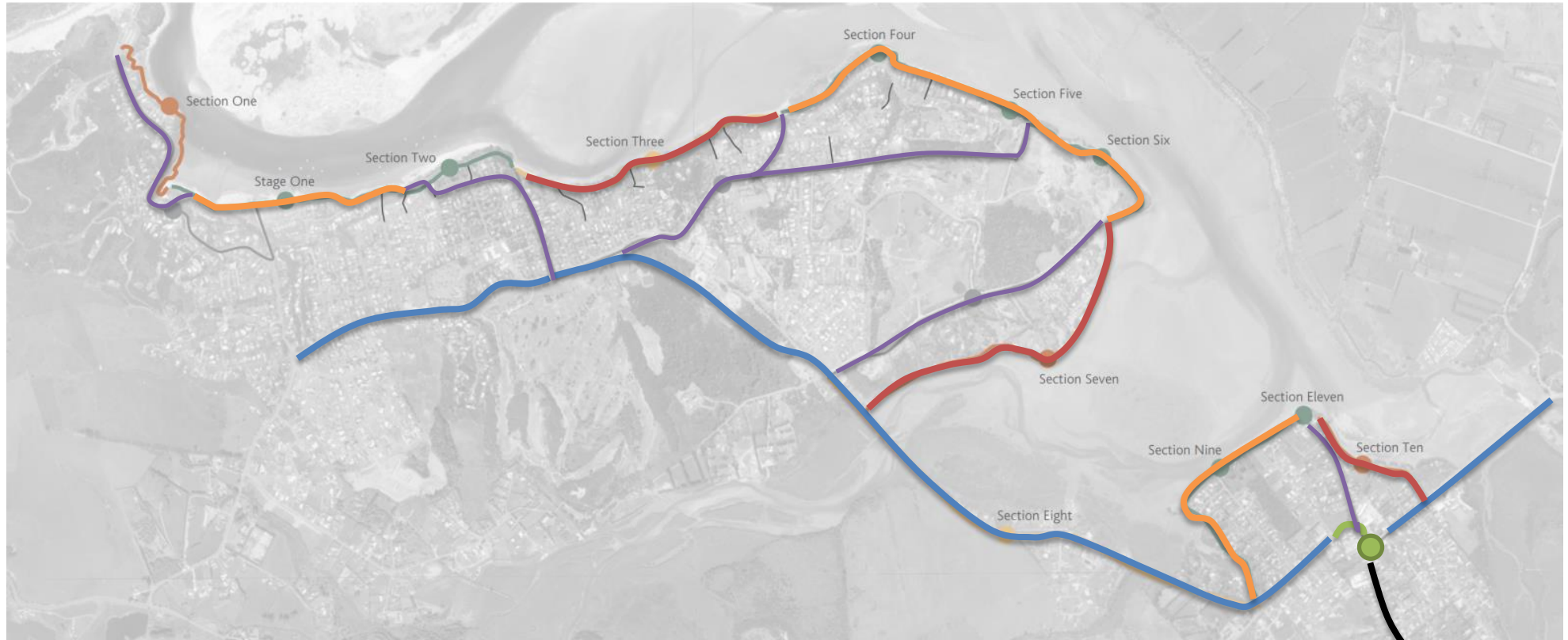
- Shared Paths (included within Transport)
- Coastal Paths (included in Community).







Since the launch of the MCP there has been further engagement and feasibility regarding the Coastal Path. This has identified sections where it is more appropriate to provide a Shared Path solution and others where a more sympathetic solution (i.e. less engineered) could be more appropriate.

Originally it was expected that the Shared Paths would be delivered as a number of Low Cost Low Risk projects subsidised by NZTA. Following discussions with NZTA it has been agreed that

this should be approached as a stand alone project which can be implemented in stages. Whilst this has resulted in a delay, it means that ultimately we will be able to deliver more for less local share.

Figure 1, overleaf, illustrates the new priorities for the project



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|---|---|---|---------------------------------|
|  | Shared Path Business Case – Primary Route |  | Coastal Path – Priority 1 and 2 |
|  | Shared Path Business Case – Secondary Route |  | Coastal Path – Priority 3 and 4 |
|  | Shared Path – Built as part of intersection | | |
|  | Shared Path – Constructed | | |

Spatial and funding alignment

The table below indicates specific variations from the original MCP priorities. Generally these relate to implementation phasing which aligns with when funding will be available and or so that there is a logical delivery of projects whilst construction is taking place – e.g. Building the toilets at the same time as other improvements in Wood Street

Project	MCP Priority	New Priority	Why
Walking & Cycling			
Shared path along Molesworth Drive from <ul style="list-style-type: none"> - Moir Point Rad to the southern end of the causeway bridge - Pearson Street to the causeway bridge 	1	2	The shared path is eligible for NZTA funding subsidy. Early indications are that it will be well positioned. The delay is to allow the business case to be developed for the full shared path so that the 61% funding can be achieved.
Pedestrian Connection on Insley Street causeway and bridge	4	2	Included as part of the full shared path business case. Likelly to be a section which offers significant benefits as there is nothing currently there.
Coastal walkway <ul style="list-style-type: none"> - Head Beach to Pearl Street 	1	4	Increased costs and complexities identified during initial design stage have resulted in this section being deferred. The shared path will be progressed as a more cost effective solution in the immediate term
Coastal walkway <ul style="list-style-type: none"> - Future 	2,3,4	1 to 4	Priority 1 & 2 sections can be created through wayfinding and limited coastal structures. Priority 3 & 4 sections generally will require land owner agreement and/or more complex engineering solutions All sections now include (where appropriate) toilets, benches and bike racks which were previously included as a general item
Transport			
Mangawhai Central Roundabouts	TBA	1	Developer is looking to commence construction later in 2019
Through route for through traffic	4	2	This is likely to be signing and localised safety and resilience improvements which support the function of the alternative Cove Corridor. Brought forward to enable projects which will slow down the main route.
Water			
Investigate and develop where appropriate wetlands/ponding to collect stormwater in the Mangawhai Heads area that would otherwise go directly into the harbour.	1	2	There is more work to be done developing the Catchment Management Plans which will feed into this process.

Community			
Landscaping and carparking at Historic Village/Museum	1	2	Delayed until Urban Landscape Design complete
Wood Street – public toilets	3	2	Align with Wood Street revitalisation project

Significance and engagement/Hirahira me ngā whakapāpā

The matters of this report do not trigger the significance criteria outlined in council's Significance and Engagement Policy, and the public will be informed via agenda on the website.

More extensive engagement is proposed through the Long Term Plan which is where any significant changes to the MCP will be signalled.

Next steps/E whaiake nei

Communication Plan will be updated and made available.

Walking and Cycling Programme will be readjusted and the community informed.

Annual Plan and LTP will be consulted upon which includes the changes highlighted in this document.

Attachments/Ngā tapiritanga

Number	Title
A	Table of MCP Projects
B	Mangawhai Heads/Wood Street activation consultation document
C	Mangawhai Central Plan website link https://www.mangawhaicommunityplan.co.nz/
D	Notice of Motion from Cr Larsen

Jim Sephton, 18 November 2019.