

## Appendix J – Consultation Report



# Whanganui District Council

## Mill Road Manufacturing Zone

### Stage 1 Consultation Report

August 2018



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# 1. Introduction

## 1.1 Purpose of this report

Whanganui District Council (WDC) commissioned GHD to prepare a Structure Plan for an area on the outskirts of Whanganui known as the Mill Road Manufacturing Zone. The area has been zoned to provide for industrial / manufacturing development since the 1980s, but to-date, little of the site has been developed for industrial purposes. This is considered to be due, in part, to the lack of infrastructure available to support development.

The purpose of the Structure Plan is to provide an integrated approach to the development of the Mill Road Manufacturing Zone. It considers the physical constraints of the site and ensures that appropriate infrastructure can be provided to accommodate future growth needs.

In line with the agreed approach to consultation around the Structure Plan, GHD met with landowners within and immediately adjacent to the Mill Road Manufacturing Zone. GHD also canvassed the major utility providers to the site. This consultation has been carried out to inform the further development of the Structure Plan.

The purpose of this report is therefore to summarise the finding of this consultation and provide recommendations to WDC as to how it should proceed with the Structure Plan's development and further consultation.

## 1.2 Scope & limitations

This report excludes any reference to consultation with iwi, Aranui School or local political stakeholders, as the engagement of these stakeholders is being led by WDC directly.

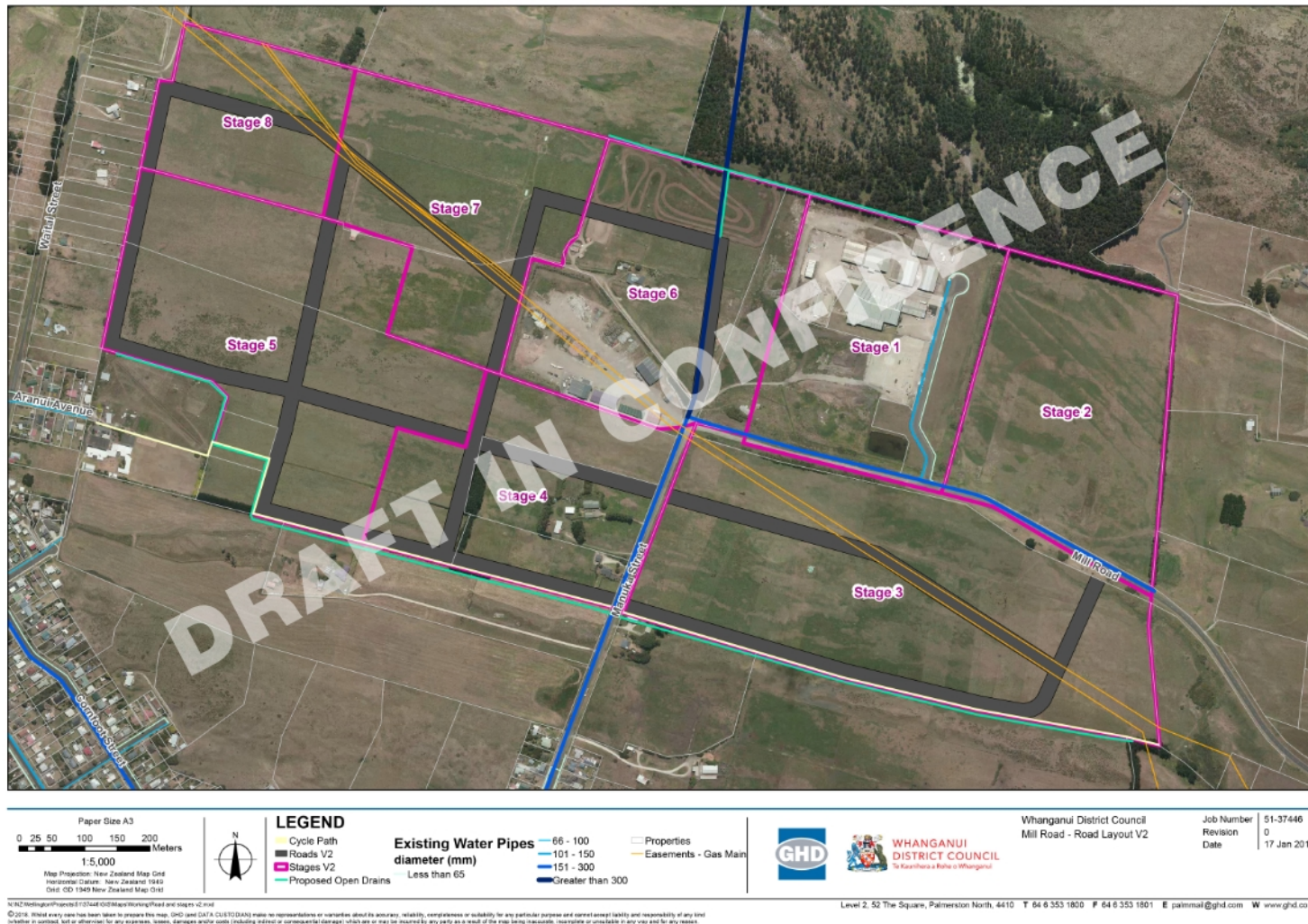
Future consultation, as outlined in Section 4 (Recommendations), is beyond the current scope of works. However, it is anticipated that this will be managed in accordance with the project's Communications and Engagement strategy, once this has been endorsed by WDC.





### 1.3 Basis for consultation

The below graphic, which outlines potential stage boundaries and road infrastructure, was shared with stakeholders to inform discussions around the further development of the Structure Plan:



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## 2. Landowner Consultation

### 2.1 Introduction & purpose

The Mill Road Manufacturing Zone comprises multiple lots of individually-owned land, most of which remain undeveloped or accommodate lifestyle residential property (see Appendix A for breakdown of land ownership).

Between 12-16 March 2018, GHD met with landowners in and directly adjacent to the defined area for the purpose of:

- Introducing the concept of the Structure Plan and explaining how WDC intends to use one to guide the future development of the Mill Road Manufacturing Zone.
- Gaining a greater understanding of individual landowners' situations, aspirations and opinions in relation to the area's future development.
- Seeking permission to gain access to their land, where relevant, for groundwater testing to inform the design of a stormwater management solution for the site.

Over the course of the week, GHD met with 13 landowner representatives or groups. Within the site boundary, the only owners GHD did not speak to were those of Parkwood Doors (Stephen Parkes); Global Products (Rob Coley); and the Richard Millward & Associates Trustee Company.

To the immediate south of the area, GHD is also still to speak to a representative of the Belsham / Sewell & Wilson Trustee Ltd land; and, while not instructed to do so, feel it would be worthwhile talking to the owner of the land to the north of the site (Ross Skilton) as part of the next tranche of consultation.

### 2.2 Synopsis of consultation: key findings

This initial consultation revealed that there is strong appetite amongst the commercially-oriented landowners for the site to be developed as a quality industrial park, with many reporting ever-strengthening interest in the site from the market.

The site was viewed to be particularly suited to storage and warehousing, providing the opportunity for large footprints and high stud heights that are currently not available elsewhere in Whanganui. Feedback received as part of the wider Industrial Land Demand survey (being conducted concurrently) also highlighted its location above flood level as a key benefit for this purpose.

This appetite for growth is contrasted somewhat by landowners whose land-use is not linked to industrial activity. While not necessarily opposed to its development, those who use it for farming believe it to be some of the best farming land in Whanganui, while a portion of the land – due in no small part to the permissive noise levels associated with the zoning – also provides a uniquely suitable home for a motorbike track which provides a significant recreational pull to the area.

Irrespective of future usage, consultation revealed a common thread that significant improvements are required immediately to the site's drainage and roading for the land to be considered viable. (Paul Gudsell remarked that even from a farming perspective, he can currently only use his land to the south of the site for very young or small numbers of livestock, due to the boggy nature of the ground all year round).

The key requirements identified through landowner consultation for the further development of the site are:

- Site-wide drainage solution
- Completion and sealing of Mill Road
- Sewerage upgrade
- Dual carriageway link to SH3 (Fitzherbert Ave)
- Safer travel environment along Manuka Street
- Crime Prevention Through Environmental Design (CPTED)
- Enhanced links through to Castlecliff, including walking and cycling
- Quality design covenants
- Provision for supporting activities

Additional considerations raised through consultation include:

- Staging the development differently to recognise the impact on neighbours; or
- Supporting the continuation of existing land-use activities without compromising economic growth through industrial land development

## 2.3 Key findings in detail

### 2.3.1 Site-wide drainage solution

It was universally agreed by landowners (refer Appendix A for breakdown) that significant drainage is required to address the high water table and mitigate both the water the site receives from the north and the water it releases to the south.

Anecdotally it seems that the drainage situation has been complicated by individual owners having historically sought solutions for their own individual sites' drainage (and blocking in others), which has contributed to the high water table and regular flooding – particularly to the south as the land falls away.

The AT Wanganui and Jurgens land both feature significant stormwater ponds, which the owners have put in as temporary measures, but which they would like to be able to remove to free up developable land.

To the south of this, the Osmans report that the water table on their land is now as high as a matter of centimetres below the surface.

### 2.3.2 Completion & sealing of Mill Road

The link between Mill Road and Manuka Street is in extremely poor condition, which creates significant dust issues for the area as traffic increases in and out of the 'Stage 1' area (see Section 1.3) and the Jurgens property.

Particularly since the health clinic has set up, the road is increasingly being used by domestic traffic, for which its unsealed, pot-holed condition remains unsuitable.

Several landowners referenced promises made by the Council that this section was to have been completed and sealed by 2016.

### 2.3.3 Sewerage

Like the drainage, the inadequacy of site's sewerage was raised as a key issue. Historically, the sewerage solution put in for the Anderson and Pepperidge land (Stage 2 area) seems to have created issues for other landowners within the site.

### 2.3.4 Dual carriageway link to SH3 (Fitzherbert Ave)

While outside of the Structure Plan remit, it was noted that the site's attractiveness to operators would be increased by the extension and dual-laning of Fitzherbert Ave to Mosston Road, as mooted in the Springvale Structure Plan and outlined in WDC's Long Term Plan. In providing a more direct connection to the State Highway network for commercial vehicles, it was also suggested that this would create a better, safer public amenity for residents in the surrounding suburbs.

### 2.3.5 Safer travel environment along Manuka Street

Linked to an enhanced access to the east is the requirement to improve the travel environment along Manuka Street. As the site grows, more and more domestic access / egress will happen through here, either by car, public transport or active means. Already owners and operators we spoke to expressed concern at the safety issues associated with sharing the space with heavy trucks, which generally force domestic vehicles to the grass verge as they come through.

### 2.3.6 Crime Prevention Through Environmental Design (CPTED)

A familiar concern expressed through consultation was that as the site becomes more developed, so too does the opportunity for anti-social behaviour. Already Rakau Road, with its circular cul-de-sac, has become a regular haunt for youths doing 'burn-outs'; and residential landowners have taken their own steps – including in one instance getting a guard dog – to address safety concerns associated with anti-social elements of the Castlecliff community.

So while there is support for development, and also significant if not universal support for walking and cycling improvements from Castlecliff, this is offered with the caveat that the overall layout and development design needs to discourage anti-social behaviour. The immediate requirement for streetlighting was referenced.

### 2.3.7 Enhanced links to Castlecliff, including walking and cycling

The notion of including a walking and cycling path as part of the Structure Plan scope was well supported.

In terms of its location, the owner of the south-east quadrant of the site (Gudsell) was mindful that the proposed route ran through the middle of his land (he owns either side of the Manufacturing Area boundary) and that if he was still using the land for farming then this would not be feasible.

As an alternative, ODL Ltd were open to accommodating it on their land through the heart of the site – particularly if it encouraged Council to enter into a land swap with them to provide them with a more appropriate parcel for their own intended development.

The purpose of the shared path should also be considered; is it uniquely a 'bypass' or could it also be used to provide safer active transport access to (as well as through) the site for local residents taking advantage of increased employment opportunities or visiting the health clinic / future service providers?

A suggestion was also made that Mill Road could extend through to Castlecliff for domestic traffic in the expectation of future growth of the suburb.

### 2.3.8 Quality design covenants & provision for supporting activities

Whereas the Heads Road industrial area has become characterised by its hotch-potch of old and new buildings and yards, owners at Mill Road expressed a strong preference for the site to be developed as a premium industrial park. The new Parkwood Doors site was referenced as the level of design quality that should be considered acceptable.

The Anderson & Pepperidge land (Stage 2 area) will provide the main entrance to the wider Manufacturing Zone and these owners would embrace the responsibility of setting the standard through influencing the architecture of the buildings at this end with a gateway building.

To maintain the overall appeal of the site, there was support expressed among some land-owners for protective covenants or similar.

Landscaping should also be used to create a pleasant working environment and enable the site to be absorbed within the wider rural context.

### 2.3.9 Provision for supporting activities

Given the size of the area, it was noted that the area would need to accommodate more than simply a mix of large industrial buildings.

A key attraction of Heads Road for operators is that major manufacturers are located cheek-by-jowl with supporting industries, who can provide immediate assistance in the event of machinery breakdowns to minimise the impact on productivity.

Furthermore, in addition to the health clinic, the area would over time benefit from the introduction of food and beverage, retail and recreational facilities, which would provide a better environment for workers.

## 2.4 Additional strategic planning considerations

While following a logical path in terms of incremental delivery, feedback gleaned from landowner consultation revealed that the currently-proposed staging<sup>1</sup> does not necessarily take into account the impact the development of the site will have on co-existing activities or the readiness or appetite of the individual owner to develop.

For example the Jurgens land, which is already home to significant development and is directly adjacent to Stage 1, is currently slated as Stage 6 – when in reality it is likely that this area will see further development in the short to medium term.

Also included in provisional Stage 6 is the Carr / Awhitu land, which incorporates a well-used motorbike track. There could be significant value to retaining (or even promoting) this recreational amenity – indeed this could be something that might be considered as part of the overall Structure Plan.

This concept of developing from inside to out would also limit the impact on neighbours. A clear example of this would be the south-east corner, where the current staging might allow for a warehouse to soon be built adjacent to residential land, in direct proximity to residential neighbours, but then the land behind may remain undeveloped for some years.

This is particular pertinent given the intent of one of the Manufacturing Area's direct neighbours (Weber) to build a house on land that is being considered for stormwater attenuation.

Figure 1 provides an indicative representation as to how the site's development might look if based solely on landowner feedback. Note the only road layout change this might necessitate would be to the north of Stage 3.

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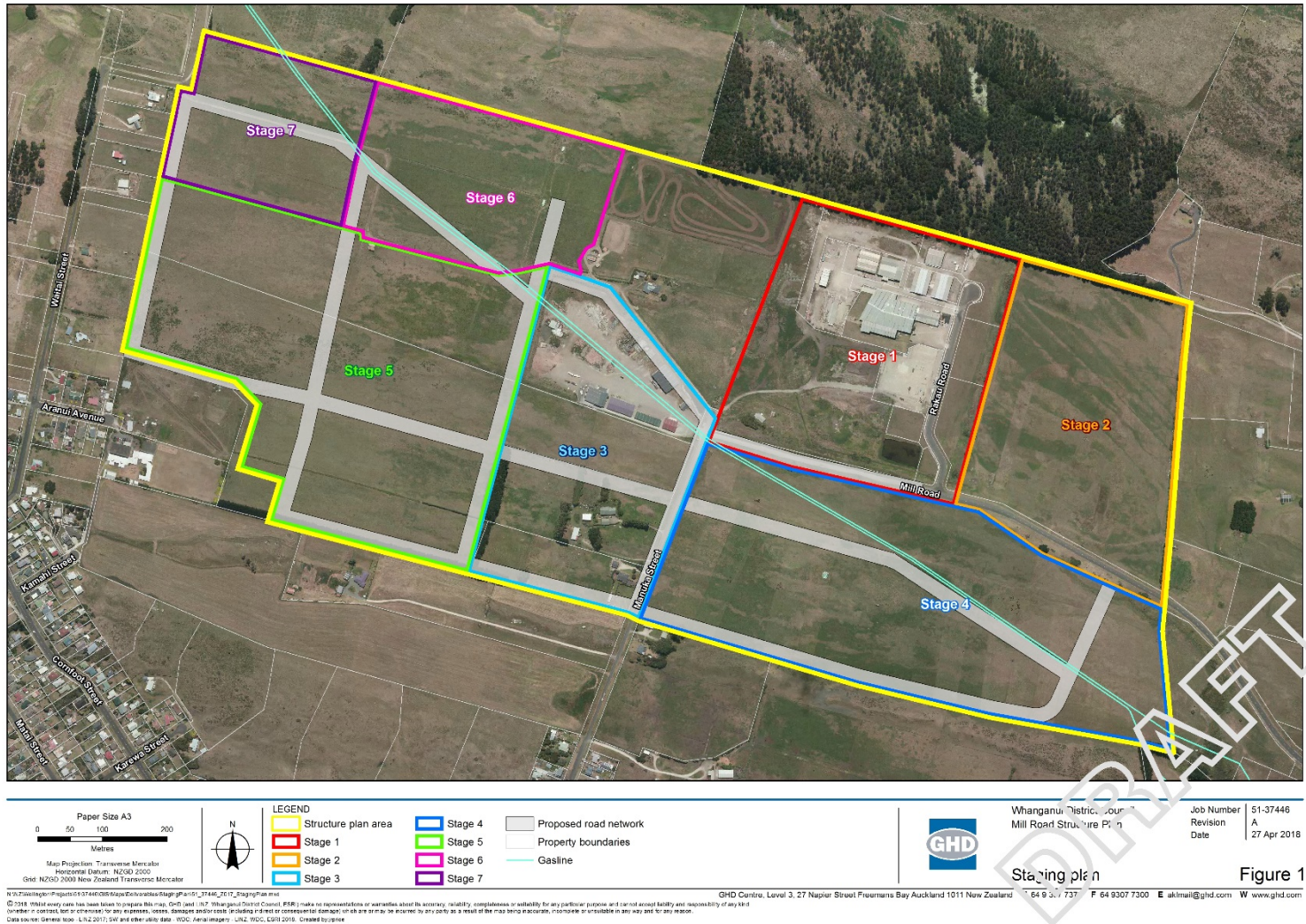


Figure 1: Alternative staging map distilled from landowner consultation. Note adherence to site boundaries and prioritisation of land to the immediate west of the mid point. The Carr / Awhitu land has been left untouched to retain the motorbike track.

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## 2.5 Conclusion

Landowners found it reassuring that WDC was seeking their input to inform the development of the Structure Plan for the area, and viewed it as an encouraging step-change in WDC's approach. However, this initial consultation has raised expectations of WDC regarding ongoing engagement and commitment to addressing key issues.

This initial consultation with landowners has identified that there is strong, yet not unanimous support within the landowner community for the staged development of the Mill Road Manufacturing Zone for the purpose of its zoning.

Where there is consensus between landowners is around the requirement for the key tenets of the Structure Plan, being the delivery of significantly improved water and roading infrastructure.

**Recommendations arising from initial landowner consultation are included in Section 4.**

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## 3. Utility provider consultation

### 3.1 Electricity: PowerCo

#### 3.1.1 Current situation

Power for the Structure Plan area is currently supplied from the Castlediff substation via an 11kV distribution along Manuka Street, across an easement area to a transformer on Rakau Road. PowerCo reports that the substation currently has “some spare capacity”. A greater expansion of its capacity is planned for 2026 - however this may be deferred if there is no clear evidence of need.

Even if there is sufficient capacity left on this feeder to service development, PowerCo states that it is nevertheless undesirable to have an industrial area reliant on a single line, and therefore advises that a second feed would be required.

#### 3.1.2 Catering for growth

PowerCo has advised that the ‘best’ alternative supply would be from Waitai Street, and therefore has a strong preference for development staging to run from west to east. The development of a road reserve corridor between Manuka Street and Waitai Street would provide for this alternative supply into the area.

Powerco could run a second feed to the east, however there would be reduced capacity available on this line, meaning a full supply to all industrial consumers may not be possible.

Development to the east could feasibly be fed via the road reserve corridor between Manuka Street and Waitai Street if this was in place. However, this could make cost recovery tricky for Powerco as while the developer usually pays the bulk of the cost to install the reticulation in their subdivision, in this case the cable to be run would be outside of the area being developed.

While not an insurmountable problem, it’s significant enough for Powerco to retain a strong preference for west-to-east staging

### 3.2 Reticulated gas: GasNet

#### 3.2.1 Current situation

GasNet’s existing gas reticulation network in the area consists of 80mm diameter polyethylene mains in Mill Road through to Manuka Street, with an additional 50mm main in Rakau Road supplying natural gas to the Parkwood Doors premises (6 Rakau Road).

Reticulation operates at 210kPag (medium pressure) which is suited to typical commercial / industrial use.

Only heavy-use operations such as a milk drying plant would require the network to be reinforced from Heads Road regulating stations.



Figure 2: Existing gas reticulation

### 3.2.2 Catering for growth

The further development of Stages 2 through 8 (as per originally-shared graphic) would require GasNet to determine the financial viability of reticulating each area before committing to proceed with extension of the network.

It is likely that GasNet would lay gas mains along all roads if multi-utility trenches were provided. GasNet's design practice is to lay gas pipes on both sides of any new road (where there are new properties on both sides) to enable the connection of properties without having to cross under the carriageway, but this would depend on the number of properties in each stage and an understanding of the type of business that is likely to operate from the properties within.

The draft grid road layout is ideal from a gas network point of view, as it will allow for a ringed main system. This will provide increased capacity and allow GasNet to break the main for further interconnection without loss of supply.

GasNet recommends that any new road design within the Structure Plan area use common utility trenches and that utility placement is in accordance with the WDC Road Standard cross section.

An easement for gas should be added to any schedules required where the subdivision is on private property or administered by a body corporate.

## 3.3 High pressure gas: First Gas

### 3.3.1 Current situation

The Structure Plan area is bisected diagonally from north-west to south-east by a regionally-significant high-pressure gas main. The cost of relocating this main through the area was estimated by First Gas at over \$8M. Therefore the design of the Structure Plan layout has been influenced by the desire to accommodate it in situ while still providing access to as much developable land as possible.

### 3.3.2 Catering for growth

Nevertheless, First Gas' position is that pipeline realignment is still the preferred option. However, should this option be cost prohibitive, it advises there are a number of factors to be considered. These include:

- Recoating of all sections of pipeline where road is to be constructed above
- Roads will need to be designed in such a way that the pipeline sits in the centre of a lane to ensure load disbursement
- Provision for installation of pipeline protection
- Requirement for depth survey
- Requirement for guarantee that other infrastructure laid alongside roading will not cause operational, safety or maintenance issues.

First Gas has advised that it would like to meet on site to discuss the Structure Plan development in more detail, with particular reference to areas when the pipeline would not be located underneath a road.

### 3.4 Ultrafast broadband & telecommunications: Spark, Chorus & BROADSPECTRUM

#### 3.4.1 Current situation

Spark advised that all telco network connectivity should be referred to Chorus at this stage. GHD also spoke to BROADSPECTRUM, as they have the contract for Ultra Fast Broadband (UFB) rollout in the Whanganui district.

Currently all businesses and residences in the Manufacturing Area have phone connectivity and Ultra Fast Broadband is available via a feed that runs up Manuka Street.

#### 3.4.2 Catering for Growth

Chorus has advised that the development site can be easily cabled out with standard UFB architecture. This was confirmed by BROADSPECTRUM, who will provide more detailed feedback once provided with a finalised staging plan.

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## 4. Recommendations

This first round of consultation revealed a number of considerations that GHD considers Council should address now as they will influence key future development decisions. GHD therefore makes the following recommendations:

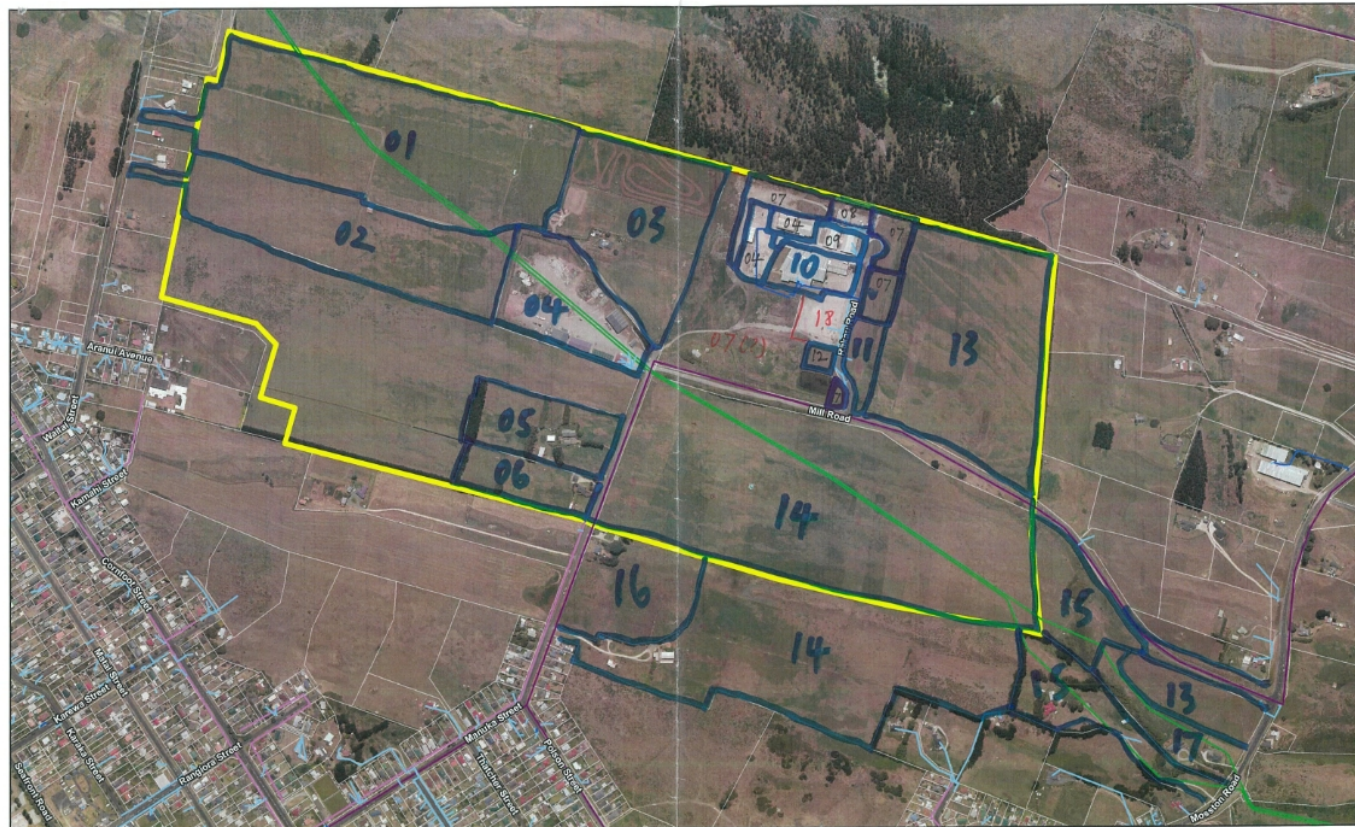
1. The key tenets of the Structure Plan – the three waters and roading network – should be progressed, with an immediate focus on the drainage and additional consideration given to including an upgrade of Manuka Street.
2. The staging plan should be reviewed in full consideration of the feedback that has been provided by landowners. Once the staging plan has been finalised, this should be shared with landowners and utility providers through a second round of consultation, along with updated designs and more information on the stormwater upgrade.
3. WDC should pay significant attention to the area to the immediate south east of the Structure Plan area, which has been earmarked as a potential location for stormwater attenuation. With WDC seemingly having awarded the landowners consent to build a dwelling on this lot, this poses a reputational risk should they then seek to compulsorily acquire part of the land for this purpose. GHD recommends that it assists WDC in putting together a specific engagement plan to manage this relationship, noting that the attenuation solution might be able to contribute to a positive outcome for the landowner.
4. WDC should consider the feedback provided around urban design, building quality standards and connectivity as it looks to further develop the Mill Road Manufacturing Zone Structure Plan.
5. WDC and GHD should accept First Gas' invitation to meet on site to confirm an agreed approach to accommodating the existing pipeline alignment.
6. Once a reviewed Structure Plan draft layout has been shared with those stakeholders consulted through this initial phase, the plans should be shared more widely with neighbours, the wider business community and key stakeholders through a carefully-managed communications and engagement schedule.

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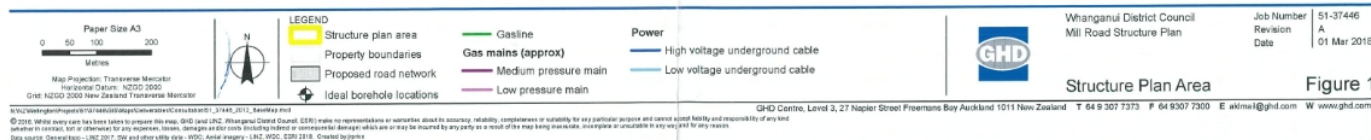
## Appendices



## Appendix A –Land ownership map



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- \_02\_Ordnance\_Developmen...
- \_03\_Awhitu\_Carr\_Handley
- \_04\_Jurgens
- \_05\_Annabell
- \_06\_Osman
- \_07\_AT Wanganui
- \_08\_Richard Millward
- \_09\_Mitchell-Anyon
- \_10\_Global Products
- \_11\_Parkwood Products
- \_12\_Golconda
- \_13\_Anderson\_Pepperidge
- \_14\_Gudsell\_Gudsell\_Coe
- \_15\_Weber
- \_16\_Sewell and Wilson
- \_17\_Robertson\_Atkinson\_Lu...



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#### Document Status

Revision	Author	Reviewer		Approved for Issue		
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1	Gez Johns	Luke Chippindale				