

Mangawhai Civic Facilities Options Assessment

Rev 1 | November | 2020



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EXECUTIVE SUMMARY

Mangawhai is Kaipara District's fastest growing town and surrounding rural area, with the population growing from 3,144 in 2013 to 5,031 in 2018 - representing a 60% change (Census 2018). This population change has supported the viability of a large commercial development in Mangawhai Central and the possibility of extending the commercial zoning in Mangawhai Heads and Mangawhai Village. The draft Mangawhai Spatial Plan has identified the future need to assess options for Council office facilities, a secondary school, library and sportsfield.

Previous civic building studies have recommended that Council acquire and develop land for Council offices. The Council is currently leasing office space in the Village - however, this is not sufficient as Council is projected to increase its full time equivalent (FTE) staff numbers from 48 to 102 in the medium-term. A new space of at least 1,160m² gross floor area, plus adequate parking, will be needed in the future.

The community library that operates out of the annex building of the Mangawhai Hall has limited library services, media capabilities and hours of operation.

This options assessment attempts to create a discussion about options that Council could investigate further to secure the appropriate site for both its office facilities and a library for the wider Mangawhai community. There are several strategic landholdings that fit the criteria around location and wider placemaking benefits, with each having its advantages and drawbacks. There is a degree of urgency around identifying the preferred area for these activities as some of the landholdings could be sold or land value could increase due to demand. This could result in Council potentially miss out on its ideal location.

A longlist to shortlist options assessment criteria was developed utilising a mix of risk, spatial plan and community priorities, which was then used to narrow the options to a shortlist of three potential locations. The three locations are:

- *Mangawhai Heads gateway - one option in the community park and one option opposite the Museum*
- *Mangawhai Village - corner of Moir and Molesworth Drive is the primary option*
- *Mangawhai Central - site close to the estuary in the commercial zone area*

The Village and Central options include the establishment of a small Civil Defence building at Mangawhai Community Park to be utilised alongside the Fire and Ambulance Stations in a large scale civil defence event.

1_ Strategic Context

1_ Strategic Context - Purpose of the Options Assessment

The purpose of the Mangawhai Civic Facilities Options Assessment is to investigate options on how Council can plan and invest in future Mangawhai civic assets to help realise the Mangawhai Spatial Plan vision and Council's community priorities.

In a way that strikes a balance between being fit for purpose, promotes placemaking, and provides value for money over the longer-term

So that the existing and future growing community can have a base to enjoy and participate in civic and cultural activities.

1_ Strategic Context - Introduction

The Mangawhai Community Plan, Plan Change 78 (Mangawhai Central) and draft Mangawhai Spatial Plan all indicate that community / civic facilities are needed as the population moves from a 5,031 resident population to 12,715 people over the next 30 years (under a medium-high growth scenario).

- The existing community run library, an annex building next to the Mangawhai Hall has limited space, media capabilities and hours available for the growing Mangawhai community.
- The Council offices lease will last for another two years, with the ability to extend the lease period. Council has a customer-facing service centre with several functions including rates, resource and building management, infrastructure and shared space for other personnel.
- The Mangawhai community has several community owned buildings including Mangawhai Baptist Church, The Mangawhai Club, The Mangawhai Domain and the Mangawhai Golf Club- house which are all in reasonably good condition. The Te Whai Trust coordinates several social service type activities such as the toy library, Plunket and the community garden in an 800m² leased area within the Mangawhai Domain. More social service providers wish to establish bases in the area but there is limited supply of community spaces. A recent meeting with Council community advisors and social services providers proposed a hub concept for social service providers into the future.
- The Civic Buildings Strategy (2019) undertaken by The Property Group indicated that the Council should invest in their own facilities for both council offices and a library facility.
- The Mangawhai Central resource consent for establishing a supermarket and retail precinct has been granted as of May 2020. There are also several strategic pieces of land in Mangawhai Village, Molesworth Drive and Mangawhai Central that could be candidates for accommodating Council civic facilities. However, there is a risk that any of these strategic landholdings could be sold. Council therefore needs to investigate where the most suitable area for future civic facilities could be and should seek to confirm the planning and acquisition requirements.

1_ Strategic Context - Introduction

Mangawhai has experienced significant population growth in the past two census periods (2013 and 2018), with a 60 percent increase in permanent residents to 5,031 across both urban and rural areas. The total number of dwellings also grew by 26 percent to 3,591.

Table 1 to the right shows population growth in Mangawhai from 2013 to 2019, as well as population projections for 2051. Population projections are based on Infometrics’ Population Projections October 2020 for Kaipara for a medium-high projection.

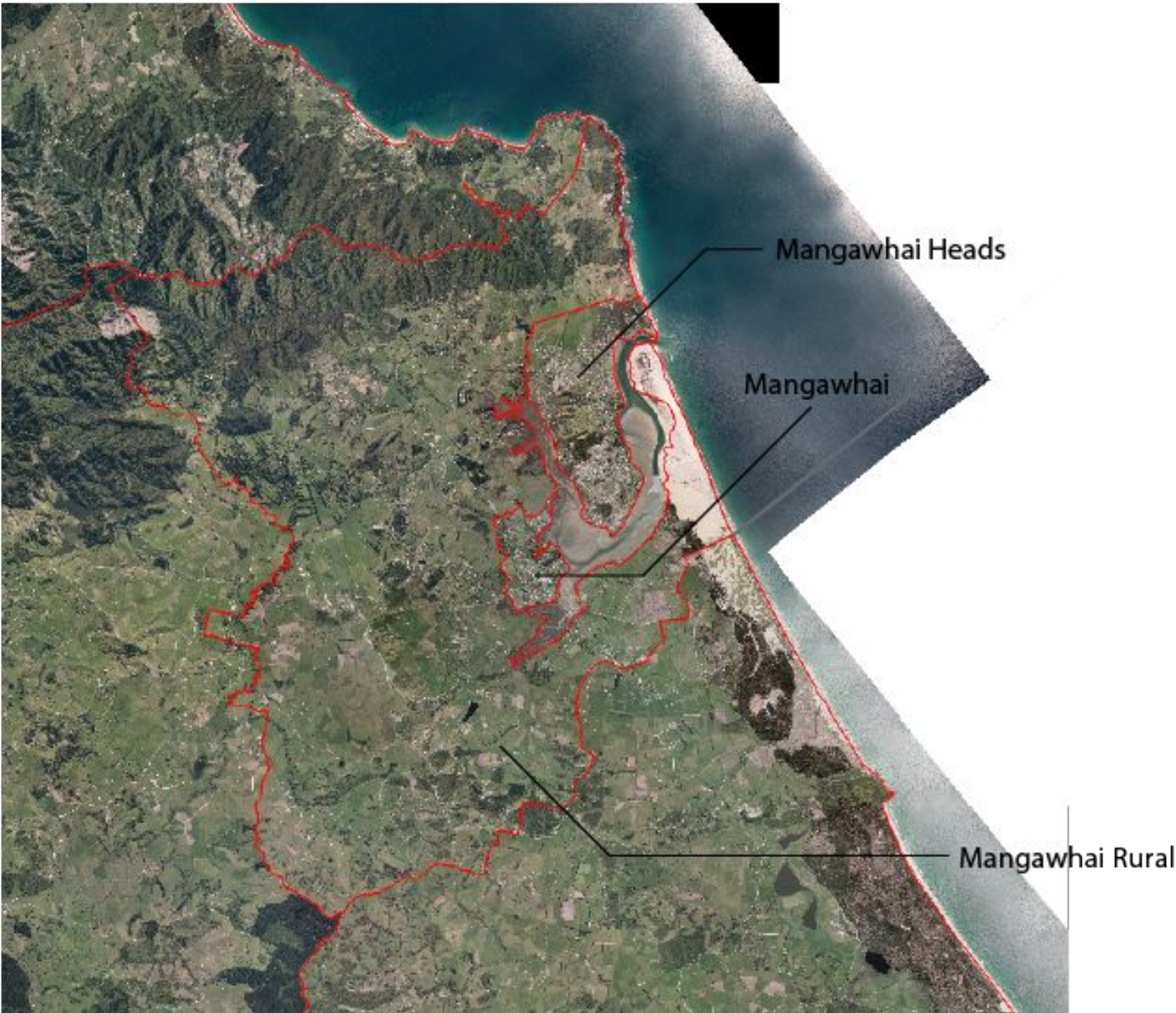


Figure 1. Mangawhai Statistical Areas 2 Boundaries (Census 2018)

The increase in the permanent population has resulted in Mangawhai starting to transition from a coastal town characterised colloquially as a retirement and holiday destination to the second largest town in the Kaipara District.

Over the next 30 years, the population of Mangawhai is anticipated to increase by over 7,000. In anticipation of this growth, the Council is cognizant that it should make provision for local civic facilities which are effective and future-proofed.

Table 1. Population Growth in Mangawhai					
Statistical Area 2 (Census 2018)	Population (2013)	Population (2018)	Population (2019)	Projected Population (2051)	Population change (2019-2051)
Mangawhai	507	936	1,060	2,828	1,768
Mangawhai Heads	1,239	1,995	2,184	4,675	2,490
Mangawhai Rural	1,398	2,100	2,298	5,215	2,917
Total	3,144	5,031	5,542	12,718	7,175

1_ Strategic Context - Introduction

In 2019, The Property Group was commissioned by Kaipara District Council (KDC) to produce a report to assist in decision-making for civic buildings in Kaipara, titled the Civic Buildings Strategy.

The report found that current Council office space, as well as the existing library in Mangawhai, are insufficient for the future needs of the community as it experiences continued growth over the next 30 years. This highlights the need for Council to proactively assess options for provision of civic facilities in Mangawhai which are sufficient to accommodate for the local population.

Existing civic facilities in Mangawhai, such as the Council offices and the library, are currently inadequate to meet the practical needs of their operation. The projected growth in permanent population across the Mangawhai area will result in more pressure on the existing community infrastructure. This will highlight the need for new and larger public amenities. Moreover, in 2018, Council had 121 staff, comprised of 112 full-time and 9 part-time staff. This is expected to grow to 190 staff across the district within the medium-term, with growth occurring predominantly in Mangawhai. The Civic Buildings

Strategy report found that this growth would require an additional office gross floor area (GFA) of 1,160m². The table below shows office area GFA required in Mangawhai.

Additionally, the Library and Information Association of New Zealand Aotearoa (LIANZA) recommends that libraries which service populations between 3,000 and 10,000 residents have a floor area of 700m². The Mangawhai Library is well below this area, at approximately 129m². Options for the establishment of a library should therefore include a minimum floor area of 700-1160m².

Table 2. Staff Increase Projections and Office Floor Area Requirements						
Location	Current Office FTEs	Medium Projected FTEs	Net Workstation Area at 13m ² per Person (Future FTEs)	Gross Area Including Approximate 30% Provision for Ancillary Areas	Current Floor Areas	Additional Office Areas Required to Accommodate Medium Term Growth
Mangawhai	48	102	1,326m ²	1,724m ²	564m ²	1,160m ²

1_ Strategic Context - Our Vision

*Kaipara District Council has adopted the vision “**Growing a Better Kaipara**”.*

To execute its vision, a key mission and community priorities have been developed which form the foundation for Council’s planning goals.

Amongst Council’s community priorities, three are of particular relevance to the Mangawhai Civic Precinct:

- *celebrating diversity*
- *vibrant communities, and*
- *being a trusted council*

Mission

Nurturing our people and place by inspiring a vibrant, healthy and caring community

Community Priorities

Celebrating Diversity – Our local heritage and culture are valued and reflected in the community

- Embrace our bi-cultural values, principles and practices
- Continue to build our iwi and hapū relationships
- Support and develop Māori economic potential
- Support public galleries, libraries, archives and museums

Vibrant Communities - Kaipara communities offer an attractive place to live and visit

- Connect our towns and communities
- Promote Kaipara as an attractive place to live and visit
- Create an accessible Kaipara
- Support key events
- Provide sufficient sports and recreation areas
- Continue to improve and upgrade Council public facilities
- Celebrate our two harbours and two coasts

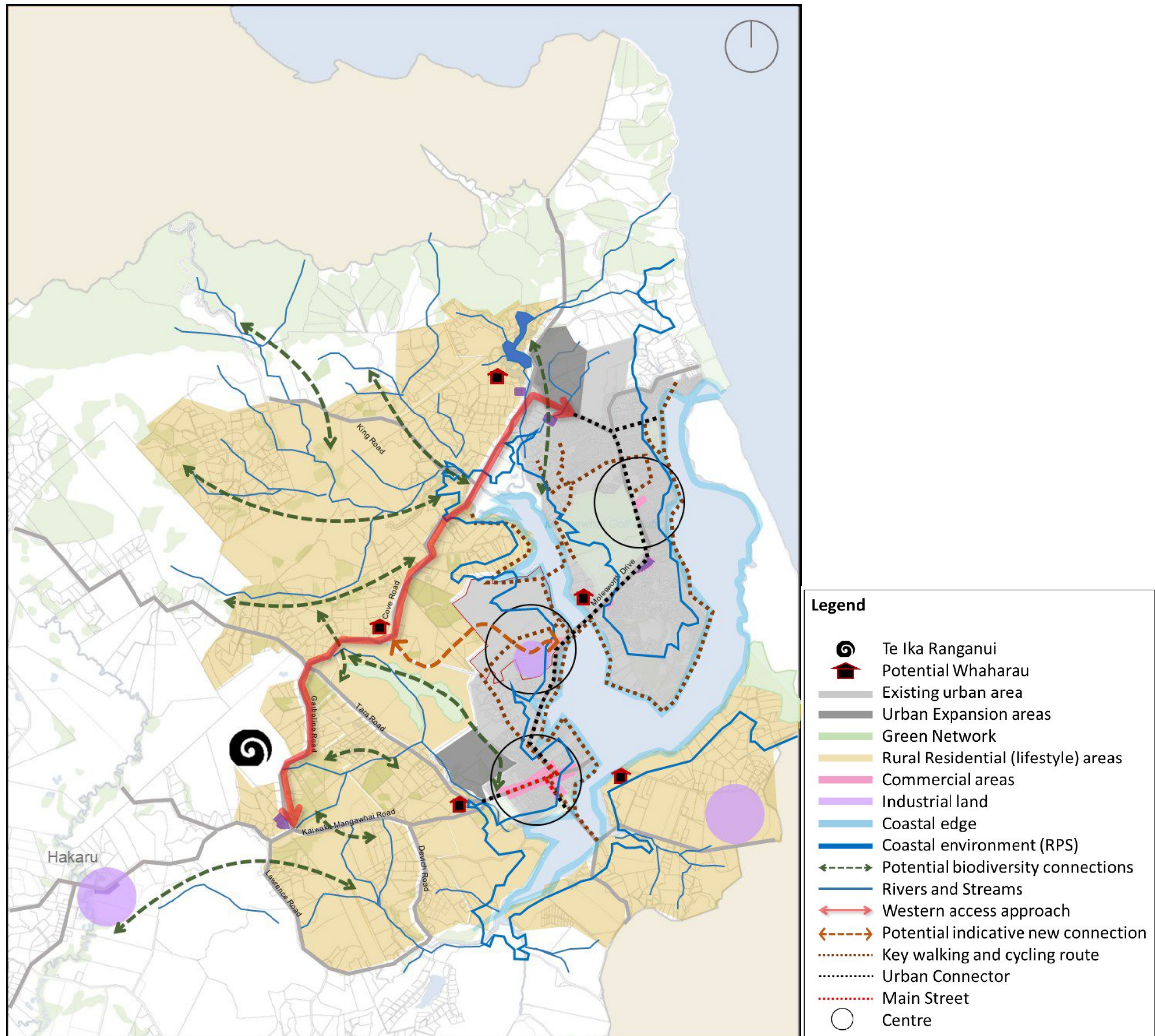
A Trusted Council - An open organisation working for our community

- Operate in a business-like manner
- Manage debt with a focus on a strong balance sheet
- Easy to do business with clear processes
- Consistent service delivery
- Friendly and welcoming
- Transparency in decision-making and reporting
- Fair to everyone

1_ Strategic Context - Mangawhai Spatial Plan

The Draft Mangawhai Spatial Plan seeks to provide a high-level 'spatial picture' of how Mangawhai could grow over the next 25 to 30 years, address the community's social, economic and environmental needs, and respond to its local context. It provides Kaipara District Council (KDC) with an effective and legible tool to move from vision to strategy, and from strategy to action by setting out specific, prioritised initiatives at the district and local level.

The adjacent spatial plan map shows the key moves of the Mangawhai Spatial Plan.



1_ Strategic Context -
Mangawhai Spatial Plan
Vision and Key Themes

The Mangawhai Spatial Plan is structured into seven Key Themes, identified as:

- 1. Natural Environment
- 2. Iwi and Cultural
- 3. Three Waters
- 4. Residential Character/Living Environment
- 5. Community
- 6. Employment
- 7. Transport

The adjacent Key Themes of Community, Employment and Transport are identified as the most relevant for the Mangawhai Civic Facilities Options Assessment. The identification of options for civic facilities in Mangawhai should consider their appropriateness for the needs of the community; their ability to synergise with the local economy; and how they contribute to the overall connectivity and activity around Mangawhai.

Mangawhai Spatial Plan
Vision

A cohesive Mangawhai community that:

- Respects its natural setting
- Offers diverse and affordable living and working choices
- Celebrates its iwi culture, its heritage and embraces the future

Key Themes of the Mangawhai Civic Facilities Options
Assessment

The following Key Themes of the Mangawhai Spatial Plan are most relevant for the Mangawhai Civic Facilities Options Assessment. Each of the Key Themes below has an associated main aim, as well as a series of recommended actions.

Community

Main Aim: Strengthen, enable and connect the local community through facilities and programmes.

Recommended Actions:

- Provide additional community facilities that continue to meet the needs of the growing and developing community
- Advocate for the provision of a secondary school
- Develop and implement a strategy to address the shortage in aged care facilities
- Support initiatives for a safer community.

Employment

Main Aim: Support the local economy, and attract more visitors, entrepreneurs, and employment uses.

Recommended Actions:

- Provide more local jobs for the sustainable economic well-being of Mangawhai
- Provide for additional employment land both for commercial activities and industrial activities
- Develop an employment and business attraction strategy to showcase Mangawhai’s comparative advantages.

Transport

Main Aim: Improve safe walking and cycling options, and manage vehicular traffic.

Recommended Actions:

- Increase connectivity and ease of movement within and around Mangawhai through upgrades of roads and bridges
- Improve walking and cycling conditions and connections.

1_ Strategic Context - Mangawhai Spatial Plan

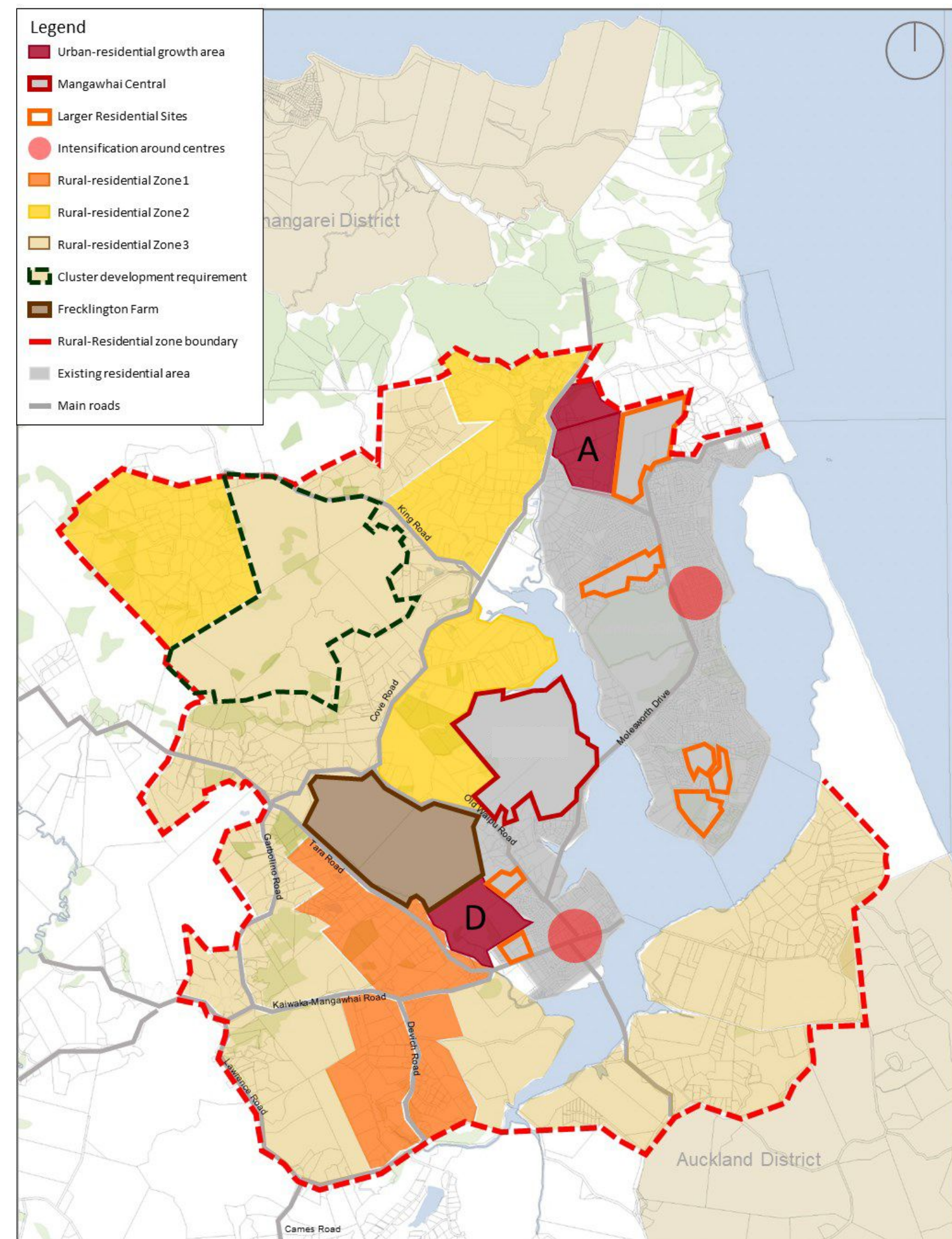
The adjacent map shows the preferred option (Option 6) for residential development according to the Mangawhai Spatial Plan.

The Mangawhai Spatial Plan identifies the area around the centres at Mangawhai Village and Mangawhai Heads as areas for residential intensification. However, Wood Street is subject to constraints and therefore has limited capacity for residential intensification apart from the Council flats located north of the Wood Street Shopping Centre.

The Spatial Plan recommends that existing residential zoned areas that are already developed be maintained at a similar character and intensity, apart from the ability to provide for minor dwellings.

Meanwhile, new urban residential growth is provided for on the outskirts of Mangawhai Village along Tara Road, and the northern end of Mangawhai Heads along Mangawhai Heads Road and Cove Road.

Mangawhai Central is identified as the preferred location for higher density housing.

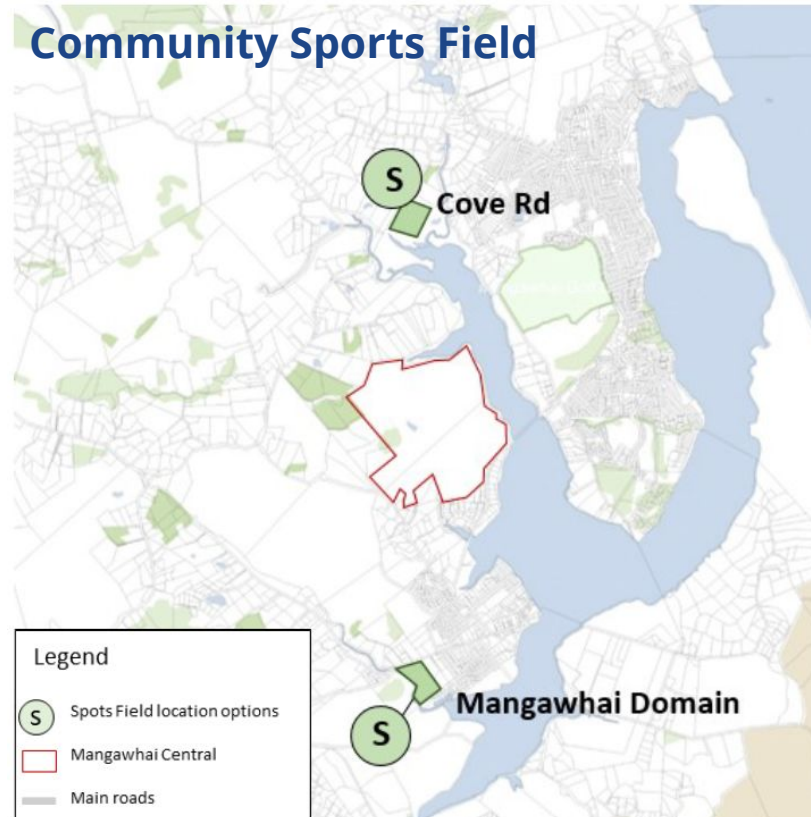


1_ Strategic Context - Mangawhai Spatial Plan - Community Facilities Options

The Mangawhai Spatial Plan identifies potential options for a community sports field, a library, and Council offices. It identifies the following factors as key considerations in assessing locational options:

- Accessibility
- Flood risk
- Clustering with other services
- Tsunami risk

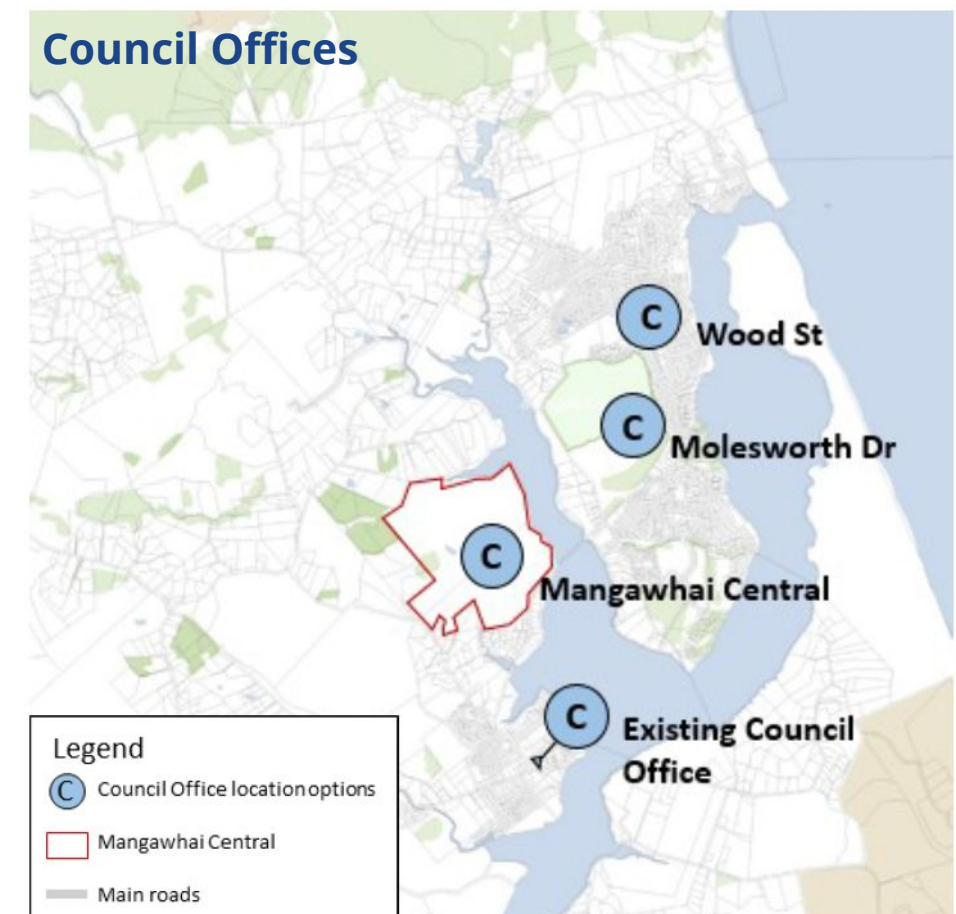
The draft Mangawhai Spatial Plan identifies the following options for community facilities:



- Mangawhai Domain
- Cove Road (near intersection of King Road)



- Retain existing library location (Mangawhai Village)
- Mangawhai Central
- Molesworth Drive (Mangawhai Community Park)
- Wood Street (Mangawhai Heads)



- Retain existing library location (Mangawhai Village)
- Mangawhai Central
- Molesworth Drive (Mangawhai Community Park)
- Wood Street (Mangawhai Heads)

1_ Strategic Context - Tsunami and Sea Level Rise

Mangawhai's location along the East Coast means that Council must consider the risk of a tsunami in the development of civic facilities. Modelling of tsunami risk conducted by NIWA in 2010 provides indications as to where future development is most appropriate.

Modelling conducted by NIWA indicates that parts of Mangawhai are subject to tsunami risk, particularly along the coastline at the inner reaches of the estuary, as seen in the inundation depth map. Figure 2 adjacent shows inundation modelling for a M_w 9.0 Tonga-Kermadec subduction zone scenario + 50cm of sea level rise, representing a worst case scenario for tsunami risk. The modelling shows that significant inundation is predicted over the beach and into the township near the estuary mouth. Extensive inundation is also predicted on the low-lying land to the south of the estuary. The NIWA maps have been used to manage appropriate RMA development levels.

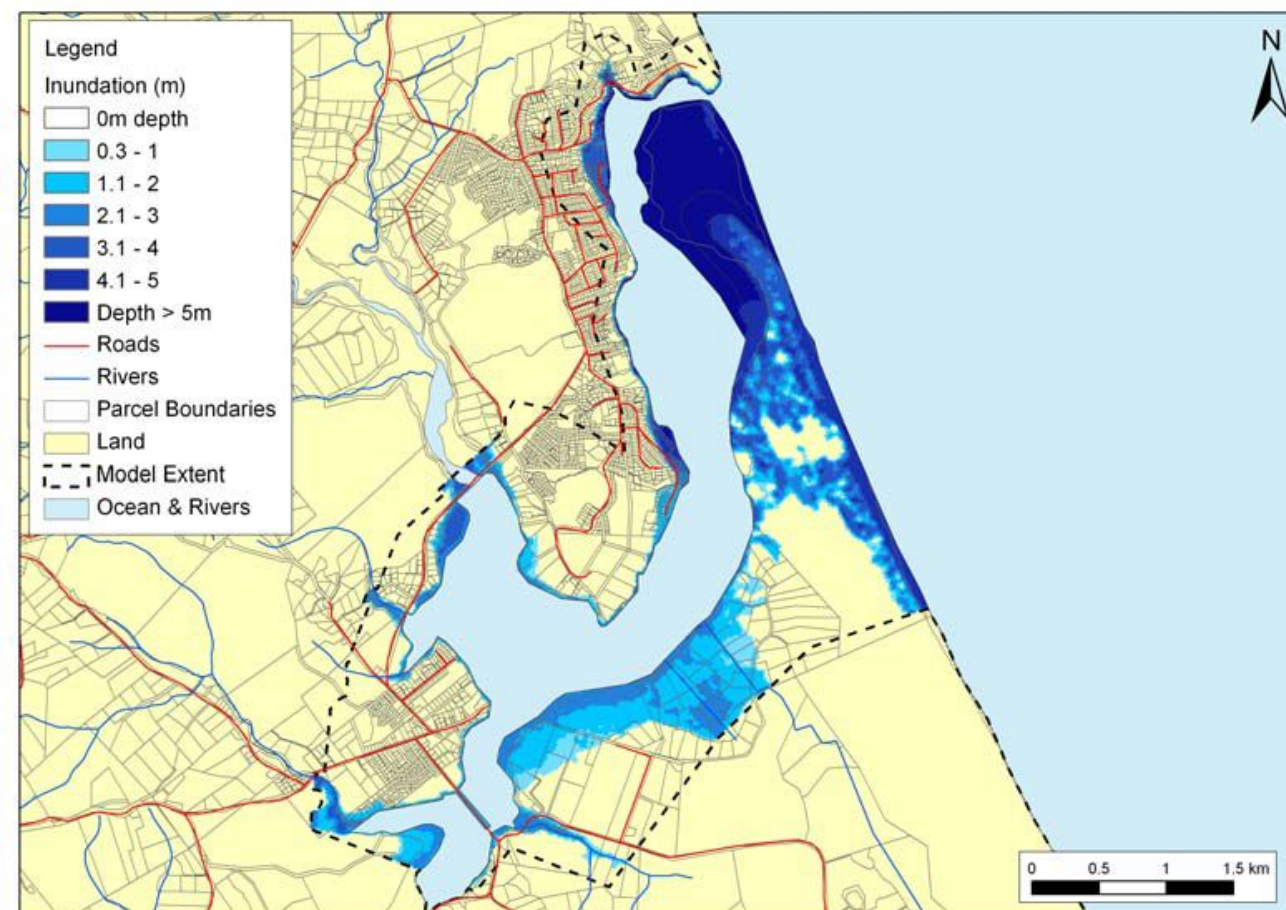


Figure 2. Maximum inundation depth for the Mw9.0 Tonga-Kermadec subduction zone scenario at MHWS + 50cm

Northland regional and district councils have recently modelled impacts on 1.5m sea level rise. This information is currently being peer reviewed and mitigation strategies prepared on how each Council might manage potential impacts. A revised tsunami modelling exercise to update the 2010 model based on sea level rise assumptions will need to be considered and could influence the final location or design of a civic facility in Mangawhai.

1_ Strategic Context - Tsunami and Sea Level Rise

Recent civil defence tsunami modelling conducted by GNS Science for Northland Civil Defence Emergency Management shows the evacuation zone in an tsunami event.

The Tsunami Evacuation Zones are maps that have been created for people living, visiting and working in the east coast coastal areas so that they are aware of where a modelled safe zone is or high ground.

The NIWA and GNS Science analysis are showing slightly different results for the Mangawhai area for different purposes. The GNS Science modelling is primarily for informing civil defence planning / preparedness.

Correspondence from NRC Civil Defence Manager is that the NIWA studies are more scientific but that the likelihood of an event should be taken into account. Design of buildings, parking and structures should incorporate the tsunami risk. This could entail:

- design in such a way to allow for evacuation to the roof of the buildings
- early warning systems such as sirens are installed
- clearly providing for evacuation routes are suitably marked.

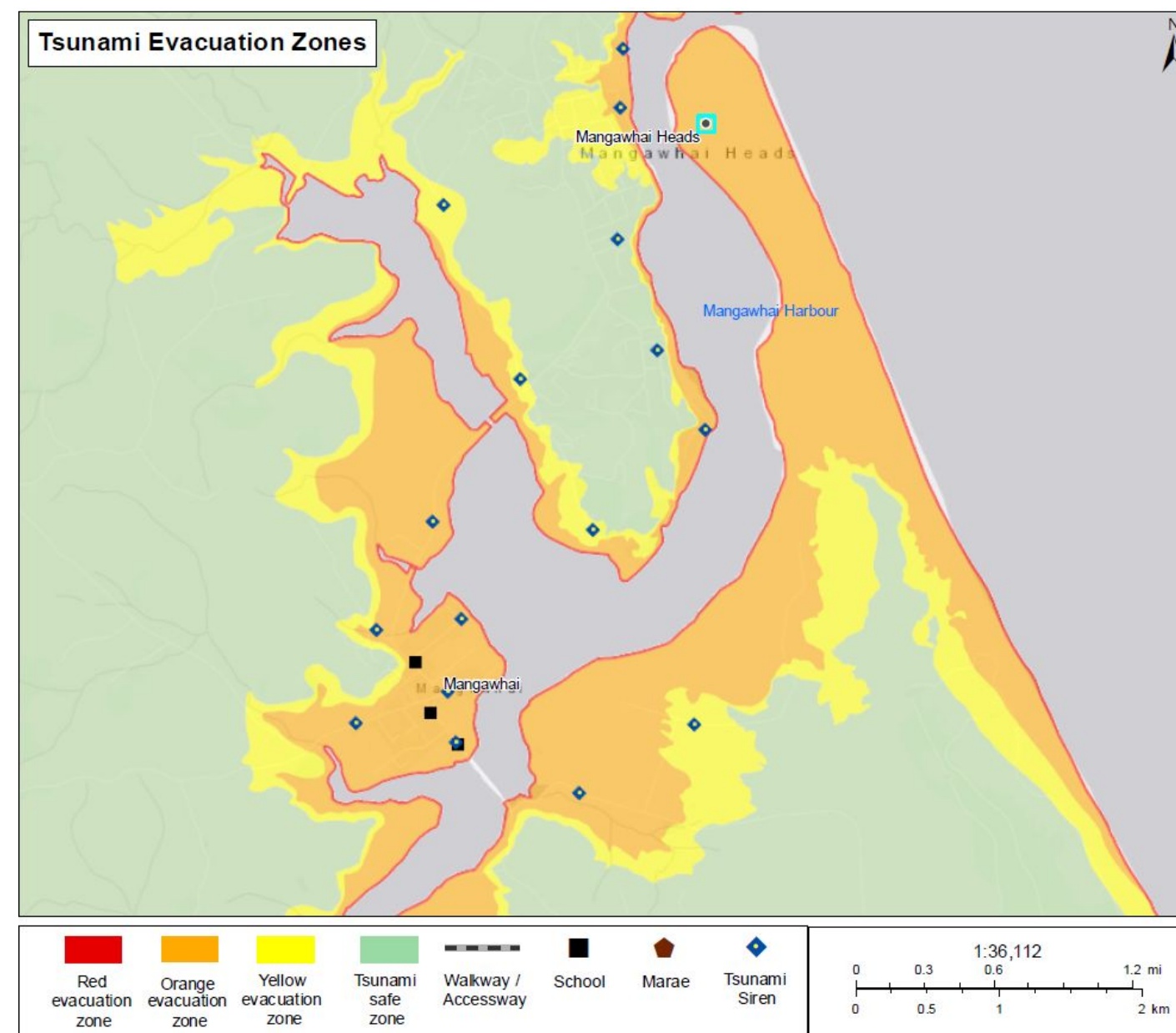


Figure 3. Northland Civil Defence Emergency Management Tsunami Evacuation Maps for Mangawhai

1_ Strategic Context - Kaipara Infrastructure Strategy

The Kaipara Infrastructure Strategy seeks to identify the significant infrastructure issues for Kaipara District Council over a 30-year period. This allows for the financial and implementation consequences of Council's vision, community priorities and strategies to be analysed, understood and integrated into the Long Term Plan.

The Infrastructure Strategy identifies four key programme responses to Kaipara's infrastructure challenges. Of these key programme responses, the "Northland to Auckland Corridor" and "Building Resilience Into Our Asset Network" are the most relevant for Mangawhai.



**Northland to
Auckland Corridor**



**Building Resilience Into
Our Asset Network**

Kaipara Infrastructure Strategy - Northland to Auckland Corridor

The Northland to Auckland Corridor involves a series of significant infrastructure projects to improve regional connectivity between Northland and Auckland. KDC is currently working alongside other councils, iwi and government agencies to coordinate the planning and infrastructure roll out of this growth corridor. This approach will seek to unleash the full potential of the Kaipara and Whangarei areas and improve connectivity with Auckland.

Legend

Kaipara District Boundary

Town Centre

Key Urban Area

Rail line

State Highway

Puhoi to Warkworth SH1 upgrades

Indicative route for northern motorway extension to Wellesford

Auckland to Northland Corridor

Secondary connection to Mangawhai

Train Stop

Boat Ramp/Wharf

Recreation/Mountain Biking

NOTE
The size of the centres are based on the population size



Kaipara Infrastructure Strategy - Enabling Resilience in Mangawhai

This map shows how infrastructure is connected through Kaipara’s towns, villages and settlements. Mangawhai relies on services provided by the rest of the district, as well as neighbouring districts at Whangarei and Auckland. For example, Warkworth is a key service centre for Mangawhai, medical facilities are available in Wellsford, and retail/commercial opportunities are available in Whangarei and Auckland.

Mangawhai presents an opportunity to bring the wider eastern Kaipara community together for civic and community events, such as galas, concerts, library and civic events.

Legend

-  Town Centre
-  Building Resilience



2_ Mangawhai Centres

2_ Mangawhai Centres

Three commercial centres have been identified as key growth areas:

- Mangawhai Village,
- the upcoming Mangawhai Central development
- Mangawhai Heads

Mangawhai Heads gateway is not specifically a 'centre', but a mix of industrial, retail, tourism and open space activities alongside the Molesworth Drive entrance to the Mangawhai Heads residential area. It has been considered in the assessment as it is one of the few areas in the town that is outside the tsunami evacuation zone.

This options assessment considers the context of each centre and its suitability to accommodate for new local civic facilities.



**Mangawhai Village
(Moir Street)**



**Mangawhai Central
(Upcoming township development)**



**Mangawhai Heads Gateway
(including the Mangawhai
Community Park)**



**Mangawhai Heads
(Wood Street)**

Mangawhai Village - Overview

Mangawhai Village is the historic gateway into the wider Mangawhai community, offering a variety of retail, education, hospitality, civic and office functions.

Due to a lack of masterplanning, the village is largely reliant on private development to bring about positive urban outcomes.

Mangawhai village is the historic gateway into the wider Mangawhai community. The village centre is focused around Moir Street and Molesworth Drive. The rural community of Hakaru lies 7km immediately westward via Kaiwaka Mangawhai Road. A further 7 km south-west from Hakaru is Kaiwaka, situated along State Highway (SH) 1.

Mangawhai Village offers a mix of retail, industrial, education, tourism hospitality, civic and office functions. Popular hospitality venues include Bennetts Chocolatier and Cafe, and Mangawhai Tavern. The retail and shopping area located along Molesworth Drive also includes the Council offices. The kindergarten and primary school are located towards the south along Insley Street. The community library and hall are housed within the same building on the corner of Moir Street and Insley Street, dating back to the early 19th century. It is also the site of the thriving Saturday markets. Mangawhai Domain is located 700m westward from the main centre along Moir Street, which is the primary sports field in the wider community and is owned by a community trust.



Figure 4. Mangawhai Village Shops and Mangawhai Hall in the background

Mangawhai Village - Development Potential

There is potential to establish improved civic facilities within the historic village centre which could attract gravitas and activity to the area, alongside other placemaking & public realm upgrades.

Currently, there is no unifying masterplan to determine the direction for which Mangawhai Village could develop. The draft spatial plan indicates expanding the commercial zoning along Moir and Insley Streets. There is potential to review the zoning to go grow upwards and support a mixed use style village. The village at present is therefore largely reliant on individual private developments to improve upon the existing situation, such as the successful development of Bennetts Chocolatier and Cafe.

The village is located upon a junction where several arterial roads converge, including traffic from the State Highway network. During the summer holiday period, traffic tends to build up, creating congestion through the village. Council is currently investigating the potential to establish roundabouts on Moir Street, which was identified in the Mangawhai Community Plan as a key priority. This intervention coupled with a shared path project are part of the suite of interventions to address the transport solutions needed for the village.

There is good development potential to create more diversity of activities in the village including more office, hospitality (especially near the tavern) and fine grain retail. The vacant land parcel between Dune View Drive and Moir Street provides potential for the establishment of civic facilities at Mangawhai Village. Council offices and library in this location could add considerable gravitas and attract flow on retail spend and activity in the village.



Figure 5. Options for Roundabouts on Moir Street



Figure 6. Possible Mangawhai Village expansion (draft Spatial Plan)

Mangawhai Central - Overview

Mangawhai Central is an upcoming planned large-scale development across 130ha which connects Mangawhai Village and Mangawhai Heads. The development seeks to provide a mix of activities, including residential, commercial, industrial, education and medical services.

The Kaipara District Plan set out the initial vision for development in Chapter 16 - Estuary Estates, though a Private Plan Change has been lodged to facilitate the objectives of the development. So far, resource consent has been granted for the development of a supermarket, as well as for subdivision for commercial and industrial activity.

Mangawhai Central is comprised of approximately 130ha of zoned greenfield land located on the upper Mangawhai Harbour accessed from Molesworth Drive. The proposed development will be located roughly 1.5km north of Mangawhai Village, and 2.5km south of Mangawhai Heads.

Initial concept plans indicate that residential development will take place immediately north of Molesworth Drive, which will see two roundabouts established as gateways into Mangawhai Central. Residential development would be comprised of a ring of medium-to-high density housing organised around a central park. This

would then transition to more lower density housing. The neighbourhood would be complemented with provision of commercial activity, acting as a buffer to light industrial activity towards the south. A school is also proposed to be established to the south, with roads to be constructed to the north-west to unlock further potential for development in the future.



Figure 7. Concept Illustration for Mangawhai Central

Mangawhai Central - Development Potential

There is potential for Council to acquire land or a development agreement at Mangawhai Central to establish civic facilities as part of the upcoming commercial, industrial and residential development.

Mangawhai Central Limited have been granted resource consent for a supermarket and 15 lot subdivision for industrial and commercial development, among other consents relating to earthworks and signage. However, there are no approved plans for residential development - any indication of residential development potential is so far limited to what has been provided for in concept plans.

Private Plan Change (PPC) 78 for Mangawhai Central has been lodged and notified, and is being heard between November 2020 - February 2021. The plan change seeks to replace the rules and planning requirements, which have been in place since 2008, with proposed best-practice provisions that can enable sustainable growth. Mangawhai Central Limited have requested that the provisions of Chapter 16 be updated to enable a sustainable, environmentally resilient development that meets Mangawhai's present and future needs. It also seeks to rezone the subject area within the Estuary Estates Structure Plan. The decision on the PPC is anticipated to be released in February/March 2021. Amongst the changes proposed in the PPC, it is proposed to have a rule removed which limits the number of new houses to 500, to allow for over 1500 within Mangawhai Central. However, public submissions have been unanimously opposed to the removal of the dwelling limit (198 out of 208 submissions in opposition).

The acquisition of land or a development agreement within commercial zoned land at Mangawhai Central could enable Council to establish key civic facilities for future community use at this new town centre. If the Council was to locate their office and library facilities in this area, the additional placemaking benefits and retail spend would provide a positive boost for any new businesses in the nearby commercial centre.

Mangawhai Central - Form and Function Map

The adjacent map shows the land use configuration anticipated in the Mangawhai Central plan change area.



Figure 8. Mangawhai Central Plan Change Land Use

Mangawhai Heads Gateway + Community Park - Overview

Mangawhai Heads gateway is located between Mangawhai Village and Mangawhai Heads, and accommodates major community assets/facilities, industrial activities and is a local tourism attractor. Mangawhai Community Park offerings include walking tracks, mountain biking tracks, the Mangawhai Activity Zone and the Museum, while there are also key services, namely the ambulance and fire stations.

Mangawhai Community Park is situated along Molesworth Drive between the centres of Mangawhai Village and Mangawhai Heads. The Mangawhai Community Park comprises roughly 33ha of predominantly forested land, populated with key community activities and facilities.

Mangawhai Community Park is a key destination location within the wider Mangawhai community, as well as tourism draw, offering activities such as walking tracks, mountain biking tracks, the Mangawhai

Activity Zone and Mangawhai Museum. The local ambulance station and fire station are also located within a emergency sector of the park. Additionally, adjacent to the Mangawhai Community Park is the golf course, Mangawhai Bowling Club, The Club, the Mangawhai Information Centre. The ongoing development of the Community Park continues to inform the growth and development of the Mangawhai community.



Figure 9. Mangawhai Activity Zone, Mangawhai Community Park

Mangawhai Heads Gateway - Development Potential

The Mangawhai Community Park Master Plan sets out the vision and objectives for the Community Park, providing key guidance for its future development.

The Mangawhai Heads gateway central location, coupled with its offering of activities, does provide potential to include new Council civic facilities.

The **Mangawhai Community Park Master Plan** sets out the objectives for the Community Park, with the following objectives:

- 1. Future use and development of the Park will encourage the wider community to use the Park*
- 2. In keeping with the concept of free and unencumbered use, purely commercial activities will not generally be permitted*

The Park will be managed by the community for the community - an advisory group called “Friends of Mangawhai Community Park” drawn from the Mangawhai community will be formed. Members will be voted on at an annual public meeting. This group will have a management role.

The Park overall will be governed by Council in partnership with local people - a governance group will be formed consisting of two Councillors (Commissioners) and the Chair of the Friends group, with one other member from the community appointed by Council.

The land will be legally protected and preserved for public use.

It should be noted that in recent times the park has accommodated considerable new activities, especially in the corridor between the bridge and the Mangawhai Club. This has somewhat changed the nature of the park where there is more built form and active recreation, emergency and tourism facilities.

The land around the Community Park along Molesworth Drive, particularly opposite the Museum, and around the Mangawhai Activity Zone, offers potential for the Council to establish civic facilities which could anchor the Community Park for further community based activities. The management plan for the community park did not envision office based activities so that plan would have to be revised if Council were to pursue a location for office facilities.

KANUKA FOREST
 TALL KANUKA
 WASTE CARE
 WETLAND
 GEORGE MORZ HISTORIC SITE
 EXISTING RADAKA PINE FOREST
 MAZ
 SANDSTONE TRILLY
 POHUTUKAWAS
 ASTELIA TRI-NERVIA
 SUMMIT LOOKOUT
 NATIVE FUNGI GROWTH AREA
 GOLF CLUB
 BOWLING CLUB
 EXISTING WETLAND
 POSSIBLE PARK ACCESS POINT
 EXISTING EUCALYPT FOREST
 PROPOSED FIRE STATION
 PROPOSED ST JOHNS
 EXISTING MAZ GOLF PARKS
 PROPOSED PUBLIC WQ
 FUTURE ROAD WIDENING SHOWN IN LIGHT GREY
 EXISTING SKATE PARK
 POSSIBLE PARK ACCESS POINT
 EXISTING EUCALYPT FOREST
 PROPOSED SCULPTURE TRAIL
 PROPOSED WALKWAY FEATURE
 POSSIBLE PARK ACCESS POINT
 PROPOSED SCULPTURE POND OVER EXISTING WETLAND
 PROPOSED HISTORIC VILLAGE
 MUSEUM
 THERMA ROAD
 MOLESWORTH DRIVE

INFORMATION

Resilio Studio | AR+Associates

Mangawhai Heads - Overview

Mangawhai Heads is the northern gateway into Mangawhai, located at the estuary coast opposite the sandbar to the East Coast.

Retail and commercial activity is clustered around Wood Street, which has potential to accommodate for new civic facilities for Mangawhai.

Mangawhai Heads is the northern-most developed part of the Mangawhai Community, located near the estuary entrance, separated by the sandbar out to the ocean. Mangawhai Community Park is located roughly 2 km southward, and Mangawhai Village located another 3km south after that. When coming from the north (e.g. Waipu, Langs Beach), Mangawhai Heads is a gateway into the Mangawhai community via Mangawhai Heads Road.

The centre is focused around Wood Street, which offers neighbour centre scale commercial and retail activities, including food outlets, a Four Square, some retail shops and a petrol station.

The Mangawhai Heads Reserve is located at the northern tip of the coastline, offering a sprawling view out to East Coast.



Figure 11. Wood Street Shops, Mangawhai Heads

Mangawhai Heads - Development Potential

Recent tactical urbanism interventions have been trialled at Woods Street, yielding positive results which could see Mangawhai Heads embracing a new pedestrian-friendly urban character.

The site of the old fire station offers the best potential for the location of civic facilities at Mangawhai Heads.

No master plan has been prepared for Mangawhai Heads, however, tactical urbanism interventions have been trialled along Wood Street to create a pedestrian-friendly environment and address issues around congestion.

From December 2019 to February 2020, Council worked with the Mangawhai Business Association to trial tactical urbanism interventions on Wood Street to improve congestion issues and create a pedestrian-friendly environment in the centre. The intervention included:

- Making Wood Street one-way
- Defining and marking footpath routes that were previously ambiguous or missing
- Time restrictions for car parking on Wood Street
- Opening a temporary parking area on Council land at the end of Fagan Place
- Providing a logical wayfinding system for residents and visitors to navigate the township safely from the new parking area

The intervention was met with largely positive feedback. \$455,000 has been granted by the NZTA to continue testing options for Wood Street.

The latest interim design will be implemented for testing in December 2020 for 12-18 months.

A possible civic facility site at Mangawhai Heads is at the old fire station site. The business association and Wood Street businesses are undertaking a trial over the same land with the future intention of car parking to support local businesses.



Figure 12. Interim Tactical Urbanism Design for Wood Street - December 2020

3_ Options Assessment

3_ Options Assessment - Mangawhai Civic Facilities - Development of Assessment Criteria

The adjacent section is a summary of the considerations which Council will factor in when deciding on the location of Civic Facilities in Mangawhai. The source of this research is mainly from journal articles, research papers and books - Refer to Appendix B for references

Push and Pull Factors in Determining Civic Facility Localities

- Minimise the distance between users and facilities to enhance accessibility and efficiency. This is often seen as a deciding factor for individuals and firms in deciding their own locations.
- The decisions about residential mobility and housing location choices are usually influenced by push and pull factors (**Figure 10**). For example, household characteristics in relation to children and education level are significantly related to the travel distance of users.
- Mistakes in site selection can result in suboptimal potential, effectiveness and equity of service. Furthermore, suboptimal location can mean reduced access and reduced user patronage.
- Locational pattern of library systems significantly affects library use just as it does retail. Public libraries provide goods that must be travelled to on an individual basis. Because the public library is mandated to provide equitable, efficient and effective serviced based on an analysis of the community, it is important that there is adequate spatial distribution of facilities to meet the goals of the community.

For this reason, libraries should be planned for whilst factoring in the following:

- Community **demographics** and information **needs**
- The **proximity** of the library site to prospective users
- The presence of **surrounding libraries** (if any)
- The elasticity of **user demand**
- The **accessibility** of the location

Conclusions

- Facilities should be located where highest densities of populations are anticipated to be located in Mangawhai.
- Consideration should be given to the two-way relation between residents and businesses of Mangawhai when deciding locations of civic facilities.
- Long-term effects of possible library locations should be taken into account, as it is a major investment and commitment of public funds. Additionally, library localities should consider the surrounding demographics and overall demand for the library.
- Consider the delivery and movement patterns of people and books as a factor in locating a local library.

3_ Options Assessment -
Mangawhai Civic Facilities -
Assessment Criteria research

According to research, neighbourhood facilities have an effect on households' satisfaction. The decisions about residential mobility and housing location choices are usually influenced by push and pull factors. The Tiebout Location theory emphasized that individuals "vote with their feet" for the combinations of amenities and disamenities they

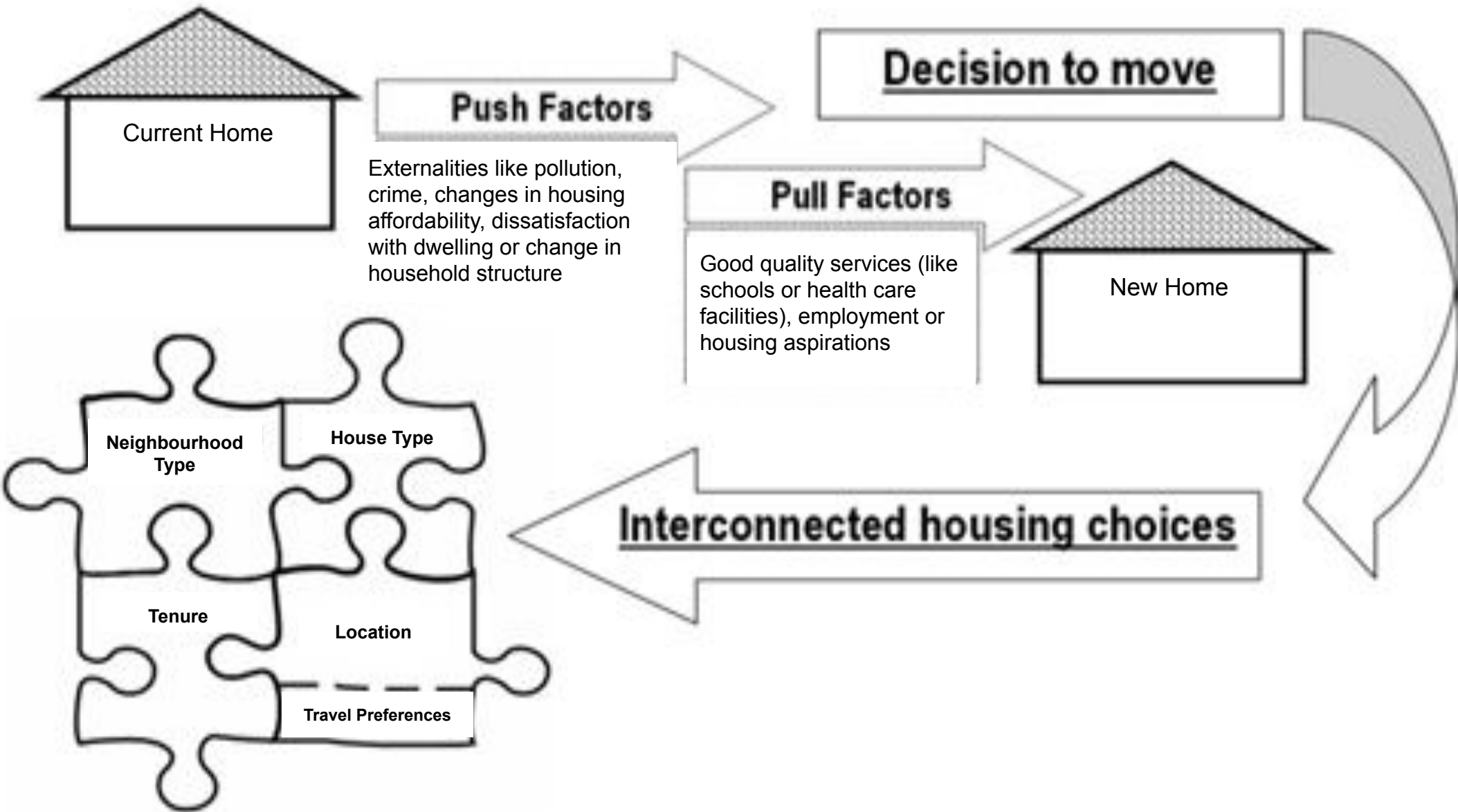


Figure 13. Stages in Residential Decision Making

3_ Options Assessment - Mangawhai Civic Facilities - Strategic Objectives

The following strategic objectives informed the options assessment conducted in the Civic Buildings Strategy, produced by The Property Group in 2019. These strategic objectives have been used to help develop the assessment criteria for this options assessment.

In addition, Council's Community Advisor assisted with meeting with Mangawhai Volunteer Librarians to gauge their thoughts on the shortcomings of the current facility and their thoughts on what could be included in a future library design and location. This information can be found in Appendix A.

KDC Strategic Objectives for Office Accommodation

- Are fit-for-purpose for Council's operational needs
- Help provide an environment to attract and retain staff
- Improves the ability to have shared, short-term workspaces (hot-desking) where staff work regularly between two offices
- Improve the current dispersed nature of Council's offices - which currently pose health and safety implications due to extensive travel for Council staff

KDC Strategic Objectives for Council Libraries

- Are fit-for-purpose for Council's operational needs
- Address the gap for and combat deprivation in the community
- Improves community cohesion through hubbing and multipurpose facilities and programmes
- Improves community accessibility to knowledge centres

3_ Options Assessment - Mangawhai Civic Facilities - Assessment Criteria

Assessment Criteria:

1. Investment Objectives - relevant spatial plan key moves (facilities that meet growing needs and contribute to business attraction), community priorities and strategic objectives
2. Risk Considerations - political, environmental, social, community perceptions, technical, safety impacts (incl tsunami and natural hazards), financial impacts, legal and achievability
3. Business Needs - accessible to all and encourages alternative travel modes, enhances economic development opportunities, boosts social inclusion and participation, builds resilient communities and clustering of other community activities
4. Dependencies - commercial development opportunities and attractiveness to external funders

3_ Options Assessment - Mangawhai Civic Facilities - Longlist to Shortlist

Longlist to Shortlist Options

1. Do nothing (for comparison reasons)
2. Additions to the existing library at Mangawhai Village and retain use of the leased office facilities
3. Utilise the old fire station on Wood Street and purchase adjacent property for additional parking/future growth space
4. Mangawhai Heads gateway:
 - a. Develop the land next to the Fire Station for a combined library and Council office building
 - b. Purchase the industrial zoned vacant land opposite the museum (corner of Molesworth and Estuary Drives) for a Council building and library
5. Acquire vacant commercial land at Mangawhai Village (corner of Molesworth Drive and Moir Street) for a combined library and office building, village green and mixed use commercial or community space. Locate civil defence facility next to fire station at the Community Park and seek cooperation agreement
6. Acquire land near the estuary on Mangawhai Central retail zoned land for civic facilities and future community uses

Context Map



3_ Options Assessment - Mangawhai Civic Facilities - Option 2 - Additions to Existing Library

Options 2 - Discounted

Description - Additions to the existing library at the village and keep using the leased office facilities

Pros

- Low cost solution for medium term
- No land acquisition
- Close to primary school, village amenities and other community uses

Cons

- Limited space to develop (at Hall site)
- Limited car parking at Hall site
- Site constraints with historic hall and busy intersection point
- Limited lease space in existing building



3_ Options Assessment - Mangawhai Civic Facilities - Option 3 - Utilise Old Fire Station

Option 3 - Discounted

Description - Utilise the old fire station site off Wood Street and purchase adjacent property for more parking/future growth space

Pros

- Medium cost solution for the medium term
- Supports Wood Street retail and close to other community uses
- Services the North Mangawhai community well

Cons

- Limited space to develop further other than for expected needs
- Wood street shops are a constrained traffic and parking environment
- Multiple story office building may not be appropriate for this neighbourhood centre
- Is not centrally located so south and central Mangawhai communities are more likely to drive rather than walking and cycling



3_ Options Assessment - Mangawhai Civic Facilities - Option 4a - Mangawhai Heads gateway

Options 4a - Shortlist (less ambitious)

Description - develop the land next to the Fire Station for a combined library and Council office

Pros

- Medium cost solution for the medium term
- Close to emergency services for Civil Defence response
- More centrally located than Wood Street option
- Close to other community activities in the Mangawhai Community Park
- Outside the coastal inundation and tsunami risk evacuation zone

Cons

- Limited space to develop further without cluttering community park
- Office building is not compatible with overall vision and objectives of the community park
- Molesworth Drive is a busy road to the main surf beach. It would therefore need to be calmed considerably for walking and cycling to be encouraged to the facilities



View from Street



View from Street



3_ Options Assessment - Mangawhai Civic Facilities - Option 4b - Mangawhai Heads Gateway

Option 4b - Shortlist (less ambitious)

Description - acquire the industrial zoned vacant land opposite the museum (corner of Molesworth and Estuary Drives) for a Council building & library plus additional community uses.

Pros

- Higher cost solution for the medium-long term growth
- More centrally located than other Mangawhai Heads options
- Could be developed alongside a mixed use commercial or community offer
- Outside the coastal inundation and tsunami risk evacuation zone

Cons

- Office buildings are not envisioned within a industrial zoning so maybe a difficult consent approval or future plan change within District Plan review
- Limited benefits for other businesses located nearby and could be seen to be outside the main commercial centres of the Village, Central and Woods Street.
- Molesworth Drive is a busy road to the main surf beach. It would therefore need to be calmed considerably for walking and cycling to be encouraged to the facilities



Option 4b
Mangawhai Heads
Gateway
Bulk & Location
High level
concept



3_ Options Assessment - Mangawhai Civic Facilities - Option 5a & 5b - Acquire Land at Mangawhai Village

Option 5a & 5b - Shortlist (ambitious)

Description - acquire vacant commercial land at Mangawhai Village for a combined library and office building, village green and mixed use commercial or community space. Locate civil defence facility next to fire station and seek cooperation agreement.

Pros

- High cost solution for the long term growth
- Close to other community and education uses
- Services the new Mangawhai Central and Cove Road rural residential growth communities
- Provides a secure anchor office building for the Village
- Could be developed alongside a mixed use commercial, community or open space offering

Cons

- Within the tsunami risk evacuation zone (could be a building that withstands a tsunami and is able to be used in the response)
- 5a owned by Mangawhai Central developers (5b option is not owned by these developers)
- Higher cost to purchase as in a commercial zone



Option 5a
Mangawhai Village
Bulk & Location
High level
concept



Option 5b
Mangawhai Village
Bulk & Location
High level
concept
(back up option)



3_ Mangawhai Civic Facilities - Option 6 - Acquire Land at Mangawhai Central

Option 6 (more ambitious)

Description - acquire land near the estuary on Mangawhai Central retail zoned land for civic facilities and future community purposes.

Pros

- High cost solution for the long term growth
- Close to future Mangawhai Central community and possible secondary education site
- Introduces diversity into the Central town centre with anchor office building to compliment the retail offerings
- Could be developed alongside a mixed use commercial, community or open space activities

Cons

- Within the tsunami risk evacuation zone (could be a building that withstands a tsunami and is able to be used in the response)
- Higher cost to purchase as in a commercial zone
- Community may not be comfortable with Council acquiring land in a controversial development



Option 6 Mangawhai
Central Bulk &
Location high
level concept



Scale: 1_500 @ A3



Mangawhai Central
Proposed Location

KEY

(A)

Library (Ground floor)

(B)

KDC Office (Ground floor)

(C)

Carparking

(D)

Public Space

(E)

Other offices (first floor)

4_ Next Steps

4_ Next Steps

The following is a series of steps that Council could consider for firming up the options around the civic offices and library land, planning and future development around the civic offices and library land, planning and future development.

1. Agree on a location that best fits the strategic needs for the community and the organisation's future growth / aspirations
2. Undertake property due diligence and high level consenting analysis on the development risks
3. Begin confidential property negotiations on the acquisition / development of the land
4. Negotiate the first buyer option for the property or development agreement
5. Include land acquisition / development agreement costs within the 2021-2031 Long Term Plan
6. Organise a funding strategy to assist with raising the necessary funding including development contributions, external funding providers and other fundraising mechanisms
7. Undertake concept design and community consultation to gather community feedback
8. Seek resource consent and final funding commitments
9. Construct building and transition from existing sites into new premises
10. Arrange opening event and blessing

It should be noted that Council does not need to commit significant development funds for these facilities in the short term. The staging of this can occur in a period that best fits with other Council investment priorities.

5. Appendix A

Mangawhai Volunteer Librarians
feedback



Figure 14 Mangawhai Library layout

Currently available in the existing site	Not currently available
<ul style="list-style-type: none"> Approximately 1000 members Free wi-fi Funding is from a council grant for operational costs and the collection of books, etc. Reliance on volunteers Access to a toilet is through the hall next door High level of foot traffic including school families Limited operating hours Access to books from Dargaville Library Weekly visits from the library team and support from manager 	<ul style="list-style-type: none"> Space for activities or increased supply Publicly accessed computers Holiday programmes or groups (e.g. story time for young families/ wriggle and rhyme) Specialist librarians e.g. youth Public access toilets Full-time Operating hours
Going Forward (positive options)	Challenge or negative impact/risk
<p>Village Location</p> <ul style="list-style-type: none"> Library facility in the Village may be possible to build earlier than a larger shared council/community facility. Village location retains a hub in the village. Gives it “cred”. Close location to the primary school – high use from families with children. Potential to offer more activities/learning space that could be used during and after school. 	<ul style="list-style-type: none"> Stand- alone, with some space for meeting rooms or upstairs but no cross-over of council staff e.g. joint reception/customer services.
<p>Mangawhai Central location</p> <ul style="list-style-type: none"> Could offer a larger facility and more parking. Shared facility with multiple users 	<ul style="list-style-type: none"> Distance for people to travel – increasing in car use for both Village and Heads based members. Length of time to be funded/built or exact location
<p>Mangawhai Community Park</p> <ul style="list-style-type: none"> Option to be near the Museum would make sense – information services and foot traffic. 	<ul style="list-style-type: none"> Not seen as a strong contender if at the other end of the park. Distance from school and Village users – reliance on cars.
<p>Would like to have access to:</p> <ul style="list-style-type: none"> Option for outdoor space would be good (deck area) Exhibition Space Computers in the main area Meeting room(s) (Wellsford Library set up is seen as a good model) Toy library Space (co-located) Happy with the library becoming council run and staffed. Would like to retain some role for volunteers Public accessible printing 	

5. Appendix B

Kaipara District Plan Planning Capacity Overview

Definitions

Community facility – Land or building used for community or public use and run on a not-for-profit basis. It includes places used for the gathering of people for recreation, worship, cultural and spiritual instruction, public halls, education facilities and libraries. It does not include any of the following:

- Entertainment facilities
- Healthcare services

Commercial activity – The use of land and buildings for the display, offering, provision, sale or hire of goods, equipment or services, and includes shops, markets, showrooms, restaurants, take-away food bars, professional, commercial and administration offices, service stations, motor vehicle sales, visitor accommodation, the sale of liquor and parking areas associated with any of the above.

Places of assembly – Any building and/or land used for public and/or private assembly or meeting of people, including marae, libraries, churches, halls, clubrooms, community centres, child care facilities, educational facilities, health care facilities, conference centres, chartered clubs and premises with a club license and other similar establishments, including outdoor recreation facilities, but excludes motorsports. Places of assembly shall also include recreation and entertainment facilities such as badminton and squash courts but not amusement centres.

Requirements

With the Rural, Residential and Business Commercial and Industrial zones, **commercial activities** are **permitted**, provided that they comply with the relevant performance standards, at which the point the activity becomes **restricted discretionary**.

Community facilities are not expressly prohibited in the KDP, and are able to be established provided that they comply with the relevant performance standards. For example, building height is generally restricted to 10m, with some exceptions. Namely, building within an overlay are restricted to 8m, while buildings within the Business Commercial and Industrial zone are permitted to go up to 12m.

The following car parking requirements apply according to Appendix 25C (Parking, Loading and Manoeuvring Standards):

- Commercial/office – 1 per 40m² GFA
- Places of assembly – 1 per every 5 persons the facility is designed for, provided that where a church and hall are erected on the same site the maximum requirement shall be the maximum requirement for the church or hall, whichever is greater
- Other buildings for Social, Cultural or Recreational purposes (including Grandstands) – 1 per every 4 persons the facility is designed for

5. Appendix C

References

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