



the picture for the sub district

SECTION 3

A PICTURE FOR THE SUB DISTRICT

3.1 Population today

The baseline figures for Marlborough's population are sourced from the latest Census in 2006. The table below shows clearly that the majority (more than 52%) of the population of this selection of settlements in the Picton and Marlborough Sounds area is concentrated in Picton. Havelock, located approximately 37 km west of Picton, is the second largest population centre of the area.

| Settlement | Usually Resident Population - Census 2006 |
|--------------------------------------|---|
| Picton and Waikawa | 4185 |
| Havelock | 540 |
| Other Marlborough Sounds settlements | 3306 |
| TOTAL | 8031 |

3.2 Future growth pressures and population projection

Growth pressures

- Marlborough's population is ageing, with a potentially greater proportion of people aged 65+ than the New Zealand average. This attests to Marlborough's attraction as a retirement destination;
- transportation services, to get between and about the townships as well as recreational provision need to adapt to this population trend;
- Marlborough is projected to lose greater numbers of people in the 0-39 age group. Initiatives to attract them from elsewhere will be competing with other centres; and
- new housing needs to match the needs of smaller and older households and the many on fixed and low-moderate incomes.

Population projection

Three potential models have been identified by the Council:

1. The Council's in-house asset management population projections.
 2. Statistics New Zealand area unit population projections.
 3. New Zealand Transport Agency study household projections.
- where comparable, the Council's growth figures predict higher growth than Statistics New Zealand projections;
 - The Council's figures are likely to most accurately reflect the urban residential areas as they have analysed and corrected the Census Area Units and Mesh Blocks. Reasonably reliable figures are available for each of the areas included in the township growth study using the Council's study, but not the others; and

- The Council's figures project future changes based upon historical growth trends, Statistics New Zealand figures estimate future births, deaths and migration patterns.

It was concluded that that the Council's figures (refer to the table below) form the most suitable basis for this Urban Growth and Development Project, as they cover all locations required, and have corrected the figures to reflect the urban residential areas.

| Settlement | Census 2006 | Projection 2031 | Increase '06- '31 | % '06- '31 |
|--------------------|-------------|-----------------|-------------------|------------|
| Picton and Waikawa | 4185 | 5143 | 958 | 23% |
| Havelock | 540 | 649 | 109 | 20% |
| Other Marlborough | 3306 | 4340 | 1034 | 31% |
| TOTAL | 8031 | 10132 | 2101 | 26% |

A key issue in relation to residential growth in the Marlborough Sounds is the proportion of permanent residents in the figures. Particularly the smaller settlements consist of large amounts of holiday houses. A separate analysis of Census data by the Council has confirmed this.

Allocating residential growth capacity or supplying additional residential land will possibly not only cater for the indicated growth demand, but also for a large amount of semi-permanent residents or holidaymakers. This consideration has guided the project to identify growth opportunities that are more likely to be taken up by permanent residents.

3.3 Approach to accommodating growth in the District

The starting point for this is formed by the Council's population projections for the respective settlements within the District for the 25-year period between the last Census (2006) and 2031. Given that the District will likely experience only modest growth, it is intended that it should occur where it will have the greatest benefit and the least costs.

Four possible approaches to managing future growth within the District were identified through the project process on the basis of a detailed understanding of the issues, opportunities, and constraints affecting each settlement:

1. *Minimal planning control* as to where and how to accommodate growth, possibly leading to greenfields development on the edges of settlements and areas of rural-residential throughout the district;
2. *Zone, but based on current market preferences*. This means supplying capacity for the projected population growth within the respective settlements. This will possibly lead to mainly greenfields and rural residential development;
3. *Zone on the basis of market preferences and sustainability prerogatives*. Ensure a balance between meeting the projected demand and working with constraints in the respective settlements. This will possibly lead to a combination of infill, intensification, greenfields and some rural residential development; and
4. *Picking winners*, i.e. allocating the projected growth in certain settlements or areas, selected for certain reasons.

These approaches all have their advantages and disadvantages. The main points are listed below:

| Approach | Advantages | Disadvantages |
|--|----------------------------|---|
| 1. Minimal planning control | → Possibly quick results | → Expensive and difficult to service with roading and other infrastructure → Might lead to unsustainable outcomes → Less certainty for developers |
| 2. Zone, but based on current market preferences | → Follows 'natural' trends | → Some places have natural or infrastructure constraints, which might require expensive measures to overcome |

| Approach | Advantages | Disadvantages |
|--|--|--|
| 3. Zone on the basis of market preferences and sustainability prerogatives | → Follows 'natural' trends as much as possible, but is more affordable than approach 2 | → Does not meet the projected demand entirely, possibly leading to slow uptake of available zoned land |
| 4. Picking winners | → Possibly the most affordable option and best leverage off public sector investments | → Does not meet the projected demand, possibly leading to slow or no uptake of available zoned land |

Approach 3 has been identified as the most sustainable option for the District. The constraints for accommodating the projected demand in each settlement have been analysed and infrastructure investments of different options have been compared. At the same time, areas to accommodate growth have been sought in locations where existing services (community, open space and recreation, infrastructure etc.) could be utilised or built upon.

The approach can be summarised as:

- Enhancing existing settlements rather than establishing new ones;
- Developing strongly defined communities with unique identities, which minimise their impact on the environment, landscape, and versatile soils;
- Focussing new growth where it can best leverage from existing community infrastructure;
- Providing for urban expansion where it will make logical sense and be affordable from an infrastructure perspective;
- Encouraging urban intensification where it is feasible and is supported by conveniently located amenities; and
- Looking to support lifestyles which are less-energy intensive, and in particular, where people have more choice in how they meet their daily needs other than by car.

3.4 Composite growth picture for the Inner Sounds

A graphic representation summarising the result of this approach to accommodating growth in the Inner Marlborough Sounds sub district is shown in Figure 3-1.

Explanation

Each township within the scope of the project* is represented by an icon consisting of four quadrants:

- **Top left:** Infrastructure constraints on a regional scale;
- **Bottom left:** Infrastructure constraints on a local scale;
- **Top right:** Social, Environmental or Employment considerations on a regional scale; and
- **Bottom right:** Social, Environmental or Employment considerations on a local scale.

The suitability of the accommodation of growth in that location from the particular points of view as described before, i.e. infrastructure or social, environmental, and employment considerations on the two scale levels is represented by colours:

- **Green** = desired, modest or no constraints;
- **Orange** = pro's and con's, some constraints; and
- **Red** = not desired, too constrained.

**Ohingaroa is not considered in this picture as it was included in the scope of this project for separate, growth-unrelated, issues. Kaiuma Bay is included instead in the light of the large planned subdivision to occur over the next 10 years or so.*

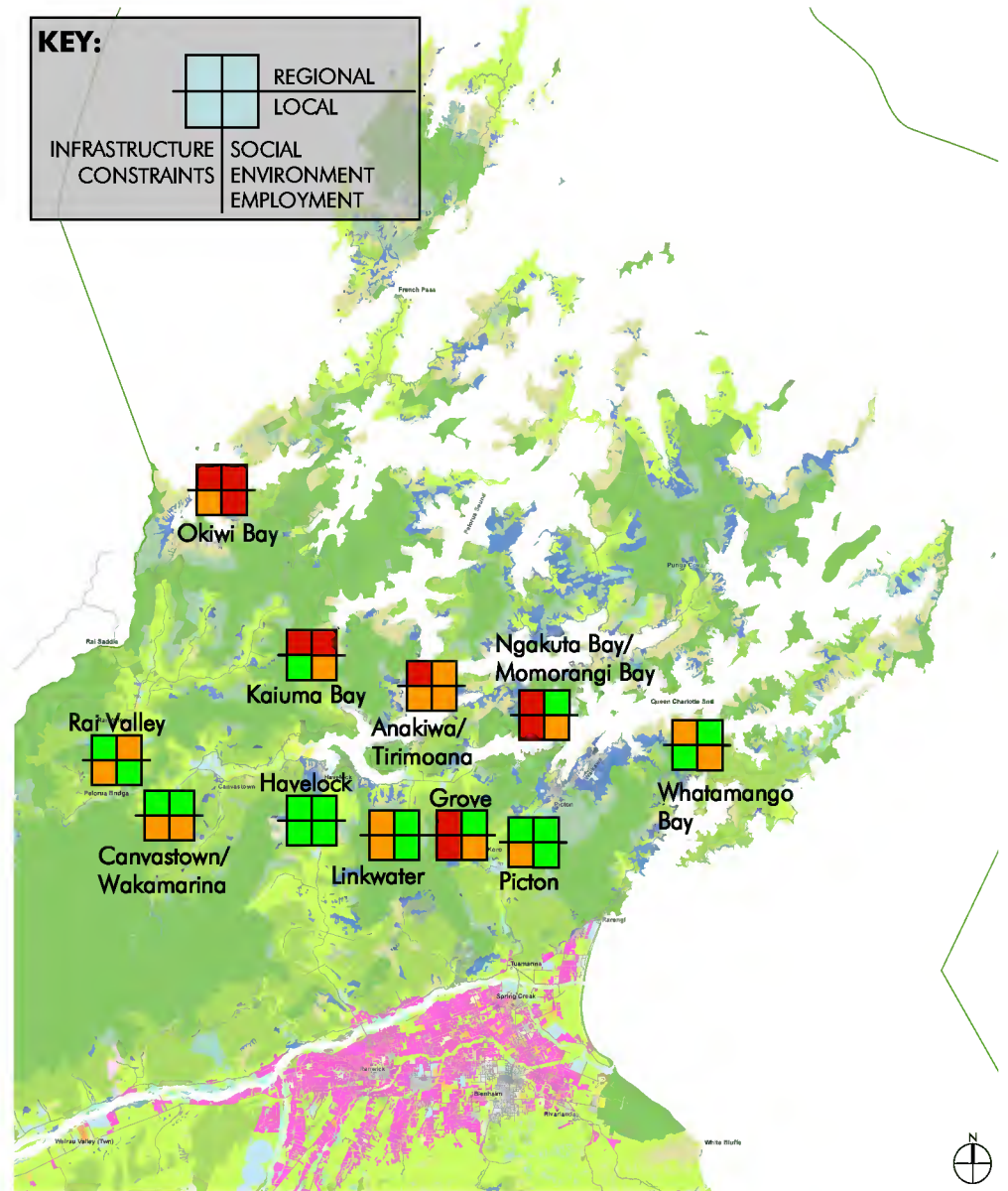
Approach

Infrastructure constraints

An informed judgment of the infrastructural constraints, either manifesting or impacting on a regional or at a local level, has determined the colour of the two respective left-hand cells. The main objective relates to affordability and sustainability. Generally speaking, growth occurring in locations where there is existing capacity has a preference over growth that requires expensive and/ or disruptive upgrades.

Dealing with flooding hazards also forms part of the considerations in this respect. Flooding hazards can often be mitigated, but in most cases at considerable cost. Building in a flood area when other suitable locations exist is generally not regarded as being sustainable.

It should be noted that the top left quadrant is generally less applicable in the context of the Marlborough Sounds settlements, since much of the infrastructure consists of small community schemes for water supply or sewerage treatment. In many places



ABOVE FIG. 3-1: Composite of the inner Marlborough Sounds sub district growth suitability (not to scale).

most of this takes place on the scale of the individual lot. However, it should be acknowledged that the effects of infrastructure failure or the impacts of development could be regional. Examples such as untreated sewerage polluting ecological systems, or developments impacting on the flooding potential somewhere else in the catchment form illustrations of this.

Regional desirability

As a general rule, the desirability from a social, environmental or employment perspective on a regional scale is determined by an informed estimate of the dependency on and (driving) distance to community facilities or employment in Picton and/ or Havelock. This means that the settlements within reasonable commuting distance colour green for this cell, that settlements further out turn orange, and isolated places where there are no facilities whatsoever turn red.

This is based on the objective of locating growth in a location where it most effectively and efficiently 'relates to' existing settlements, facilities, and networks, and where it is most likely to be consistent with market forces. Opportunities to improve affordability have been pursued as a priority. This includes minimising travel and maximising the efficient use of existing facilities.

A degree of choice in the location and type of new residential development has been pursued, corresponding to appropriate locations within a broader structure. This means that developments of medium intensity should not occur anywhere, but in locations which can contribute to more sustainable lifestyles. These include around open space amenities, or access to services by a convenient walk or passenger transport.

Local desirability

The desirability from a social, environmental or employment perspective on a local scale is determined by an informed estimate of local factors such as availability of land for residential development, impact of residential growth on the local environment, the availability of local facilities and services, and local employment.

Growth and in particular infill often brings with it opportunity costs - sometimes including less privacy and less amenity. These must be avoided if development is to deliver attractive, quality outcomes especially for existing neighbours.

PREVIOUS PAGE FIG. 3-1

Headline findings

This image only provides an overview of the growth suitability. These are described and explained in more detail in sections 4, 5, 6 and 7 of this document. Some headline findings to note include the confirmation of Picton and Havelock as the desired main areas to focus on for residential growth.

Settlements on SH 6 west of Havelock seem reasonably unconstrained and desired options for the accommodation of residential growth, mainly due to their reasonable distance to Havelock and limited local constraints.

The Linkwater area offers opportunities to serve as a growth node due to its location midway between Picton and Havelock and at a cross roads with connections to the communities to the north. The local availability of relatively unconstrained developable land contributes further to Linkwater's growth potential.

Reconciliation with Wairau-Awatere as the next step

The graphic representation of these growth preferences is similar to the one used for the Wairau-Awatere sub-district. A composite 'growth picture' for the Marlborough District in its entirety will result from a reconciliation exercise, as the final step in this Growing Marlborough project.

3.5 Growth provision for the Inner Sounds

Figure 3-2 illustrates the accommodation of the projected population growth within the study area.

Picton

Picton and Waikawa growth figures are included in the project as follows:

- Projected growth until 2031: circa 1000 people
- Minus growth 2006-2010: circa 150 people
- Design population: circa **850** people
- Estimated household size: 2.2
- Required: 386 lots

Several scenarios to accommodate this growth demand are identified in this project. In the selected scenario there is sufficient capacity within Picton's and Waikawa's boundaries.

Havelock

Havelock's growth figures are included in the project as follows:

- Projected growth: **92** people
- Estimated household size: 2.3
- Required: 40 lots

An estimate of the residential land capacity within Havelock identified that this demand can be met.

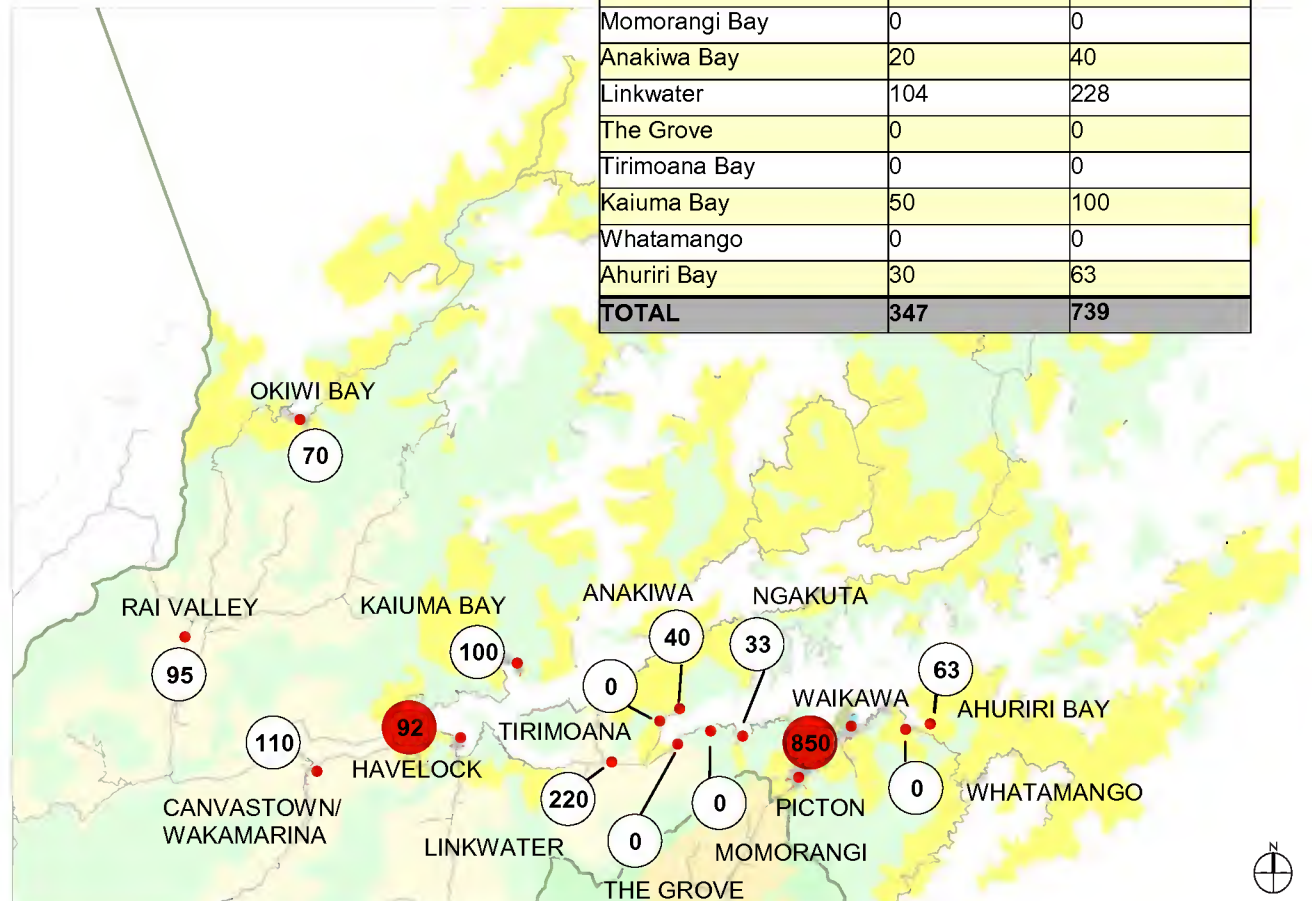
The other settlements

The net 2006-2031 growth target for the area, excluding Picton and Havelock, amounts to **739** people.

This figure is calculated as follows:

- Total projected growth 2006-2031: 1034 people
- Minus 2006-2009 growth: 165 people (extrapolation, not verified with consents)
- Minus growth in the Outer Sounds (assume 5%): 43 people
- Minus conversion of holiday houses to permanent residences (assume 10%): 87 people
- Target growth figure: $1034 - (165 + 43 + 87) = 739$ people.

| Settlement/ node | Available number of lots | Population growth |
|-------------------------------|--------------------------|-------------------|
| Rai Valley | 43 | 95 |
| Okiwi Bay | 35 | 70 |
| Canvastown/ Wakamarina Valley | 50 | 110 |
| Ngakuta Bay | 15 | 33 |
| Momorangi Bay | 0 | 0 |
| Anakiwa Bay | 20 | 40 |
| Linkwater | 104 | 228 |
| The Grove | 0 | 0 |
| Tirimoana Bay | 0 | 0 |
| Kaiuma Bay | 50 | 100 |
| Whatamango | 0 | 0 |
| Ahuriri Bay | 30 | 63 |
| TOTAL | 347 | 739 |



ABOVE FIG. 3-2: Composite picture of the accommodation of population growth within the inner Marlborough Sounds study area.

Caveats

It should be noted that these figures are possibly to be adjusted based on new data provided by a separate study by the Council to define residential land availability based on GIS-analysis.

Another separate study into the actual number and locations of building consents issued in the past 4 years is currently being undertaken and will possibly further influence these figures.

An additional issue topical for the small settlements within the study area is the typical household size. The project included an informed estimate of the population make-up of the different settlements, based on the reasons for people to live in the respective settlements.

Figure 3-3 shows the results of this exercise with the number of new residents in the right-hand column.

Points to note include:

→ There is a larger capacity in the subdivision in Kaiuma Bay. However, the figures included are based on the

current growth rate and therefore show a practical capacity, rather than the maximum capacity.

→ The project recommends that the Linkwater accommodates a significant part of the growth demand. The figure given forms a target that provides the balance of the growth figure.

→ Ahuriri Bay is included within this analysis as a potential residential subdivision with significant capacity and is located in the Whatamango Bay area.

| SETTLEMENT | Retirement | Live and work locally | Bach | Live and work away | Lifestyle | HOUSEHOLD SIZE | LOTS | POP. |
|---------------|------------|-----------------------|------|--------------------|-----------|----------------|------------|------------|
| Rai Valley | | | | | | 2.2 | 43 | 95 |
| Okiwi Bay | | | | | | 2 | 35 | 70 |
| Canvastown | | | | | | 2.2 | 50 | 110 |
| Ngakuta Bay | | | | | | 2.2 | 15 | 33 |
| Momorangi Bay | | | | | | 2.2 | 0 | 0 |
| Anakiwa | | | | | | 2 | 20 | 40 |
| Linkwater | | | | | | 2.2 | 104 | 228 |
| The Grove | | | | | | 2 | 0 | 0 |
| Tirimoana | | | | | | 2 | 0 | 0 |
| Kaiuma Bay | | | | bridge/ road? | | 2 | 50 | 100 |
| Whatamango | | | | | | 2.1 | 0 | 0 |
| Ahuriri Bay | | | | | | 2.1 | 30 | 63 |
| TOTAL | | | | | | | 347 | 739 |

ABOVE FIG. 3-3: Analysis of the typical household size of the settlements within the inner Marlborough Sounds study area and the resultant growth figure each of these can accommodate.

3.6 Social Wellbeing

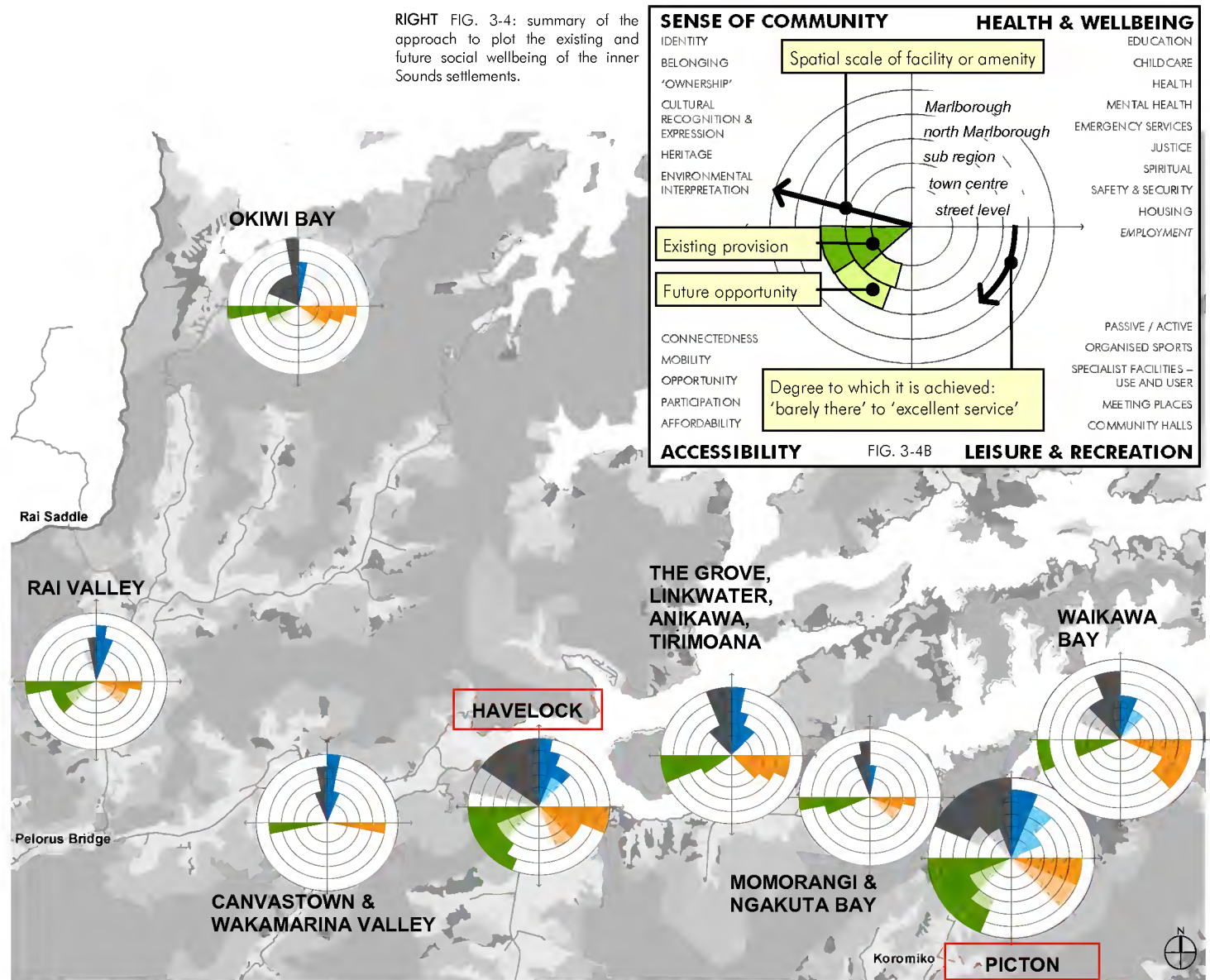
A successful social network facilitates community building, provides good accessibility to facilities and opportunities to participate. The provision of social infrastructure such as educational, healthcare and community facilities, and also the qualitative, less tangible aspects of community, such as 'fostering a sense of place' and 'identity' in the Inner Sounds communities, were analysed against a range of criteria. Refer to Figure 3-5 for the summary of this approach. The composite result is shown in Figure 3-4A. This is most of all a subjective interpretation of often intangible features. They serve however, as a starting point for understanding how the settlements are perceived to serve their community needs, relative to each other. It should be noted that the main contributors to this exercise were experienced Council officers although key community players were also involved.

Figure 3-5 overleaf shows a plot of the local facilities and amenities in each of the small Inner Sounds settlements, which formed the starting point for this analysis of social wellbeing.

A more detailed focus on each of the settlements will follow in sections 4, 5, 6, and 7. Key points from this overview include:

- Provision of 'hardware' community facilities is weak in many cases, mainly due to the sizes and isolated locations of many of the settlements, which makes these facilities often unviable.
- The lack of facilities does not necessarily reduce the quality of life,

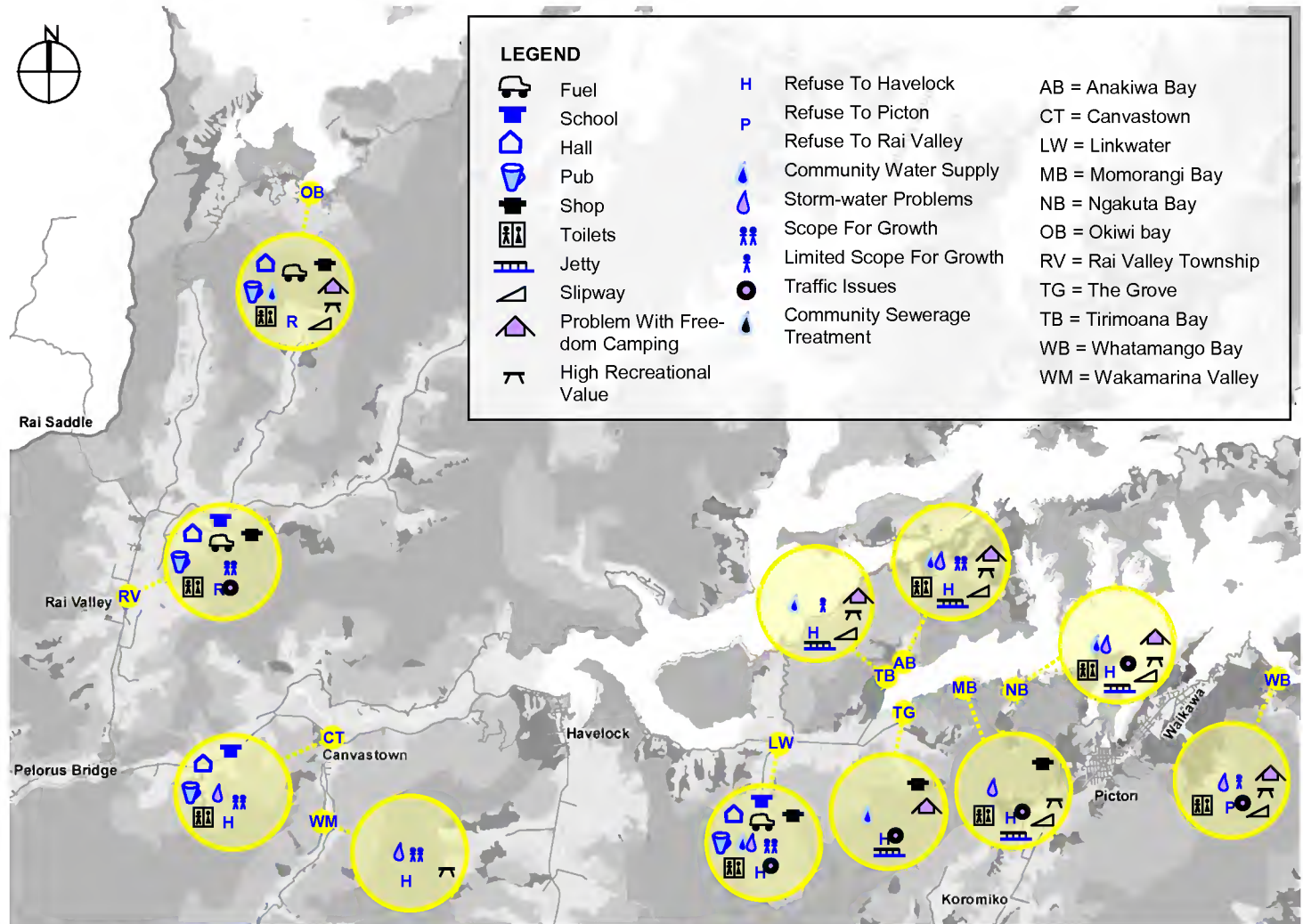
RIGHT FIG. 3-4: summary of the approach to plot the existing and future social wellbeing of the inner Sounds settlements.



ABOVE FIG. 3-4A: plot of existing and future social wellbeing of the inner Sounds settlements (not to scale).

as this might be an attraction to some people.

- Overall, there is a relatively poor performance in *Health and Wellbeing*. This may mean that the settlements are reliant on Blenheim or Nelson for this.
- Each of the circles in Figure 3-4A represents a scale on which the facility or amenity manifests itself. For Picton an additional national scale was found to be relevant for Picton's identity and connectivity.
- Relatively strong provision of *Leisure and Recreation* in most settlements. This is attributed to the proximity of the Marlborough Sounds for outdoor recreational opportunities, rather than built 'hardware', such as meeting places and specialist facilities.
- the *Sense of Community* in the Picton, Waikawa and Havelock is strong, with an emphasis on their position as 'hubs' within the Marlborough Sounds.
- *Accessibility*, which covers indicators such as connectedness, mobility, opportunity, participation, and affordability is low in the majority of the small settlements, mainly due to their isolated position and size.

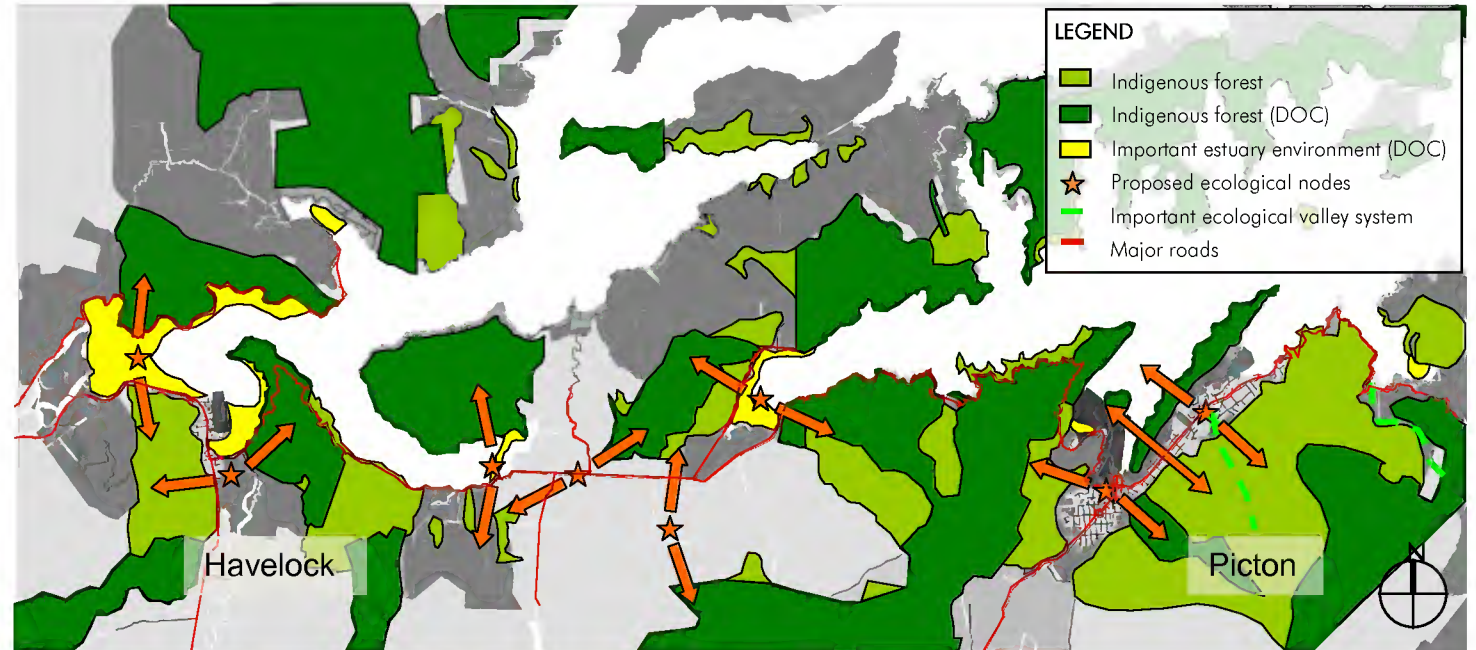


ABOVE FIG. 3-5: overview of local facilities and amenities in the inner Sounds settlements, excluding Picton and Havelock (not to scale).

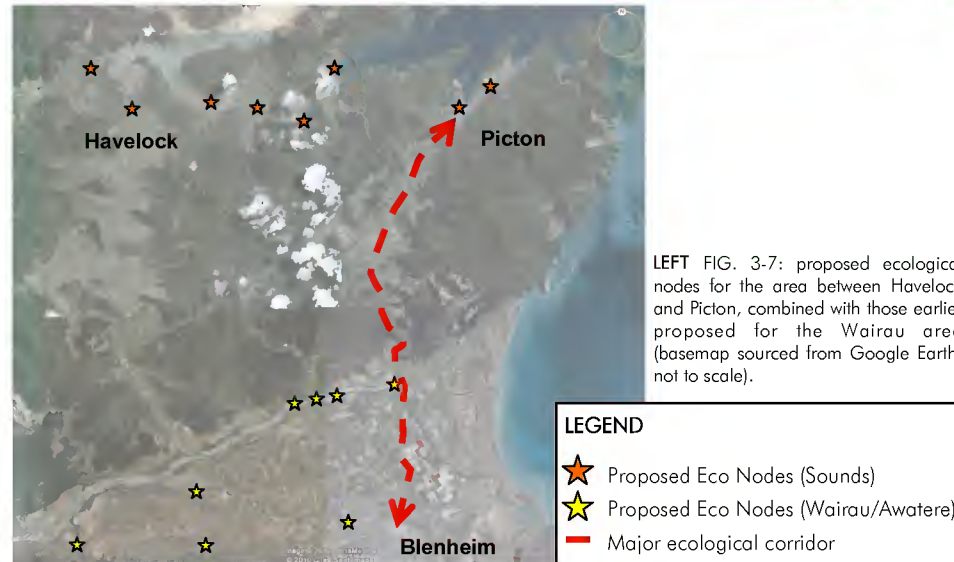
3.7 Biodiversity Links

The ecological connectivity is analysed on a sub-regional scale (refer to Figure 3-6). Areas of significant planting are proposed to enhance bird- and insect-life. These ecological nodes are proposed for key locations where there is the best potential to link important ecological areas in the form of a stepping stone. These nodes also correspond with local places where there is scope for significant planting. More details on this are provided in the individual sections for Picton and Havelock.

A composite picture for the proposed nodes for this area of the Marlborough Sounds combined with the earlier proposals for the Wairau area is illustrated in Figure 3-7.



ABOVE FIG. 3-6: proposed ecological nodes for the area between Havelock and Picton, which are to enhance sub-regional ecological connectivity (not to scale).



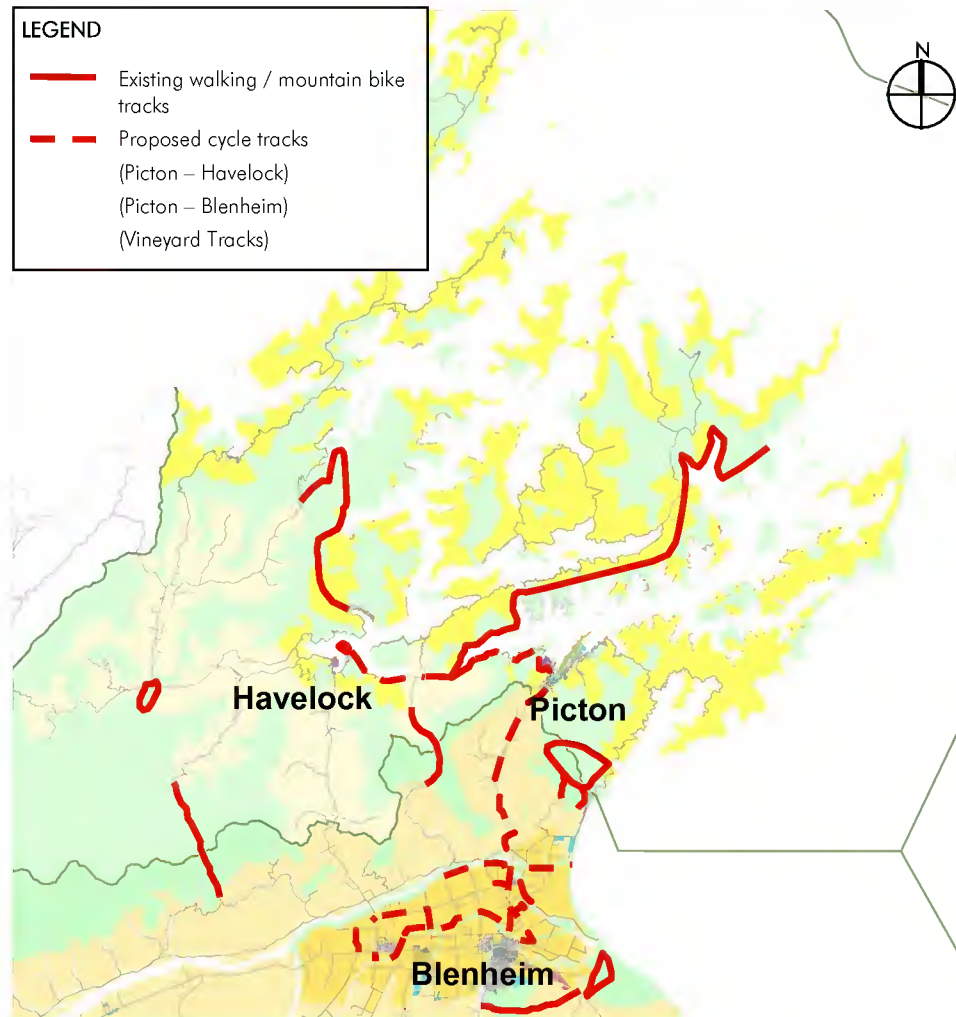
LEFT FIG. 3-7: proposed ecological nodes for the area between Havelock and Picton, combined with those earlier proposed for the Wairau area (basemap sourced from Google Earth; not to scale).

3.8 Recreational Links

The existing and proposed major recreational links for the area between Blenheim, Picton, and Havelock are shown in Figure 3-8.

The proposals for the area immediately north of Blenheim were included in the Wairau-Awatere part of this project, and it is now proposed to link the Marlborough Sounds system with the Wairau system. This could be done in the form of allowing more room for (recreational) cyclists on State Highway 1 and/ or by over time constructing off-road provision.

Investing in opportunities to safely engage in recreational activities will further boost Marlborough's tourism potential, without impacting on the crucial transportation infrastructure of the State Highways.



ABOVE FIG. 3-8: existing and proposed recreational links for the area between Blenheim, Picton and Havelock (not to scale).

3.9 Freedom Camping

Particularly during the public consultation for the smaller Sounds settlements, the issue of freedom camping was brought forward as something that needs addressing within this project.

The problems described included litter, tourists using the natural environment for relieving themselves, traffic-wide dangerous situations, and the lack of income for camping operators. It was emphasised that most of the problems are caused by tourists with tents or campervans without on-board toilets. Their numbers are increasing and it seems necessary to develop a District-wide consistent policy as well as enforcing it.

The Consideration as to where to locate or retain public toilets should be part of this, as these facilities could attract freedom camping. Possible solutions include a District-wide ban on freedom camping, deterrents such as the lack of parking near public toilets, consistent signage and/ or policing.

Refer to appendix 8 with an article from the New Zealand Herald illustrates that this may be a New Zealand-wide problem, which may require nation-wide policy. Marlborough District Council could also learn from examples from other Districts.

Note: There has been significant progress towards the formal management of freedom camping since this report was initially drafted. Appendix 8 provides an update on this situation.