

Agenda for Meeting No. SG17/10

SmartGrowth Leadership Group

**The SmartGrowth Leadership Group will meet in the
Tauranga City Council Chambers
91 Willow Street, Tauranga
on
Wednesday, 18 October 2017
at 9.00am**

**G Poole
Chief Executive
Tauranga City Council – Administering Authority**

SmartGrowth Leadership Group

Committee Members

Independent Chairperson:

Bill Wasley

Bay of Plenty Regional Council:

Chair Cr Doug Leeder
Cr Jane Nees
Cr Paula Thompson
Cr Stuart Crosby
Cr Andrew von Dadelszen (Alternate)

Tauranga City Council:

Mayor Greg Brownless
Cr Larry Baldock
Cr Leanne Brown
Cr Terry Molloy
Deputy Mayor Kelvin Clout (Alternate)

Western Bay of Plenty District Council:

Mayor Garry Webber
Cr Mike Williams
Cr Don Thwaites
Cr John Scrimgeour
Cr Margaret Murray-Benge (Alternate)

Tangata Whenua Representatives:

Maru Tapsell
Irene Walker
Buddy Mikaere
Puhirake Ihaka
Verna Ohia-Gate (Alternate)

NZ Transport Agency

Parekawhia McLean

Bay of Plenty District Health Board

Ron Scott

Quorum:

9

Meeting Frequency:

At least bi-monthly

Role

Pursuant to Clause 30 Schedule 7 of Government Act 2002, a joint Committee of Tauranga City Council, Western Bay of Plenty District Council and Bay of Plenty Regional Council shall be retained to implement the SmartGrowth Strategy and Implementation Plan.

Membership

- That representation be comprised of four elected member representatives as appointed by the contributing authorities, including the Mayors and Regional Council Chairperson, and four representatives be nominated by tangata whenua.

- That an Independent Chairperson, to be appointed by the Committee, chairs the Committee; and the appointment of a Deputy Chair from the committee membership.
- That the standing membership is limited to seventeen members, but with the power to co-opt up to a maximum of three additional non-voting members, where required, to ensure the effective implementation of any part, or parts, of the Strategy.
- That NZTA be represented through its Regional Director as an observer with speaking rights but in a non-voting capacity.

Purpose

That the joint SmartGrowth Leadership Group be the delegated authority to implement the SmartGrowth Strategy and Implementation Plan in accordance with the following functions:

Implementation

- Overseeing the implementation of the 2013 SmartGrowth Strategy updates, in particular the strategic actions.
- Ensuring organisation systems and resources support the strategy implementation.
- Taking responsibility for progress of those actions specifically allocated to the “SmartGrowth Leadership Group” in the strategy, and making sure the implementation does occur.
- Monitoring and reporting progress against milestones and budget.
- Overseeing the management of the risks identified in implementation.
- Approving an annual implementation plan with a 3 year horizon.

Ongoing Tasks

- Champion integration and implementation through partner strategies, programmes, plans and policy instruments (including the Regional Policy Statement, Regional and District Plans, Long Term Plans (LTP's), Annual Plans, transport plans and triennial agreements), and through partnerships with other sectors such as health, education and business.
- Approving submissions to Local Authorities, Central Government, and other agencies on SmartGrowth related matters.
- Reviewing and recommending adjustments to the strategy if circumstances change.
- Identifying and resolving any consultation inconsistencies between the SmartGrowth strategies and subsequent public consultation processes of the partner councils.

Consultation / Partner Forums

- Facilitating consultation with the community.
- Establishing and maintaining the SmartGrowth Partner Forums.
- Agreeing any memorandum of agreements between SLG and any forums.

Committee Operations

- Selecting and appointing an Independent Chairperson and a Deputy Chairperson.
- Implementing a Memorandum of Agreement, as adopted by the Committee for each triennial period, to provide and maintain partnerships and provide for the resolution of any conflict.
- Establish protocols to ensure that implementation, where necessary, is consistent, collaborative, and / or coordinated to achieve optimal outcomes



Agenda for Meeting No. SG17/10

SmartGrowth Leadership Group

Wednesday 18 October 2017

9.00am

Tauranga City Council Chambers

91 Willow Street, Tauranga

Apologies

Conflicts of Interest

Public Forum (if required):

Forum Chair Presentations (if required):

Confirmation of Minutes:

**Confirmation of the Minutes of the SmartGrowth Leadership Group
(SG17/8) dated 16 August 2017 (Paper A)**

A copy of the minutes is attached.

Recommendation:

***That the minutes of the SmartGrowth Leadership Group (SG17/8) held on 16 August 2017
be confirmed as a true and correct record.***

Business

1. Report back on the Sustainable Business Network's (SBN) Smart Transport Forum – September 28

Glen Crowther (SBN) and Stan Gregec (Chamber of Commerce) will briefly summarise and present feedback from the Smart Transport Forum held on September 28.

2. Presentation by Bay of Plenty Regional Council's General Manager of Strategy - Fiona McTavish - transport reflections from North American study trip

3. Strategic Transport Workshop Discussion – independently facilitated by Barry Mein

(It is proposed to suspend standing orders to undertake workshop)

See Papers B, C, D, E and F – Overview Paper from independent chair (Paper B) Discussion Scope (Paper C), Transport Overview (Paper D) and Think Piece (Paper E)

Barry has broad experience in strategic transport planning, and is familiar with the challenges faced in developing agreed plans and strategies across a range of different public agencies. He was Project Director for the Auckland Transport Alignment Project (2015-16), and is currently Programme Director for Let's Get Wellington Moving, a joint initiative of the NZ Transport Agency, Wellington City Council, and Greater Wellington Regional Council. The workshop discussion and its scope is outlined in Paper B.

4. Advice on Keenan Road – progress update from strategic advisor, Ken Tremaine

See Paper F (Keenan Road area)

**Minutes of Meeting No. SG17/8 of the SmartGrowth Leadership Group held on
16 August 2017 in the Western Bay of Plenty District Council Chamber, 144
Cameron Road, Greerton, Tauranga commencing at 9:00am**

Present

Independent Chairperson

W Wasley

Bay of Plenty Regional Council

Councillors: J Nees, P Thompson, S Crosby, A von Dadelszen (Alternate)

Tauranga City Council

Mayor: G Brownless

Councillors: L Baldock, T Molloy, Deputy Mayor Kelvin Clout (Alternate)

Western Bay of Plenty District Council

Mayor: G Webber

Councillors: M Williams, D Thwaites, J Scrimgeour

Tangata Whenua Representatives

M Tapsell, I Walker, B Mikaere, P Ihaka

NZ Transport Agency

P McLean

In Attendance

SmartGrowth

B Walsh – SmartGrowth Implementation Manager

V Jones – SmartGrowth Administrator

S Rolleston – Tu Pakari Advisor

Western Bay of Plenty District Council

M Taris – Chief Executive Officer

Bay of Plenty District Health Board

S Davey – Planning and Funding Manager, Integrated Healthcare

Tauranga City Council

M Tucker – Manager, Urban Strategy

Bay of Plenty Regional Council

F McTavish – General Manager, Strategy

Apologies

Chairman D Leeder, Ron Scott, Cr L Brown

THESE MINUTES ARE YET TO BE CONFIRMED

To be confirmed by the SmartGrowth Implementation Committee on 18 October 2017

SG17/8.1

CHAIRPERSON'S REPORT

Chairperson Bill Wasley welcomed the committee including Andrew von Dadelszen as alternate for Chair Douglas Leeder and Deputy Mayor Kevin Clout as alternate for Cr Leanne Brown.

SG17/8.2

APOLOGIES

Moved Mayor Garry Webber / Seconded Andrew von Dadelszen

That it be Resolved

That apologies from Chairman Douglas Leeder, Ron Scott, Cr Leanne Brown ***be received.***

CARRIED

SG17/8.3

DECLARATION OF CONFLICTS OF INTEREST

No declarations of conflicts of interest were received.

SG17/8.4

PARTNER FORUM CHAIR PRESENTATION

Chair of the Environment and Sustainability Forum (E & S), Jo Wills presented to the SmartGrowth Leadership Group and referred them to her paper in the meeting agenda.

The E & S Forum is engaged across a wide range of activity in the district. She said the forum was seeking to demonstrate the environmental and sustainability touch points for SmartGrowth planning and development processes. The paper highlighted the position of the forum relevant to each issue, as well as the breadth of knowledge and expertise within the forum. It was the forum's expectation that there would be meaningful engagement throughout all SmartGrowth processes, as per its scope. Forum members will add value through the use of members' expertise and connections. The forum hoped that the activity report would help the SmartGrowth Leadership Group in decision-making processes.

Jo noted that the scope of the Environment and Sustainability Forum is extremely wide. There were a wide range of people involved with an understanding of issues such as housing, public health, wetlands and coastal systems. Many members were working in these areas in the community.

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People within the forum had been working together on the cycle action plan and the public transport blueprint. They were also excited about participating in the stakeholder engagement for the Tauranga City Council environment strategy.

Jo outlined that in terms of the structure planning for Te Tumu and Tauriko West, the forum was prioritising the following outcomes:

- compact communities supporting social cohesion
- low carbon communities (renewable energy generation, high performance buildings, connectivity through active transport)
- centre to centre focus for a public transport network
- protection and preservation of high value ecological areas
- low impact design for stormwater management
- equitable access to green space
- local food systems

She said that in terms of outcomes for Long Term Plans, the councils needed to put a stronger focus on planning with the community and on the environment and climate change.

She said that ‘every climate action is a community action’ outlining key actions needed such as:

- Investment into multi-modal transport systems which prioritises the safe and accessible movement of community using public transport and active transport
- Investment into urban greenspace that prioritises nature connection, biodiversity, recreation, food production, water management
- Investment into low impact and efficient built environments
- Increased council control of waste minimization systems and practices
- Investment into a Climate Change Action Plan with budget included for mitigation

The committee thanked Jo for her presentation, acknowledging the expertise in the forum. They also noted the highlighting of the issue of climate change.

Puhirake asked Jo if she would consider coming along to the Combined Tangata Whenua Forum. Jo said she would be happy to attend.

Chairperson Bill Wasley thanked Jo for her informative update. He noted that discussion will take place at a future meeting around structure planning processes and progress.

SG17/8.6

**CONFIRMATION OF MINUTES – SMARTGROWTH LEADERSHIP GROUP
(SG17/6) – DATED 21 JUNE 2017**

The Committee considered the minutes of the SmartGrowth Leadership Group (SG17/6) dated 21 June 2017 as circulated with the agenda.

Moved Cr Jane Nees Seconded Cr John Scrimgeour

THESE MINUTES ARE YET TO BE CONFIRMED

To be confirmed by the SmartGrowth Leadership Group on 18 October 2017

That it be Resolved

That the minutes of the SmartGrowth Leadership Group (SG17/6) dated 21 June 2017 be confirmed as a true and correct record.

CARRIED**SG17/8.7****A SILVER ECONOMY – THE VALUE OF LIVING LONGER**

This was a presentation by Carole Gordon from SupaNZ on its Silver Economy report (2017). Research funding from SmartGrowth contributed to the production of this report. It was also a collaboration with the Bay of Plenty Regional Council.

Carole thanked SmartGrowth for assisting with funding for the report. She said the focus was now on what the sub-region needed to do in response to the report.

She noted that SmartGrowth had always regarded population-ageing as a key spatial planning challenge.

She outlined how rapid demographic ageing was not only a major societal challenge in terms of public budgets, workforce, competitiveness and quality of life, but also a major opportunity for new jobs and growth, also referred to as the Silver Economy.

SmartGrowth had invested in a Silver Economy research project initiated by SUPA-NZ as a contribution to a leading edge National Symposium held in 2016.

The research focus included:

- ❖ A review of silver economy international commentary, research and development
- ❖ An assessment of the silver contribution to the Bay of Plenty economy
- ❖ A survey of business leaders

The silver economy includes the economic opportunities arising from the public and consumer expenditure related to population-ageing and the specific needs of the population over 65 years.

Carole outlined key recommendations in her report. These included that SmartGrowth:

Integrate super-ageing silver economic growth and active ageing in settlement pattern structure plans congruent with social investment domains (fig.17 p17 in her report)

And that the Bay of Plenty District Health Board:

- (a) Proactively invest in strategic action to enhance active ageing
- (b) Collaborate to achieve age-friendly communities and lifetime neighborhood development to ensure access to essential services

THESE MINUTES ARE YET TO BE CONFIRMED

To be confirmed by the SmartGrowth Leadership Group on 18 October 2017

Cr A von Dadelszen thanked Carole for the presentation and her incredible passion. He agreed that planning for an ageing workforce was needed as well as the implications of an ageing population on spatial planning.

Cr S Crosby queried if any work was being done around the different cultural aspects of ageing and how different ethnic groups were approaching the issue.

I Walker also thanked Carole for the presentation but thought there should be a Maori cultural component developed to her work on this issue. She suggested she work with Carole on her presentation in regards to the different cultural views of ageing and attitudes to ageing. Carole welcomed this.

Cr P Thompson commended Carole's ability to stay with the silver economy research. She acknowledged and thanked her for the work.

Moved Cr Paula Thompson / Seconded Irene Walker

That it be Resolved

That the committee receives the Silver Economy presentation and considers the recommendations at the next SmartGrowth Leadership Group meeting.

CARRIED

SG17/8.8

**SMARTGROWTH FORUMS ENGAGEMENT 'HEALTH CHECK'
RESEARCH REPORT**

Bernie introduced Liz Read and Lesley Reidy of Reputation Matters Ltd who were commissioned by SmartGrowth to conduct independent research on the SmartGrowth Forums and those involved with the forums including governance members and staff support. The aim was to gather a range of views on the current state and insights for future planning.

The research was in response to an action listed as a priority in the SmartGrowth Strategy (Action 7A, page 43). The action set out undertaking a review of the structure and role of the forums including mechanisms to enable the forums to connect to each other and contribute to decision-making and appropriate membership. The work also needed to cover the involvement of staff from Partner Councils and support agencies.

Liz noted Lesley and herself were independent consultants from outside the region. The goal of the research had been to understand the issues and opportunities with the Forums as seen by those most closely involved with them. It also aimed to provide an independent commentary and recommendations to improve the future operation and value of the forums to SmartGrowth and the organisations represented.

Those interviewed were selected to represent the membership of the forums, Councillors/Governance, District Health Board and SmartGrowth Partnership staff. They received 50 responses to the online research survey and conducted 25 in-depth face-to-face interviews.

Liz said she found the forums a passionate bunch. The 'Health Check' was commissioned to ensure ongoing success of SmartGrowth, in a changing political, strategic, social environment. She explained that in order to decide on a future direction, you needed a good understanding of the 'current state'.

The research focused on

- Role clarity and purpose
- Membership, representation and skills
- Influence and value
- Quality of interactions with SmartGrowth governance and management

Key insights from the research outlined by Liz and Lesley to the committee included:

Clarity of role and purpose

- Purpose of forums not well understood
- Lack of understanding of local government and public policy processes, and of the influence forums can have
- Not universal agreement that better community engagement leads to better decision-making

Membership, representative, skills

- Too many Forums - stretching resource, creating information silos, and disconnect from the SmartGrowth Strategy
- Forum membership is too ad-hoc which influences the quality and level of contribution
- Forum members need the right competencies and capabilities to make a difference
- Forum member accountability, participation and contribution could improve
- Forums not representative of demographics or mindsets of sub-region
- The quality of Forum Chairs is vital

Influence and value

- Forum knowledge, expertise and insights crucial to western Bay of Plenty
- Some Forums more influential than others
- Combined Tāngata Whenua Forum struggling to find relevance in subject matter to share with iwi

Interactions with SmartGrowth Governance and Management

- The quality/ frequency of engagement between Forums and SmartGrowth governance could improve

THESE MINUTES ARE YET TO BE CONFIRMED

To be confirmed by the SmartGrowth Leadership Group on 18 October 2017

They also distributed their [full research report](#). This would be sent to all forum members and published on the SmartGrowth website.

Following the presentation by Reputation Matters, the Chairperson noted that no decisions on the report were required at today's meeting. Bernie's covering report outlined next steps following receipt of the report. Further advice and recommendations would come to Committee members in November. The opportunity today was to seek clarification and understanding of the insights and recommendations directly from the researchers.

The recommended process for consideration of the report would allow a reasonable amount of time for forums and others to consider and develop any responses back to the SmartGrowth Leadership Group for consideration.

10:40am The meeting **adjourned** for morning tea.

10:50am The meeting **reconvened**.

There was a range of questions and discussion around the report following morning tea. This included questions and clarification on those involved in the research and how any new proposed model of engagement might function. Liz reaffirmed that the research involved governance, forum members and Partner support staff.

Questions from Forum chairs and Leadership Group members also focused on clarifying how the proposed new model of two advisory groups working with a Combined Tangata Whenua Forum would function. There were also questions on membership suggestions for those groups and the expertise that may be needed. The implications of adding extra members to the Leadership Group was also discussed, given the size of the committee.

Liz noted that whatever changes were made to the current forums, it was important to have a clear understanding of what good looked like. It was also important to consider what capability and skills were needed for any new forums or advisory groups to function successfully.

She noted that in the proposed advisory groups model that the Property Developers Forum and Population Ageing Technical Advisory Group were just two examples of what other technical advisory groups could look like.

Chairperson Bill noted the SmartGrowth Leadership Group did not need to make any decisions on the report's recommendations today. Other than on the next steps for considering those recommendations.

Moved Cr Stuart Crosby / Seconded Puhirake Ihaka

That it be Resolved

That the SmartGrowth Leadership Group (SLG):

1. **Receive** the report and presentation on the SmartGrowth Forums 'Independent Health Check'.
2. **Refer** the SmartGrowth Forums 'Independent Health Check' report to the forums.

THESE MINUTES ARE YET TO BE CONFIRMED

To be confirmed by the SmartGrowth Leadership Group on 18 October 2017

3. **Agree** the next steps and decision-making timeframes as set out in the table on page 27 of the agenda (and below) as a process for consideration of, and decisions on, the report's recommendations.

	Next step	Timeframe
SLG	<p>Forward the report to the following groups for senior leadership advice on making decisions on the recommendations and any implementation pathway needed for those decisions</p> <ul style="list-style-type: none"> - Independent Chair/SmartGrowth Partnership Manager - Chief Executives Advisory Group - SmartGrowth Strategic (Managers) Group 	16 August 2017 to late October 2017
SLG	<p>Forward the report to the following groups for advisory feedback on the report's recommendations</p> <ul style="list-style-type: none"> - Partner Forums - Members of the Social Infrastructure Providers Group - Forum Chairs meeting chaired by the Independent Chair - District Health Board (partner in PATAG) <p>A summary position paper collating the forums feedback, agreed by the chairs, must be finalised by October 27 if a written report of forums' feedback is to be included in the November 15 agenda. If required, a writing resource to assist the chairs will be provided to assist with meeting this deadline for a summarised written feedback report from all forum chairs. This would be a set hours resource aimed at collation of individual forum feedback; and/or summarising any agreed chairs' messages.</p> <p>In addition/alternatively verbal advice from all individual chairs will be allowed for in a special extended Chair's Forum at the 15 November SLG meeting. This can also be additional to the written feedback.</p>	<p>16 August 2017 to late October 2017</p> <p>All forums have meetings during this period to enable them to consider the recommendations. Senior leadership advice on the recommendations will be available to the Forums in the November 15 Agenda distributed on November 2.</p> <p>Feedback can be written if agreed and received by an agenda deadline of October 27; and/or verbal by chair/s attendance at November 15 meeting.</p>
SLG	<p>SLG consider senior leadership advice and feedback at their November 15 meeting on the recommendations and an implementation pathway.</p>	15 November 2017

THESE MINUTES ARE YET TO BE CONFIRMED

To be confirmed by the SmartGrowth Leadership Group on 18 October 2017

	Through a special extended 'Chair's Forum' SLG hear advice and feedback directly from Forum chairs on behalf of their forums; and/or written collated report of forums' feedback.	
SLG Partnership Office	Commence implementation of pathway decisions if decisions are made in November. Or any further considerations may be discussed at 13 December meeting before any final decisions are taken on implementation of any recommended pathways from November meeting.	13 December 2017

CARRIED

The full research report is available on the SmartGrowth website on below link:

<http://www.smartgrowthbop.org.nz/media/1887/smartgrowth-report-july-2017.pdf>

SG17/8.8**SMARTGROWTH BI-MONTHLY PARTNERSHIP REPORT**

The bi-monthly report covers key activities and achievements since the June report.

Bernie outlined the following highlights from the report.

Smart Talk. Future Thinking – July 11 – key issues with economist Shamubeel Eaquib on the housing challenge. Around 240 people attended.
<http://www.smartgrowthbop.org.nz/about-us/smart-talk-future-thinking/housing/>

[Videos and key message powerpoint](#) available on the SmartGrowth website.

Next steps from this Smart Talk: Commission and start work on the Housing Needs Assessment project as a priority (consultants now chosen; collaborative funding budget in place). This will give SmartGrowth local 'fine-grained' evidence and research and a total picture of gaps and needs in the social and affordable part of the housing spectrum in particular; and a comprehensive suite of policy responses to the issues raised in this Smart Talk.

A National Policy Statement housing and business land assessment is also underway; and a Future Urban Development Strategy will also pick up on policy points and market issues e.g. costs, rules and inclusionary zoning. She said the key challenge was that the market would not deliver to meet all the sub-region's housing needs. What should be the responses working with others to co-ordinate action across the housing spectrum?

THESE MINUTES ARE YET TO BE CONFIRMED

To be confirmed by the SmartGrowth Leadership Group on 18 October 2017

SmartGrowth had also funded a Housing Affordability Forum workshop on shared equity for providers and investors in affordable housing in Tauranga on 31 August.

Bernie noted the first step was to complete the Housing Needs Assessment to see what the need is going forward and then mapping the responses to meet that need. It will need to be responses across the spectrum.

Some discussion with Leadership Group members followed with Bernie clarifying the following points in response to questions on the bi-monthly report.

When the Housing Needs Assessment report comes back, there would be range of actions to consider, fund and execute.

There seemed to be a number of transport workshops taking place and a need for clarity between councils' roles and SmartGrowth's role. Bill said SmartGrowth was working on a one page diagram to clarify who was doing what in the transport space. This would be presented at the Strategic Transport workshop in October.

Other report highlights explained by Bernie at the meeting included the following as below:

SmartGrowth Leadership Group July workshop – industry sectors – future thinking

Key discussion points (Refer to Agenda paper D, Pgs 31-32)

July 19 SmartGrowth Leadership Group workshop

PriorityOne facilitated this workshop on key industry sectors and future planning.

Summary of key themes (from speaker presentations and discussion)

- Impacts of workforce, growth and changing needs of employers.
- We need to think about what we need from a demand perspective in terms of skills.
- Adapting to changing technology. Embrace it.
- How the ageing population affects us and will affect everything
- The pathway to the Port – vital part of our economy/region
- Investing in infrastructure – all kinds – to match our growth
- “We can be a microcosm of a successful New Zealand.”
“Challenges can be turned into opportunities.”

Future Issues

Labour - skilled and seasonal

- Water quality and quantity
- Access to the port
- Planning
- Growth (people, infrastructure, jobs) but avoid two-tier economy –
“The tide needs to lift everyone.”
- Protecting and leveraging our unique natural environment and its attractiveness.

THESE MINUTES ARE YET TO BE CONFIRMED

To be confirmed by the SmartGrowth Leadership Group on 18 October 2017

- Differentiated innovation hub with a focus on technology
- Attracting talent, cutting-edge workforce
- Case study for a coastal smart city. Small enough to get stuff done.
- Don't be shy from attracting the talent from off shore eg: Auckland, Wellington
- Collaborative environments between education, community and business sectors
- Rail, best use of it
- Controlling urban sprawl, loss of quality soils
- Preserving our economic diversity
- Rapidly acquired, ongoing skills development is the new currency
- Short, stackable qualifications

Next steps

- SmartGrowth taking a strategic approach to key issues.
- We might need some disruptive leadership to make some transformational shifts. Gradualism isn't going to do it for us.
- We are small enough to do stuff. Have partnerships and relationships.
- Leadership Group has planned a Strategic Transport Workshop.
- Have a number of key SmartGrowth projects underway. It will take a bit of time to map out all our next steps and key investments and actions in response to these discussions. Needs to be a team effort.
- Councils looking at this in Long-Term Plans – funding for 3-10 years.
- Need to tell our story strongly to everyone
- If we don't want to be like Auckland, we need to show we are different.
- Tide does need to lift everyone. Address affordable housing.

Moved Mayor Garry Webber / Seconded Deputy Mayor Kelvin Clout

That it be Resolved

1. **Receive** the SmartGrowth Partnership Bi-Monthly Report for August.
2. **Refer** the report to the SmartGrowth Forum Chairs for their information.

CARRIED

The meeting concluded at 12.23 p.m.

Confirmed as a true and correct record

W Wasley
Independent Chairperson

Date

THESE MINUTES ARE YET TO BE CONFIRMED

To be confirmed by the SmartGrowth Leadership Group on 18 October 2017



Committee Name	SmartGrowth Strategic Leadership Group (SLG)
Committee Meeting Date	18 October 2017
Author (s)	Bill Wasley, Independent Chair
Purpose	Introduction and overview of the Strategic Transport Workshop

Introduction

At its meeting in June 2017, the SmartGrowth Leadership Group (SLG) agreed that a 'Strategic Transport' discussion should be held. Accordingly, the independent chair has arranged a workshop on this topic within the next meeting. The workshop will be independently facilitated by Barry Mein.

Glen Crowther and Stan Gregec will present key matters of relevance arising from the Sustainable Business Network's Smart Transport Forum held on September 28 before the workshop to inform this strategic discussion. In addition, the Bay of Plenty Regional Council's General Manager of Strategy, Fiona McTavish will present transport reflections from her North American study trip earlier this year.

Given the likely nature of discussion at the workshop, I consider that the following quote highlighted by one of the presenters at the Smart Transport Forum is of some relevance - *"Set a vision, back it with strategy, policy and action. Many steps in the same direction over time add up to transformational change"*.

Workshop Scope

The attached scope for the workshop was developed with assistance from Barry Mein who has agreed to facilitate the workshop. His involvement and experience in strategic transport planning is outlined on Page 2 of the scope.

Think Piece

To assist in providing background and context, a Think Piece has been prepared by the facilitator. In part, this is to provide background of various transport initiatives without the need to cover them in detail at the workshop. It also provides some context in respect of the legislative environment and current similar issues facing other regions. It then focuses on discussion points for the workshop.

I have also attached to this report an extract from the Upper North Island Freight Story (2013) as a way of illustrating other work completed at a strategic level that has aimed to build an inter-regional approach to analysing transport issues. *See Appendix 1.*

In addition, SmartGrowth has completed a summary overview of transport work planned and delivered across the sub-region and who is doing what in the transport space. The sub-regional transport corridors map from the SmartGrowth Strategy 2013 is also included in this overview. The overview highlights several questions arising from the mapping of this work to assist with informing this sub-regional strategic transport discussion.

Recommendations

That the SmartGrowth Leadership Group (SLG):

1. **Receive** this report, the SmartGrowth transport overview and the Think Piece by Barry Mein.
2. **Agree** any key steps and actions arising from the Strategic Transport workshop along with discussion of the transport presentations from the Smart Transport Forum and Bay of Plenty Regional Council's General Manager of Strategy.

Appendix 1

Upper North Island Approach – looking back to the Freight Story

The full Upper North Island Freight Story (2013) summary is available [here](#).

The following extract from the Upper North Island Freight Story (2013) outlines the freight task and critical issues identified at that time.

The Upper North Island Freight Task

The upper North Island is critical to New Zealand's economic success, generating more than half the country's gross domestic product and containing just over half the population. As a result, more than half of New Zealand's freight moves either through the Northland, Auckland, Waikato and/or Bay of Plenty regions. This volume of freight is expected to double by 2035. Despite these big numbers, the Upper North Island Freight Story produced in 2013 (the Story) points to New Zealand being able to respond by a process of evolution and not revolution to this growth.

This evolution will be possible because the upper North Island is unlikely to radically shift in terms of the current mix of freight, or the way it is handled. The Story has not uncovered any evidence to suggest a significant shift in our major sectors or their product type. Broader changes that will impact on freight, such as increasing cost of fuel, changes in fuel sources and the rise of internet shopping, will also occur gradually.

An independent technical study explored current and future freight demand for ports and port-related infrastructure in the upper North Island (see section 12 of the Story for further information).

A key finding of this study was that the upper North Island port network (covering the Port of Auckland, Port of Tauranga and the Whangarei Ports) has the capacity to meet the projected freight task over the next 30 years, provided that efficiency gains, incremental investments in infrastructure and the uptake of already consented works are undertaken in a planned and timely manner.

This context does not mean we should be complacent about looking for ways to reduce the cost of doing business in New Zealand. Rather, we need to keep making improvements to our current systems to enable further efficiencies.

The Upper North Island Freight Story (the Story)

The purpose of the Story is to take a collective partnership approach within an upper North Island 'freight lens' to determine issues or areas that are limiting our ability to 'reduce the cost to do business in New Zealand'.

² Upper North Island Freight Study 2010

The Story is about stakeholders and partners identifying those critical freight related issues within the upper North Island and then developing a shared evidence base to support future discussions and decision-making.

The Productivity Commission's International Freight Transport Services Inquiry Report 2012 endorses the approach taken in the development of the Story. The Commission notes that to better coordinate investment in freight transport infrastructure, greater use should be made of 'facilitated discussion models', such as this.

The Critical Issues

The development of the Story has identified seven critical freight related issues as outlined in the table.

No.	Critical Issue
1	Strategic Road and Rail Network Constraints There are a number of constraints on the upper North Island strategic freight road and rail network that are limiting our ability to enhance economic performance and reduce the cost to do business in New Zealand.
2	Delivery of the High Productivity Motor Vehicle (HPMV) programme There is a need to develop a more coordinated approach to the implementation and communication of the upper North Island HPMV programme. Freight operators require a fast and seamless permitting process, appropriate rules and enforcement, consistent coordination between agencies and regular communication on the status of routes ('whole of journey' network approach).
3	Utilisation of industrial land There is a need to understand the likely supply and demand for industrial land (amount, type and location) across the upper North Island so that land and public investment can be provided and staged at appropriate times.
4	Lack of strategic, integrated land use and transport planning and investment There is a lack of a comprehensive, integrated approach to current and future land use and land transport (road and rail) planning and investment at an upper North Island scale. A more strategic approach would increase certainty for industry and public sector agencies and support effective industry, local government and central government planning and investment.
5	Lack of shared and accurate data A lack of shared and accurate data (e.g. freight flows, commodities, origins and destinations for both road and rail) means it is difficult for public agencies to make well-informed, collective decisions about land use and transport planning and investment that will increase efficiencies for business and public investment.

No.	Critical Issue
6	<p>Need to understand costs of freight supply chains for critical industries in the upper North Island</p> <p>There is a need to better understand the costs of the freight supply chain for the upper North Island's key economic industries in order to support development / alignment of initiatives by industry and the public sector to reduce the cost to do business.</p>
7	<p>Challenging local government and central government funding structures</p> <p>The current range of central and local government funding structures and requirements (i.e. legislation, policy and application) are hindering 'smart investment' decisions due to their multitude and complexity.</p>

Upper North Island Freight Story – Shared Evidence Base

A shared evidence base has been developed by the ten partner organisations within the Story. This document provides decision makers with a greater depth of information relating to the critical issues identified in the Story and will be used as a key reference for any relevant freight related decisions by the partner organisations. The Upper North Island Freight Story - Shared Evidence Base is a separate supporting document, which can be sourced from the Story partners. Throughout the development of the Story, five key themes continually emerged.

These include:

- **Collaborate** across public and private sectors

Increase collaboration between public and private sector players, to enable better informed decisions, leading to increased freight efficiency and productivity.
- **Connect** and protect routes and nodes

Identify and protect key routes and strategic nodes to establish a connected multi-modal freight network now and into the future.
- **Efficient** freight supply chains

Increase understanding of each link in the supply chain and implement interventions to improve efficiency, thereby reducing the cost to do business in New Zealand.
- **Certainty** in planning and investment

Provide increased certainty in the planning for and investment in freight transport (road and rail) and landuse infrastructure and supply to enable decision makers to respond to the changing nature of the freight task in a more informed manner.
- **Smart** investment

Increase understanding as to the tools, mechanisms and options available as decision makers to ensure we invest in the right place, at the right time for the best return on investment.

SmartGrowth Strategic Transport Workshop: Scope

18 October 2017

Introduction

The SmartGrowth Leadership Group wishes to investigate opportunities to enable a more strategic approach to the integration of transport and land use development at the sub-regional level. To this end, a workshop is planned for 18 October.

This paper sets out the purpose, scope and proposed format of the workshop.

The workshop will be independently facilitated, and supported by a pre-circulated “think-piece” which would discuss some of the key issues, and how these have been addressed in other regions. The think piece will involve a scan of background documents, a brief review of the legislative environment, an overview of the approach to sub-regional strategic transport planning and collaboration taken in other regions (including Auckland, Wellington and Canterbury), and an outline of issues to stimulate discussion at the workshop.

Workshop Purpose

- Independently-facilitated discussion on the issues and opportunities and constraints generally facing transport decision-making in a sub-regional context
- To discuss and understand how other regions in NZ are looking at strategic approaches to transport planning, funding and delivery (including the Auckland ATAP process, and Let’s Get Wellington Moving); and UNISA/ Upper North Island Freight Story and impact/ influence of this work
- To improve our general understanding of national, regional and local transport legislative and regulatory frameworks and who’s responsible for what
- To explore how the lessons from elsewhere might apply in the western Bay.

Workshop Scope

1. Introduction and purpose: what do we want from the day?
2. What do we mean by strategic transport planning at the sub-regional level?
 - What benefits would we expect to see?
 - What would success look like?
 - Which transport issues can/should be addressed at a sub-regional level?
3. Current arrangements for transport planning, funding and delivery.
 - Legislative framework
 - Current responsibilities for planning and funding
 - Approaches taken in other centres
 - Strengths and weaknesses

4. What can we learn from experience elsewhere (and the SmartGrowth experience) that could be applied to transport in the western Bay? This should include specific consideration of the following issues:
- Is the region-wide 30-year land transport plan sufficient to give the long-term strategic direction needed for the western Bay and SmartGrowth?
 - Is there a case for a sub-regional approach to transport planning and decision making?
 - What is preventing this being undertaken by existing organisations?
 - To what extent are some or all of the factors supporting sub-regional collaboration present in the Western Bay of Plenty?
 - How would they translate into measures of success for any sub-regional approach?
 - How can we ensure proper consideration of the range of transport issues in the western Bay, including integration of land use and transport, multi-modal transport challenges, resilience and climate change, modal integration (including rail, sea and air transport), emerging transport technology?
 - How do we ensure implementation is occurring in a joined-up manner with strong and clear leadership?
 - How do we clearly and easily measure, monitor and report on the western Bay's transport system performance and progress and its integration with land-use planning?
 - What are the barriers to achieving this in the western Bay, and how might these be addressed?
 - What are the information gaps and who/how are these to be addressed?
5. What are the next steps/actions and wrap up

Note: The think-piece will provide background input to items 2 and 3 above, and provide a framework for discussion in item 4. Item 4 will be the primary focus of the workshop discussion.

Facilitation

The workshop will be independently facilitated by Barry Mein. Barry has broad experience in strategic transport planning, and is familiar with the challenges faced in developing agreed plans and strategies across a range of different public agencies. He was Project Director for the Auckland Transport Alignment Project (2015-16), and is currently Programme Director for Let's Get Wellington Moving, a joint initiative of the NZ Transport Agency, Wellington City Council, and Greater Wellington Regional Council.

An overview of transport in western Bay of Plenty



WHAT'S BEING PLANNED

LEAD AGENCY
(in collaboration with transport partners)

TAURANGA TRANSPORT PLAN

Long term transport plan (includes travel demand management and support for compact city and urban strategy)

Tauranga City Council

TAURANGA CYCLE PLAN

Tauranga City Council

TAURANGA PARKING STRATEGY

Tauranga City Council

REGIONAL PUBLIC TRANSPORT PLAN + NEW WESTERN BAY BUS NETWORK PLAN FOR TAURANGA/TE PUKE

And new public transport ticketing system (from mid 2018)

Bay of Plenty Regional Council

WESTERN BAY DISTRICT TRANSPORT STRATEGY

And the Western Bay District Cycle Strategy including Omokoroa to City cycleway

Western Bay of Plenty District Council

REGIONAL LAND TRANSPORT PLAN

30-year Bay of Plenty regional transport plan (draft being prepared for consultation in late 2017)
All of the strategies and plans that are being planned and delivered, along with other transport related strategies/initiatives, will inform the development of the Regional Land Transport Plan.

Bay of Plenty Regional Council

STATE HIGHWAYS

PIARERE TO TAURIKO (SH29)

– business case under way for investment

NZ Transport Agency

WAIHI TO TAURANGA CORRIDOR (SH2)

– business case under way for investment
– Katikati bypass

NZ Transport Agency

MAINTAINING THE CURRENT NETWORK

The NZ Transport Agency and councils also plan and deliver the maintenance of the current transport network. This is a significant cost – more than half the transport investment in our sub-region goes just on maintaining and operating our current transport system.

WHAT'S BEING DELIVERED

LEAD AGENCY
(in collaboration with transport partners)

TAURANGA TRANSPORT IMPROVEMENTS

Set of corridor and safety improvements, road upgrades, cycling and pedestrian links

Tauranga City Council

PUBLIC TRANSPORT SERVICE

– across western Bay of Plenty

Bay of Plenty Regional Council

OMOKOROA SH2 IMPROVEMENTS

NZ Transport Agency, Western Bay of Plenty District Council

NEW COMMUNITIES – FROM 2021

Te Tumu – future transport
(Eastern Corridor – see overleaf)

Tauriko for tomorrow
(Western Corridor – see overleaf)

All agencies:
NZ Transport Agency, Tauranga City Council, Western Bay of Plenty District Council, Bay of Plenty Regional Council, SmartGrowth



BAYFAIR TO BAYPARK LINK

NZ Transport Agency

MAUNGATAPU UNDERPASS

NZ Transport Agency

POIKE ROAD OVER BRIDGE

NZ Transport Agency

TAURANGA NORTHERN LINK

NZ Transport Agency

TE PUNA / MINDEN ROUNDABOUT (SH2)

NZ Transport Agency

WHO DOES WHAT

Integrating transport and future community planning.



NZ TRANSPORT AGENCY:

- Works in partnership, primarily with councils, to maintain and deliver a nationally integrated land transport system (funding/planning/delivery)
- Responsible for allocating investment of the National Land Transport Fund (gathered from road user charges; fuel excise duty)
- Responsible for State Highways



TAURANGA CITY COUNCIL

- City-wide transport planning and delivery
- Infrastructure (footpaths, cycleways, bus stops, bus lanes etc) for city roads, public transport, walking, cycling
- Owns Tauranga Airport. Operated under Airports Authority Act, governed by Airport Advisory Group. The airport is a standalone 'business unit' of the council and requires no ratepayer funding. Delivering Tauranga Airport Master Plan



WESTERN BAY OF PLENTY DISTRICT COUNCIL

- District-wide transport planning and delivery
- Infrastructure (footpaths, cycleways, bus stops, bus lanes etc) for district roads, public transport, walking, cycling



BAY OF PLENTY REGIONAL COUNCIL

- Region-wide public transport service, planning and delivery (Regional Public Transport Plan)
- Region-wide transport planning including prioritising significant projects seeking NZ Transport Agency investment (Regional Land Transport Plan)



KIWI RAIL

- Responsible for maintaining rail corridors
- Rail freight service provider



BAY OF PLENTY DISTRICT HEALTH BOARD/ TOI TE ORA

- Assessing health and wellbeing impacts of transport and promoting transport as a key community health determinant

UPPER NORTH ISLAND STRATEGIC ALLIANCE

(Auckland/Northland/Bay of Plenty/Waikato)

- Cross-council alliance – has completed inter-regional studies including freight story and ports

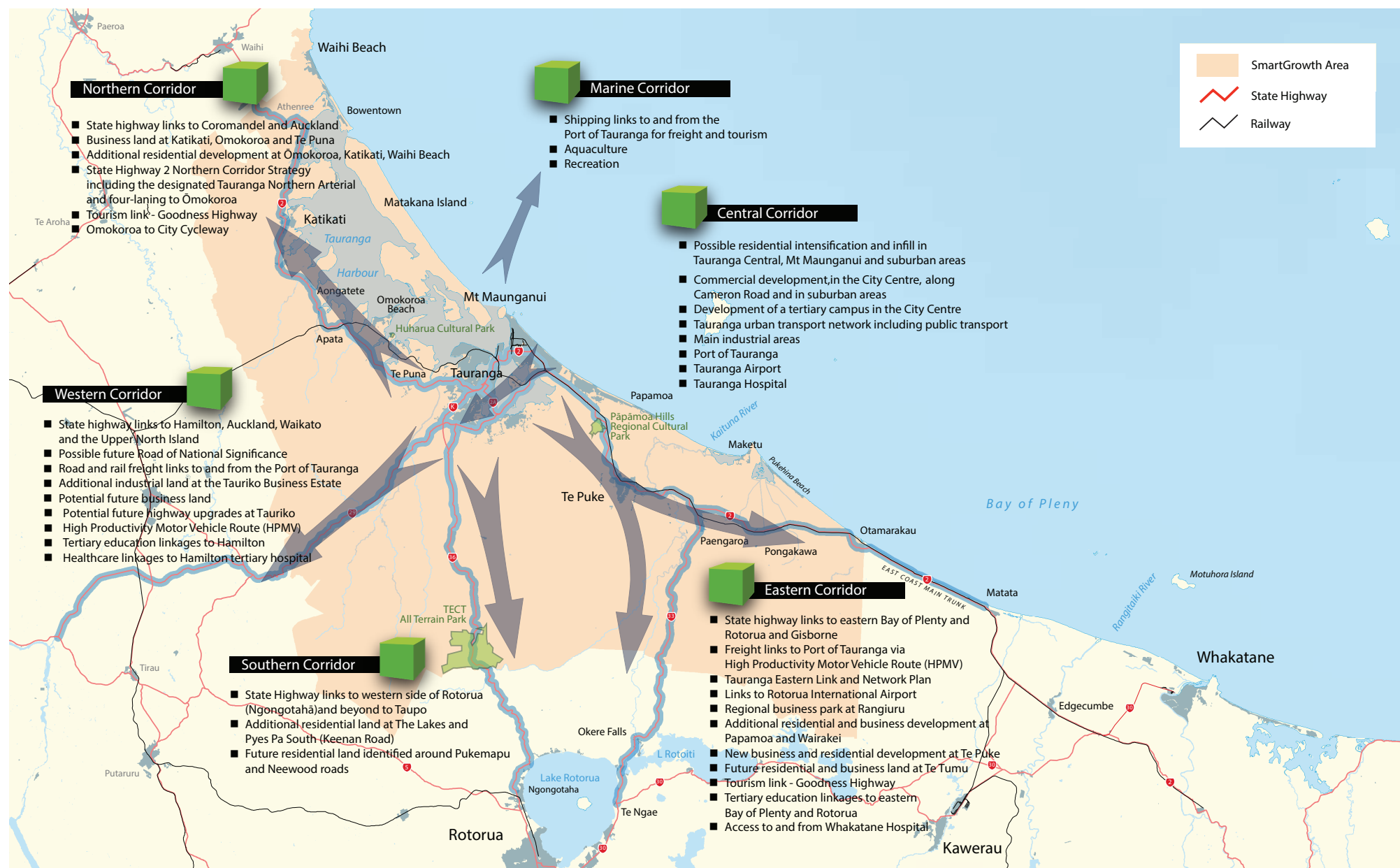
BAY OF CONNECTIONS

- Economic development focus with Freight Logistics Action Group – Freight Logistics Strategy

STRATEGIC SUB-REGIONAL TRANSPORT DIRECTION

- Is the region-wide 30-year land transport plan sufficient to give the long-term strategic multi-modal direction needed for the western Bay and SmartGrowth?
- Where does future thinking about healthy transport, active living, innovation, legislation, funding, goals and technology in transport fit?
- How do we ensure implementation is occurring in a joined-up manner with strong and clear leadership? Do we need a map of the multi-modal transport network plan?
- How do we clearly and easily measure, monitor and report on the western Bay's transport system performance and progress and its integration with land-use planning?

Regional Context and SmartGrowth Corridors



Sub-regional transport planning and collaboration in New Zealand

Introduction

This paper examines recent experience in New Zealand with different models for inter-agency collaboration to plan and deliver land transport outcomes. It has been prepared as a background to help stimulate discussion at a workshop of the SmartGrowth Leadership Group to discuss transport issues in the Western Bay of Plenty sub-region.

The paper includes:

- a brief review of the legislative environment for land transport in New Zealand
- an overview of the approach to transport planning and collaboration in other locations, through case studies in Auckland, Wellington and Christchurch
- lessons from this analysis that can be applied to sub-regions such as the Western Bay of Plenty, to stimulate discussion at the workshop

Background

Current arrangements for the planning, funding and delivery of land transport in New Zealand are complex, with several different parties involved, creating potential for misalignment and lack of integration.

At the same time, transport expenditure is significant and growing, and there is increasing concern at the impact that transport and land use decisions have on each other. This reinforces the need for an integrated approach to transport planning and delivery, especially in major urban centres experiencing rapid growth.

In these areas, the demands on the transport system to support economic growth are overlaid with growing travel demand, often on transport networks that have limited capacity. This has resulted in increased congestion, network inefficiencies and associated safety issues. The traditional approach to dealing with these problems – providing additional capacity – is increasingly expensive and difficult to achieve in urban environments. This has resulted in a stronger focus on managing demand and making better use of existing transport networks.

Despite significant increases in government expenditure on land transport in recent years, funding remains a major issue, especially for local government. Transport can make up a significant share of a council's annual budget: maintenance and renewal of the existing road network is usually a major expense, especially for rural councils with large road networks. For urban authorities with growing population, there is also an increasing demand for new investment in roads, public transport, and facilities for active modes.

Funding responsibility for public transport services rests with regional councils. This means that regional council transport budgets vary considerably: regions with larger regional centres generally have a much larger share of their budget on transport. The Bay of Plenty is an exception to this, as its level of spending on public transport has historically been relatively low.

Land use and transport integration has proved challenging in New Zealand, especially in urban centres that have experienced strong population growth. In part this is due to the different

organisational responsibilities for land use planning and transport planning. The 2016 National Policy Statement on Urban Development Capacity has responded to this issue, by requiring councils to specifically plan for future development capacity, and identifying the need for this to be supported by infrastructure. It notes that “urban development is dependent on infrastructure, and decisions about infrastructure can shape urban development”. The National Policy Statement requires development capacity to be serviced with development infrastructure, and encourages integration and coordination of land use and infrastructure planning. It notes that “this will require a sustained effort from local authorities, council controlled organisations, and infrastructure providers (including central government) to align their intentions and resources”.

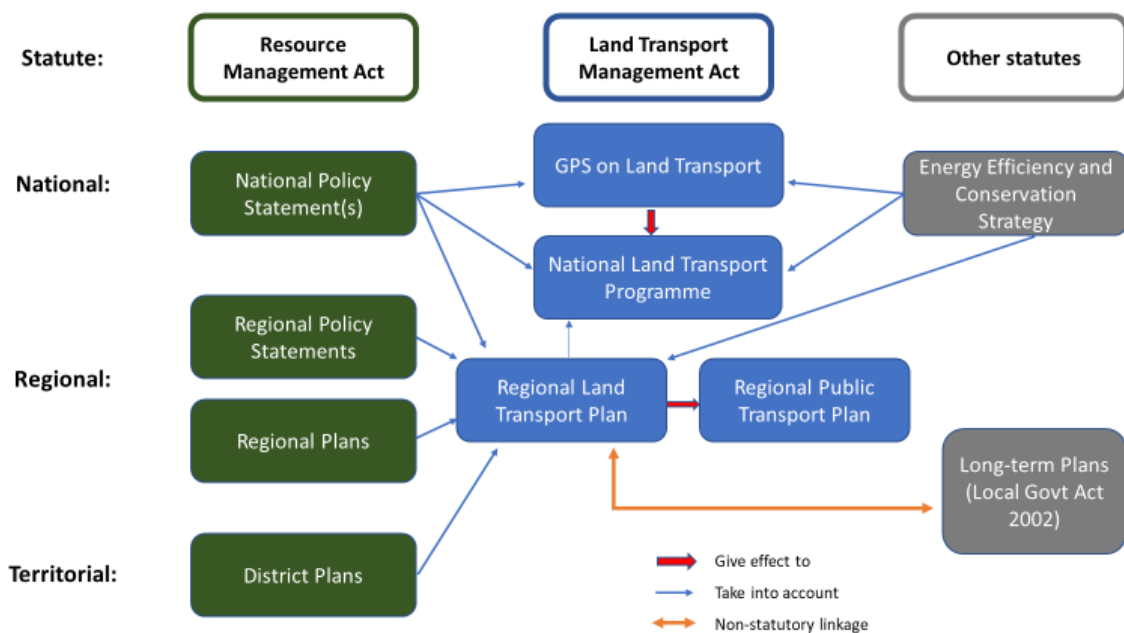
Legislative environment

The primary statute that influences transport planning and management in New Zealand is the Land Transport Management Act 2003 (LTMA). The LTMA establishes the National Land Transport Fund (NLTF) as a dedicated funding source for land transport activities, and sets out the central and local government planning arrangements that need to be followed to enable funding from the NLTF. These include the following documents:

- Government Policy Statement (GPS) on Land Transport
- National Land Transport Programme
- Regional Land Transport Plans

The LTMA also sets out the framework for the planning and management of public transport, including the preparation of regional public transport plans.

These planning documents are informed and influenced by other legislative provisions, notably the Local Government Act 2002, and the Resource Management Act 1991. The relationships between these statutory provisions are illustrated in the following diagram.



At the national level, the GPS provides an outline of central government's strategic priorities for land transport, and sets the parameters for funding allocations from the NLTF. In recent years, the Government has taken a more direct involvement in prioritising and allocating funding for specific projects, such as the Roads of National Significance (RONS) and specific rail investments (including the City Rail Link in Auckland).

Strategic transport planning in New Zealand is strongly focused at the regional level, with regional transport committees (and Auckland Transport) responsible for preparing regional land transport plans (RLTP). Because New Zealand's regions were originally established to deal with a wide range of functions, including resource management, they are not always the most coherent geographic entity for transport planning, especially for urban centres. This means that there are often sharp differences in regional context, transport issues and funding priorities. While some RLTPs provide a strong "top down" strategic context for investment, others are more of a "bottom up" summary of expenditure plans from councils and the New Zealand Transport Agency (NZTA).

A previous requirement for separate regional land transport strategies and programmes was repealed in 2013 with the introduction of RLTPs. While the RLTP is required to set out the region's land transport objectives, policies, and measures, the primary focus is on the proposed expenditure programme, and the strategic overview that was previously included in the regional land transport strategy is no longer as prominent.

Non-statutory strategies and plans also have an important impact on the transport planning landscape. These are more prevalent in urban settings, and often relate to urban growth and development, including strategies that relate to sub-regions which extend beyond the ambit of a single city council. Examples include the Greater Christchurch Urban Development Strategy, Futureproof Waikato, and SmartGrowth in the Western Bay of Plenty.

The LTMA, the Local Government Act 1974, and the Government Roading Powers Act 1989 allocate responsibilities for planning and management of different parts of the land transport network according to road type or mode, as follows:

- NZTA: State highways
- Territorial authorities: local roads, including public transport infrastructure
- Regional councils: public transport services

In addition, KiwiRail has responsibility for the provision of rail infrastructure.

Funding for land transport is also split between different parties, as follows:

- The National Land Transport Fund (NLTF), via NZTA (100% for State highways, approximately 51% for subsidised local roads and public transport in urban centres)
- Regional councils (for public transport services, approx. 50/50 with NLTF)
- Territorial authorities (for local roads, approx. 50/50 with NLTF)
- Crown (for rail infrastructure via KiwiRail, and some other specific activities that the Government has decided to fund in addition to the NLTF)

To qualify for funding from the NLTF, and activity needs to be included in the RLTP, the National Land Transport Programme (NLTP), and be approved following business case assessment etc. For local share, funding allocations also need to be included in council Long-term plans, which are required under the Local Government Act 2002.

Issues with the current system

The current planning, funding and delivery arrangements can give rise to some integration problems. This can include the following examples:

- **Strategic overview:** The RLTP focus on the sequencing and funding of land transport activities means that in some regions, there is a lack of strategic overview and interventions are not always considered in a “joined up” fashion.
- **Central/local priorities:** Misalignment can occur where there are differences between central and local government strategic priorities for development of the transport system (e.g. where regional or local priorities do not align with the priorities identified in the GPS)
- **Land use/transport integration:** Integration between land use and transport can present challenges, especially where responsibilities for land use and transport rest with different councils, or spill over (e.g. in larger urban areas, where the land use decisions taken in one district can result in transport impacts in another)
There is also potential for conflicts to arise at the local level between the place and through-movement functions of roads. This is exacerbated in busy locations such as town centres, or where different agencies have responsibility for transport and “place-making”
- **Modal integration:** Many regions have experienced problems aligning priorities and actions between public transport services (managed by regional councils) and infrastructure on local roads (managed by territorial authorities). There are also issues with prioritising investment between road and rail (with the separate funding arrangements that exist for KiwiRail).
- **Financial accountability:** Current arrangements can result in a lack of alignment between strategic planning and the ability or willingness to pay for the transport interventions that are needed to implement the strategy. Because responsibility for transport strategy is primarily at the regional level, decisions can sometimes be made by bodies that lack the financial accountability for delivery.
- **Funding-driven priorities:** Differences in funding rates from the NLTF can bias priorities towards investments on the State highway network, which minimise the overall requirement for local share (State highway investments attract 100% funding from the NLTF, whereas local road and public transport investments in urban centres are typically co-funded from the NLTF at a funding assistance rate of 51%, with the balance requiring input from local funding sources).
- **Confused accountabilities:** The statutory allocation of roles and responsibilities is not well understood by the public. This can be a problem with public transport in urban centres, where the differing roles of regional and territorial councils can be confusing for the public. This is not helped by some political leaders who make pronouncements outside their area of responsibility!

Approaches in other regions

Four case studies have been prepared to help understand how these issues have been addressed in other regions with major urban centres. Although the circumstances differ between regions, some common issues and responses have emerged, which provide some useful lessons that may be applied to a discussion of sub-regional transport planning and management in the Western Bay of Plenty.

Case study 1: Auckland Transport

Until 2004, land transport governance in Auckland was similar to the current arrangements in elsewhere in New Zealand. Transport functions were generally divided along modal lines: territorial authorities had responsibility for local roads, Transit NZ (now NZTA) for state highways, and the Auckland Regional Council (ARC) for public transport.

While the parties could broadly agree on the strategic direction for transport through the Regional Land Transport Strategy (RLTS), they were severely constrained in their ability to implement the major policies of the RLTS. This problem was particularly acute for public transport, where the need for significant improvements had been identified (particularly for the rail network) but the organisations responsible for planning were not able to progress implementation.

Auckland had a non-statutory Regional Growth Strategy which had some influence over its transport strategies, but transport and land use decisions were not always well aligned.

The Government took steps to remedy this situation in 2004 with the establishment of a new Auckland Regional Transport Authority (ARTA), and an increase in funding for transport. ARTA took over the ARC's public transport service planning and funding role and responsibility for preparing the annual Regional Land Transport Programme, which consolidated all territorial authority local roading expenditure and ARTA's public transport expenditure, with the requirement to give effect to the RLTS.

Despite these changes transport responsibilities remained fragmented, particularly for the key focus area of passenger rail where responsibility for asset ownership and operations in public transport was divided between different organisations and was not vertically integrated. Responsibilities for strategic planning and funding were also divided between different statutory bodies. The need for coordination between these bodies often led to the establishment of ad hoc regional or project-specific groups, which added further confusion to the governance arrangements.

Concerns over the lack of progress on transport issues in Auckland were one of the main reasons for the establishment of the Royal Commission on Auckland Governance, which reported in March 2009. A review of transport governance for the Royal Commission¹ identified several governance issues that needed to be addressed, including fragmented decision-making, barriers to integration, lack of a clear mandate for actioning transport strategy, and a lack of alignment between strategic planning and financial accountability.

¹ *Transport Governance in Auckland*, in Report of Royal Commission on Auckland Governance, Vol. 4: Research Papers, March 2009

Response

The response in Auckland was the consolidation of seven territorial authorities and the regional council into the new Auckland Council; and the formation of a new CCO, Auckland Transport, with responsibility for all land transport functions (except State Highways and “below track” rail infrastructure). The legislation establishing Auckland Transport laid out some restrictions on the Council’s role in transport.

The Auckland solution was suited to the particular circumstances that existed in Auckland, where the urban area covers most of the region. This means that urban transport issues dominate the region’s transport planning agenda.

Lessons

The advent of Auckland Transport has enabled a much more joined-up approach to transport decision-making, including:

- Better integration of public transport and roads
- Removal of cross-boundary issues and differences in approach/standards that previously existed
- Better prioritisation of activities and funding
- A more productive relationship between NZTA and Auckland Transport, with a “one-network” approach to network management.

However, there are still some integration issues with the land use/transport interface, as these responsibilities are now split between the Auckland Council and Auckland Transport.

In addition to its land use planning responsibilities under the Resource Management Act, the Auckland Council has statutory responsibility to prepare a spatial plan for Auckland (known as the Auckland Plan), which is required to set a strategic direction for Auckland, outline a high-level development strategy, and enable coherent and coordinated decision making by the Council and other parties to determine the future location and timing of critical infrastructure, services, and investment.

However, there is no formal statutory linkage between the Auckland Plan and the transport plans that Auckland Transport are responsible for preparing (e.g. the RLTP). The Act simply requires the Council to “endeavour to secure and maintain the support and co-operation of central government, infrastructure providers ... and other parties ... in the implementation of the spatial plan”

Although this relatively informal approach has potential for misalignment, the connection between the Auckland Plan and the RLTP has remained relatively strong. The governance relationship between the two bodies means that it would be difficult for Auckland Transport to follow a divergent path with its RLTP.

There remain some tensions at the local streetscape level: Auckland Transport retains responsibility for the whole of the road corridor (“boundary to boundary”), but its perceived focus on transport outcomes can conflict with the ability to deliver place-based outcomes in the public realm. This conflict is especially acute where busy roads pass through sensitive local environments such as town centres.

Case Study 2: Auckland Transport Alignment Project

While the 2010 Auckland governance changes addressed a number of issues, some others remained. These included an ongoing misalignment between central government and Auckland over priorities for transport, leading to an impasse over funding arrangements.

The Auckland Plan and regional transport strategies had identified the need for significant infrastructure investment, including a major investment in public transport, particularly rail. The ability of the Council to fund its share of these investments from traditional funding sources was limited, and the repeal of previous legislative provisions for a regional fuel tax made this more difficult.

In response, the Auckland Council examined a range of options for new funding tools, and identified a motorway toll as the preferred option. However, this would require Government support for the enabling legislation, and also raised governance issues (i.e. collection of revenues from users of the State Highway network, which is managed by NZTA, to fund activities on the local road and public transport network).

The Government declined Auckland's request to progress motorway tolls, in part because it was not in agreement with the Council's priorities for how the additional revenue should be spent. There was also disagreement over some of the underlying assumptions relating to urban growth which had been used to justify some of the investment priorities. The Council instead introduced a transport levy on its rates in its 2015 Long Term Plan. This was viewed as a temporary and partial measure, however, and the substantive issue remained.

Response

To address this, the Government and the Auckland Council established the Auckland Transport Alignment Project (ATAP) in August 2015, to identify an aligned strategic approach for the development of Auckland's transport system that delivers the best possible outcomes for Auckland and New Zealand.

Over the next 12 months, officials from the six agencies involved in the project² worked through a range of options for how best to deliver the objectives established in the project's terms of reference:

"whether better returns from transport investment can be achieved in the medium and long-term, particularly in relation to the following objectives:

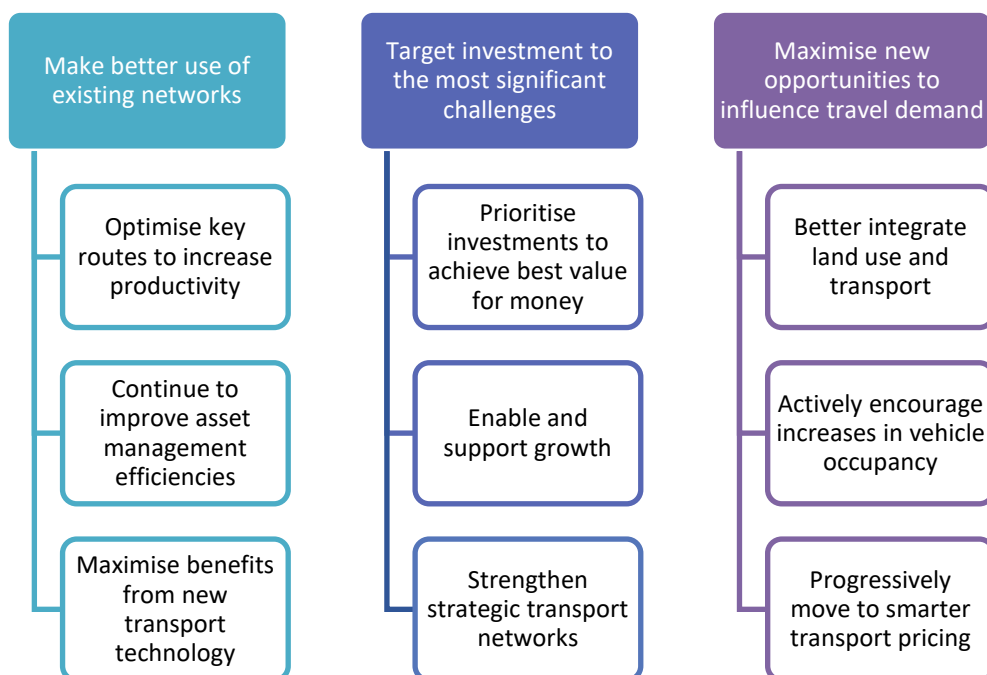
- i. To support economic growth and increased productivity by ensuring access to employment/labour improves relative to current levels as Auckland's population grows
- ii. To improve congestion results, relative to predicted levels, in particular travel time and reliability, in the peak period and to ensure congestion does not become widespread during working hours
- iii. To improve public transport's mode share, relative to predicted results, where it will address congestion

² Ministry of Transport, Auckland Council, NZ Transport Agency, Auckland Transport, The Treasury, and the State Services Commission

- iv. To ensure any increases in the financial costs of using the transport system deliver net benefits to users of the system”

ATAP concluded in September 2016, with the parties agreeing on a recommended strategic approach³. This included an indicative package of measures over the next three decades, covering the broad timing and scale of interventions, and estimates of costs and benefits, together with the nature, scale and timing of the funding gap for the recommended strategic approach. It also set out recommended implementation actions.

The ATAP recommended strategic approach identified three integrated elements, as illustrated below:



The report identified a “funding gap” of approximately \$4 billion between the cost of the indicative package and expected funding from current sources in the first decade (2018-28). This provided the starting point for discussions between the central government and the Auckland Council on funding options to address the gap.

One of the key findings in the ATAP project was the potential for smarter transport pricing to have a significant impact on the project outcomes. The report recommended the early establishment of a dedicated project to progress smarter transport pricing, with a view to implementation within the next 10 years. This project has recently commenced.

Lessons

Although not sub-regional in nature, ATAP is a useful example of a collaborative project that has resulted in an improved alignment between the parties, and provides some lessons for similar situations where the parties may have different transport priorities that need to be resolved for progress to be made.

³ Auckland Transport Alignment Project: Recommended Strategic Approach, September 2016

The project was aided by a clear and concise terms of reference, which the parties took time to develop and agree before the project commenced. This included a concise set of objectives (outline above), which enabled the work to be strongly focused.

Gaining early agreement between the partner agencies on problem definition and underlying assumptions (including population and employment growth) was also an important ingredient in the success of the project. Taking time in the initial stages to achieve this alignment provided a solid foundation for the work that followed, including the development and assessment of alternative interventions, and the prioritisation required to establish the indicative package.

ATAP had a fixed time frame for completion, which meant that it was important to remain focused on the most critical issues, and direct resources towards resolving these. This was aided by the commitment of staff resources by each of the partner agencies, and the appointment of an independent project director.

Although the project concluded in September 2016, ATAP has provided a foundation for further collaboration between the parties. A similar governance structure is being used for the Auckland Smarter Transport Pricing Project, and the parties reconvened recently to update the indicative package in the light of updated information on Auckland's growth patterns.

Remaining challenges

Although the ATAP parties could agree on the size of the indicative funding gap, the challenge remains in relation to how it should be addressed. The ATAP report recommended that Government and Auckland Council work together to consider options and agree on an approach to address the funding gap by mid-2017, to inform statutory funding documents (including next year's RLTP, the GPS and NLTP). A recent review of the indicative package indicated that the first decade funding gap is likely to be greater than the \$4 billion in the ATAP report, but the parties have yet to resolve how this will be dealt with.

Previously, the Council has favoured motorway tolls as a means of raising additional revenue. ATAP concluded that pricing mechanisms should be investigated further, but the focus of the Smarter Transport Pricing Project is on pricing as a demand management tool, rather than an additional revenue stream.

The Smarter Transport Pricing Project is now underway, and is expected to consider a broad range of possible pricing options. Should a decision be made to progress with a road pricing solution, enabling legislation will be required, together with an appropriate governance and management structure. This will need to include arrangements for how revenues from road pricing are allocated.

Case Study 3: Let's Get Wellington Moving

Wellington's transport system is strongly shaped by its topography, with settlement and transport linkages focused along key corridors. The 2015 Wellington Regional Land Transport Plan (RLTP) included a strong focus on four key transport corridors – Western, Hutt, Wairarapa and Ngauranga to Wellington Airport. The resulting corridor strategies set out multimodal solutions to address the key problems and challenges for the particular corridor.

Development of the Ngauranga to Wellington Airport transport corridor includes several unique challenges, many of which relate to the relationship between the transport network and the central

business district, which houses a large proportion of the region's jobs and an increasing number of residents. Issues include the small number of constrained corridors leading into and through the central business district (CBD); the need for improved system resilience in the face of natural hazards; and the problems caused by the need for through-travel to traverse the CBD.

The RLTP Ngauranga to Airport corridor strategy included the development of a high quality public transport priority "spine", safety and capacity improvements on State Highway 1 (including duplication of the Mt Victoria Tunnel), and improvements to address conflicting transport demands at the Basin Reserve. As part of this strategy, NZTA had progressed planning for a bridge to separate conflicting movements at the Basin Reserve, but this was rejected by a Board of Inquiry, a decision that was upheld by the High Court in August 2015. These decisions highlighted the need for a more holistic and engagement-led approach to transport decisions in central Wellington, involving the three key public sector organisations: the NZTA, Wellington City Council and Greater Wellington Regional Council.

Issues had also emerged with public transport. Earlier collaborative work on the development of a public transport spine through central Wellington progressed to the indicative business case stage, but some stakeholders raised concerns over the conclusions of the earlier work to support as bus-based investment. There was also uncertainty over the implementation pathway given the split in responsibilities between the regional and city councils (and the interface with the State Highway network on part of the spine route).

Although a strategic approach to these issues had been established in the RLTP, these issues remained, which led the three agencies to formally agree to work together on a whole-of-system approach to planning, investment and development of the transport system between Ngauranga to Wellington Airport corridor, and its interaction with land use (especially in the CBD).

Response

Following the Board of Inquiry decision on the Basin Reserve application, the three parties (NZTA, Wellington City Council and Greater Wellington Regional Council) agreed to establish a joint Governance Group to accelerate planning and design work on the linked projects outlined in the Ngauranga to Airport Corridor Plan. A Memorandum of Understanding was signed between the three agencies in December 2014, with an agreement to work together on a whole-of-system approach to planning, investment and development in the corridor.

An independent Programme Director was appointed and a programme team was established with staff from the three agencies. An extensive public engagement exercise was undertaken in 2016, which led to the establishment of a set of urban design and transport principles. Work since then has focussed on setting out an evidence-based problem statement and case for change, the identification and testing of possible interventions to address those problems, and the packaging together of those interventions into possible scenarios which will be tested with the public in a further round of engagement later this year. A strong focus of the programme is ensuring that the interdependencies between the interventions are clearly understood.

The aim is for the parties to agree on a preferred package and an Implementation Plan in early 2018. This will serve as a programme business case for an integrated, multi-modal package of improvements. The Implementation Plan will also need to set out a preferred delivery mechanism, to ensure that the preferred scenario is able to be put in place in with the appropriate sequencing of activities.

Lessons and remaining challenges

As Let's Get Wellington Moving is still in progress, it is difficult to draw too many conclusions at this stage. However, the collaborative process has enabled the three parties to consider their issues within a wider context, and appreciate the need for an integrated solution that goes beyond the ambit of any one organisation. This should enable a stronger tri-partite commitment to the key elements of the final preferred package, where this has not always been the case in the past.

The strongly engagement-led approach has also had advantages in demonstrating to stakeholders and the public the commitment of the parties to work together towards an integrated solution, rather than focussing on individual interventions in isolation. In turn, this has helped stakeholders to better understand the interdependencies that exist between different parts of the transport network, and its relationship with land use activities.

Remaining challenges

Let's Get Wellington Moving has responded to the need for an engagement-led review of the strategy for the Ngauranga-Airport corridor. Its sub-regional focus has meant that there are fewer parties that need to be involved, but it is important that the programme retains integration with the wider regional network. This is important for two main reasons:

- the Ngauranga-Airport corridor serves a significant amount of travel that originates beyond the local area, which means that the wider region has a strong interest in what happens within the corridor
- transport and land use changes outside the Ngauranga to Airport area will have a material impact on the future transport demands that need to be addressed within the corridor: it is important that the corridor continues to be considered as part of a wider regional network.

Agreement of the constituent parties to the strategic direction and the preferred package. Given the nature of the interventions under consideration, it is likely that some will involve difficult trade-offs (e.g. the removal of on-street car parks to accommodate bus lanes). A collective commitment by the three partner agencies to implementing the full package of interventions will be needed to ensure that these trade-offs are appropriately managed. This may require a more formal delivery arrangement, rather than relying on the individual parties to implement the parts of the package that they have traditionally been responsible for.

Successful implementation will also require financial commitments from each of the partners. This may be challenging in some areas, especially where additional local share funding may be required. For example, public transport infrastructure on the local road network is likely to require local share funding that would traditionally be the responsibility of the City Council. Furthermore, some of the interventions under consideration for the State Highway offer wider city-shaping benefits beyond the transport benefits that would normally be funded; there may be a need for alternative local funding arrangements to enable these to be included in the final package.

Case Study 4: Greater Christchurch public transport

In common with most other urban centres in New Zealand, responsibility for public transport services and facilities in greater Christchurch is split between the regional council and territorial authorities:

- The regional council, Environment Canterbury, holds statutory responsibility for planning and funding public transport services in greater Christchurch. This includes route planning, contracting of bus services, setting fares and concessions, customer information, and marketing
- Christchurch City Council, Selwyn District Council and Waimakariri District Council have responsibilities as road controlling authorities in relation to bus stops, shelters and transfer facilities, on-road passenger information systems, the implementation and operation of bus priority schemes, and the provision of park and ride facilities and off-road interchange and transfer facilities.

Christchurch has historically experienced difficulties in integrating public transport service provision and supporting infrastructure. Informal approaches to addressing this issue included ad-hoc arrangements between the councils to prepare joint plans, but these were not binding on the parties and not always followed through, so tensions remained.

These problems became more acute in Christchurch following the 2011 earthquakes, which resulted in a significant shift in transport patterns. Travel to and from the CBD was substantially reduced and employment shifted to peripheral locations, which had a major impact on public transport patronage and revenues. The relocation of residential activity has also resulted in strong growth beyond the Christchurch City boundaries (in Waimakariri and Selwyn Districts), adding to travel demand from these areas.

As a result, there was an urgent need to reconfigure the public transport network, and an associated requirement for new public transport infrastructure to support the new “hub and spoke” network pattern, including bus priorities and hub interchange facilities. This in turn requires a high degree of coordination, strategic alignment, and commitment by different agencies.

A 2015 review⁴ found that public transport services and infrastructure in the greater Christchurch area were “sub-optimal” because the four councils involved were not achieving the necessary level of integration.

The review found that, despite a high level of in principle agreement on the strategic direction for public transport strategy, there were multiple public transport plans that were either not aligned or not fully integrated. It also identified underlying tension and disagreement on the speed, relative priority and detail of implementation, and a tendency to re-litigate elements of the strategy.

The review assessed ten options to improve public transport governance and delivery, ranging from the status quo, options that improve partnership and collaboration between the partners, and options that would involve a reallocation of roles and responsibilities to achieve more integrated decision-making. Because of the complexity of reallocating roles and responsibilities (including the need for legislative changes for some options), the review concluded that the four councils should move towards a more formal partnership approach to more integrated decision-making to improve public transport governance and delivery.

⁴ Review of governance and delivery arrangements for public transport in greater Christchurch (McGredy Winder, November 2015)

Response

In response to the independent review, the councils (with NZTA) agreed to establish a joint committee to oversee their public transport functions. The Greater Christchurch Public Transport Joint Committee, which was formally constituted under clause 30A of Schedule 7 of the Local Government Act 2002, had its inaugural meeting in July 2016.

The Joint Committee has an independent chair, and includes membership from the four councils and NZTA. Its primary objectives are to foster a collaborative approach between the parties to achieve integrated decision-making; and to provide clear and decisive leadership with respect to the provision of public transport services and infrastructure in Greater Christchurch.

Its role is to:

- Develop the Regional Public Transport Plan (RPTP) and guide the development of the public transport components of other planning documents;
- Make recommendations to the parties regarding implementation of the RPTP;
- Oversee the implementation of the RPTP; and
- Lead future public transport planning.

Environment Canterbury has delegated as many of its public transport functions as possible to the new committee. However, the Joint Committee does not have the authority to commit any of the parties “to any path or expenditure or to borrow money and its recommendations do not compromise the Parties' freedom to deliberate and make decisions”.

Remaining challenges

Because the Joint Committee has only been in place for little more than a year, it is probably too early to judge its success. To some extent, its effectiveness will be tested by the commitments that are made by the constituent councils in the next round of long term plans. Because funding allocations still need to be made by each of the parties, there is a risk that different council priorities could result in a continued misalignment at the delivery stage.

Discussion points

The workshop on 18 October 2017 will consider the lessons from other locations and how these may apply to the Western Bay of Plenty sub-region. This will help to provide answers to the following questions:

- Is there a compelling case for a sub-regional approach to transport planning and decision making?
- What is preventing this being undertaken by existing organisations?

Although the situations examined in the case studies differ, the approaches taken in those other centres provide some useful pointers to aid discussion of sub-regional approaches to transport planning and collaboration in the Western Bay of Plenty. These are summarised below.

What factors would support a sub-regional approach?

From the case studies, we can identify several factors that have acted as a catalyst for change in other jurisdictions. These have been used to identify the following factors that could, in combination, support moving to a sub-regional approach.

- Sub-regional transport issues are significant, and distinct from those in the rest of the region
- The travel patterns in the sub-region mean that there are significant travel demands that cross territorial authority boundaries; and land use activity has cross-boundary impacts on the transport system that need to be managed
- There are coordination and integration issues between the different organisations responsible for transport in the sub-region
- There is experience between the parties in coordinating their strategic planning and implementation (other than statutory mechanisms such as regional transport committees) e.g. through the development of an urban development strategy, or through joint mechanisms to coordinate transport planning and delivery
- Growth pressures are leading to significant changes in transport demand which need to be addressed
- Transport strategies or plans that have implications for the wider sub-region have been developed by one or other of the organisations without sufficient input from the others
- While there is agreement to the overall strategy, there is a lack of a clear path to implementation, or detailed delivery is not supported by some of the parties that need to implement it.
- There is a difference in transport funding priorities between the organisations

Discussion points:

To what extent are some or all of these factors present in the Western Bay of Plenty?

How would they translate into measures of success for any sub-regional approach?

How should different options be assessed?

Following from the factors outlined above, the consideration of any options for better sub-regional integration and collaboration for transport planning and delivery should consider the following criteria:

- **Geographic coherence:** Does the option provide a coherent framework for transport decision-making that reflects the geographic nature of transport networks and demand patterns?
- **Integration:** does the option provide the opportunity for improved vertical integration (between strategy and delivery); horizontal integration (between transport and land use); and alignment between different transport modes.
- **Mandate:** Does the option provide a clear mandate and the statutory authority to take the necessary actions to implement current and future transport plans?
- **Accountability:** Does the option provide clear roles and accountabilities, minimise the potential for overlaps or disputes, and include mechanisms to ensure good decision-making?

Discussion points:

Are these criteria important in the Western Bay of Plenty? Should others be considered?

Limitations

The case studies have demonstrated a variety of ways in which more integrated and collaborative transport planning and delivery arrangements can be progressed. Some of these can be put in place within the existing legislative environment, but others (such as the governance changes in Auckland) require legislative intervention.

The case studies have also highlighted some of the limitations that exist with the approaches that have been followed elsewhere. These need to be considered in the assessment of options for the Western Bay of Plenty:

- **Statutory responsibilities:** There are limits to the extent of changes to governance arrangements that are possible within the existing legislative environment. In Christchurch, this influenced the decision to change to a Joint Committee which was possible within the existing statutory provisions, rather than pursue more significant structural changes which would have required legislative approval (with associated delay and uncertainty).
- **Delegation:** The current legislation confers roles and responsibilities on different organisations, and while some of these may be delegated, others cannot (for example, approval of the RLTP or a regional public transport plan by a regional council). Even where powers can be delegated, there will be situations where parties will be unwilling to do so, as this can result in a loss of control over an issue that is of importance to that organisation.
- **Financial commitment:** The implementation of collaborative plans and strategies requires financial commitments from the different parties, and these can be difficult to achieve when

those organisations need to consider other demands and expenditure priorities (which, for councils, include non-transport functions).

- **Future-proofing:** While steps to improve integration and collaboration will be primarily focussed on addressing issues that currently exist, it is important to ensure that any changes are able to address issues that may emerge in future. The transport sector is undergoing significant changes in technology, and this is likely to be accompanied by a need for new management approaches, and a much stronger focus on demand management (possibly including road pricing).

Discussion points:

How can these limitations be managed in the Western Bay of Plenty context?

Barry Mein

October 2017



Committee Name	SmartGrowth Leadership Group
Committee Meeting Date	18 October 2017
Author (s)	Ken Tremaine, Strategic Advisor
Purpose	To update the SLG on the Pyes Pa West - Keenan Rd Growth Area

SmartGrowth SPR: Pyes Pa West - Keenan Road

Introduction and Background

This report is intended to update the SmartGrowth Leadership Group (SLG) on the Pyes Pa West - Keenan Road growth area.

Keenan Rd is one of four growth areas that were confirmed by the SmartGrowth Implementation Committee (SGIC) in August 2016 and agreed by the partner councils. These areas were recommended to provide urban development capacity in the sub-region over the next 10 years.

The four projects are:

- Compact City (Tauranga)
- Western Corridor – Tauriko West
- Western Corridor – Keenan Rd
- Eastern Corridor – Te Tumu

The August 2016 Implementation Committee resolution in relation to Keenan Road is as follows:

Agree to retain the Keenan Road area (within Tauranga City) as an urban growth area and continue planning and community engagement work on timely rezoning for the remaining Keenan Road area (possibly including Merrick Road/Joyce Road extension).

This highlights the fact that further work is required before the area can be developed.

It is noted that some of the landowners have been in contact with the SmartGrowth Leadership Group as well as the relevant partner councils. It is appropriate for the Leadership Group to consider growth areas at a big picture level, to recommend staging and to look at

integration issues. The Leadership Group don't need to be drawn into the detailed technical issues around the suitability of particular areas of land and infrastructure servicing matters. These are the domain of the partner councils through structure planning.

The Development

What has Happened to Date:

- In 2015/2016 a Keenan Road Growth Area Planning Study was completed. The Executive Summary of this report is attached as **Appendix 1**. This was presented to the SGIC in May 2016 and the area confirmed as part of the wider SPR in August 2016.
- The Study found that the Keenan Rd area is appropriate and commercially viable for urbanisation in the future, however it is not currently ready for urbanisation as there are a range of issues that need to be resolved.
- Given the impending development capacity constraints facing the sub-region, it was recommended that Tauriko West (given its size) should go first.
- The stormwater model has been completed – this will allow the Keenan Rd area to be tested from a stormwater management perspective within a yet to be determined wider stormwater catchment context.
- TCC has an agreement with The Lakes to upsize some water and wastewater infrastructure to enable some future development in the Keenan Rd area relying on the existing network.
- TCC has acquired land from The Lakes for future road connections into the Keenan Rd area.

Staging

There is no question that Keenan Road is a SmartGrowth urban growth area. It is within the long-term urban limits of the Operative Bay of Plenty Regional Policy Statement (RPS) (timed for post 2021) and has been on the table for some time. The question is one of timing.

Attached to this report as **Appendix 2** is the updated SmartGrowth sequencing diagram. This indicates a proposed staging for Keenan Rd which follows Tauriko West.

The considered view arrived at from all of the work undertaken to date is that in terms of the Western Corridor, Tauriko West should be developed first, followed by Keenan Rd. Tauranga City Council also has a very significant development in the Eastern Corridor at Te Tumu to be implemented as well. Western Bay of Plenty District Council is also managing a significant development at Omokoroa.

The reasons for staging Keenan Road after Tauriko West are as follows:

- Development Capacity and Economies of Scale – there is a need to provide a significant amount of development capacity in a relatively short timeframe in order to meet our National Policy Statement on Urban Development Capacity requirements. Tauriko West will provide approximately 3,000 households. While the full Keenan Rd area could provide around 2,000 houses only 500-700 would be

provided by enabling Keenan Rd North to be staged now. Tauriko West is a more straightforward development and can be delivered on faster than Keenan Rd.

- Infrastructure servicing and funding challenges.
- Part of the Keenan Rd area is within Tauranga City and part is within Western Bay of Plenty District. This raises issues around boundary adjustments and infrastructure servicing agreements.
- The TCC/WBOP MOU around Tauriko West provides that no further boundary adjustments would progress until demonstrable progress is made on compact city delivery.
- The issues around staging are also matters for the councils to determine in terms of how much land they can have ready for development at once. These issues are tied up with infrastructure servicing and balance sheet impacts as well as resourcing constraints and the risk of losing momentum on other growth projects.
- There are development issues for the wider Keenan Rd area – difficult topography, multiple land ownership and potential servicing diseconomies. These will take time to work through.

Keenan Rd North landowners have advocated that their land should be staged now along with Tauriko West as their view is that their area is easier to service, is contiguous with The Lakes development and doesn't have as many owners involved. However, many of the reasons noted above for staging the whole of Keenan Rd after Tauriko West also apply to Keenan Rd North.

The following are other issues in terms of staging the Keenan Rd North development early:

- It is not a natural staging option for the Keenan Rd area due to servicing and access challenges (eg the land is on wrong side of gully to where the future collector road is planned and where water and wastewater pipes will be).
- Any planning for part of growth area would need to ensure it did not compromise the wider growth catchment – including potential extension into Merrick (pipe sizes, stormwater management etc).

While the Keenan Rd area is within the RPS urban limits and is identified as a growth area, most of the area is timed for development post 2021. The RPS requires the following matters to be considered before land is developed:

- Sustainable rates of land uptake;
- Existing or committed public and private sector investments in urban land development and infrastructure;
- Sustainable provision and funding of existing and future infrastructure; and
- Efficient use of local authority and central government financial resources, including prudent local authority debt management.¹

The RPS also contains requirements around structure planning in Method 18 (see **Appendix 3**). This method details all of the work that needs to go into structure planning to meet RPS requirements. This requires a significant amount of work and comprehensive planning that takes time to achieve.

¹ *Operative Bay of Plenty Regional Policy Statement, 2016, policy UG10B*

In April this year a letter was sent to all Keenan Rd residents updating them on development planning for their area. The letter clearly summarises the reasons for not proceeding with Keenan Rd straightaway, namely that the area is more expensive to develop than initially anticipated, and that the large number of landowners and comparatively smaller properties, would make it difficult to achieve an agreed development plan. The letter which provides a comprehensive update for residents is attached as **Appendix 4** to this report.

Next Steps

The Keenan Rd area remains part of the SmartGrowth Settlement Pattern Review as a growth area and forms part of the NPS-UDC work.

However, Keenan Rd is not a straightforward growth area and will require further work before development can commence. The issue is one of timing only.

As set out in this report, there are a number of reasons why Keenan Rd is not being progressed right now. Many of these reasons also apply to the Keenan Rd North area.

Preparatory work on a structure plan for the Keenan Road area, which will also consider other potential extensions such as Merrick Road, will continue so that Keenan Rd is ready to be developed following the commencement of Tauriko West. Thus planning for and development of Keenan Rd North cannot occur until this wider structure planning work has been completed. This will enable SmartGrowth and the partner councils to be in a position to promote any changes required to the Regional Policy Statement and District Plans as required in the future and to also consider the boundary adjustment issue between Tauranga City and Western Bay of Plenty District Council.

Recommendations

That the SmartGrowth Leadership Group:

1. **Note** the update on the Keenan Rd growth area.
2. **Agree** that a joint communication from SmartGrowth and the partner councils should be made to the Keenan Rd landowners outlining the matters raised in this report.

Appendix 1: Keenan Road Growth Area Planning Study – Executive Summary²

Executive Summary

The Keenan Road area adjoins The Lakes development and could be thought of as a contiguous southern extension to that development.

The rezoning of the proposed Keenan Road growth area for urbanisation was prioritised by SmartGrowth as part of the suite of Option 3B Settlement Pattern projects in response to concerns about maintaining sufficient greenfield development capacity in the short-term (within the next 10 years).

Early in the project it became evident that further analysis was warranted to ensure urbanisation was commercially feasible and generally desirable in this location despite the area already being within the existing SmartGrowth Settlement Pattern and the urban limits. Questions around urbanisation potential centred on the implications of steep gullies, low lying river plains, likely yield, land fragmentation, infrastructure servicing and commercial development viability. These concerns lead to a purpose and content of the project changing significantly from one of 'fasttracking' urbanisation to one of determining whether urbanisation was achievable.

This report explores all of these matters and has reached the conclusion that the area is appropriate and commercially viable for urbanisation in the future. Having said this, the area is not currently ready for urbanisation as there are a range of issues that need to be resolved. These issues primarily relate to the issue of fragmented land ownership and the further issues that stem from this in relation to cooperation between landowners, earthworks, infrastructure servicing and development yield.

Fundamentally there are two ways in which the area could be developed. The first is to work with the current landform. This option would result in a lower development yield but it would significantly simplify infrastructure servicing and reduce the need for landowner cooperation.

The second option would be to undertake large scale earthworks to create additional development yield. This option is possible from an engineering perspective however it would require cooperation across a significant number of landowners and therefore may be difficult to implement. However if achieved it would result in a substantial increase in development yield and arguably therefore more efficient use of land.

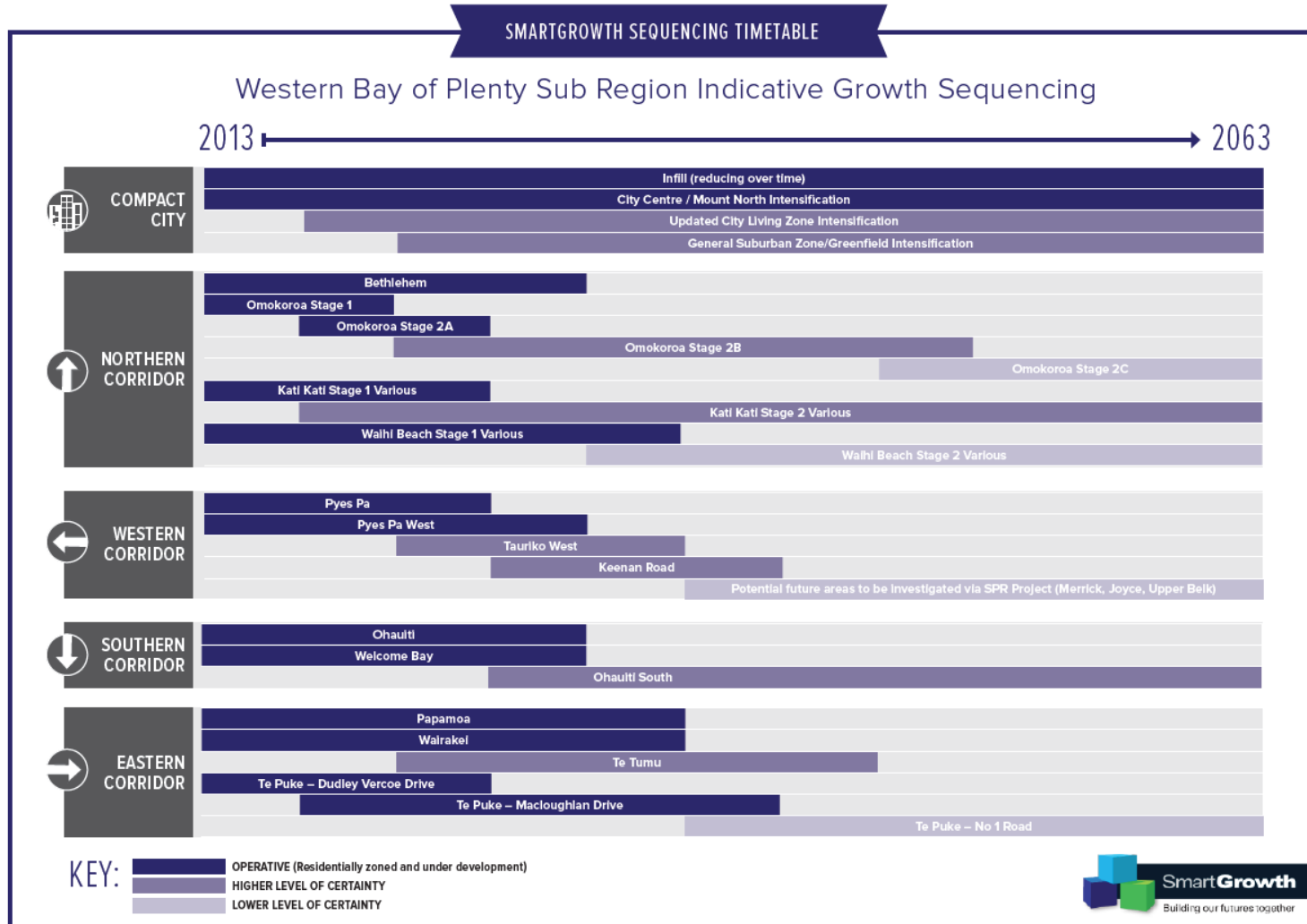
These issues require further assessment including engagement with the local community. The rezoning of the area for urbanisation should be deferred until these issues have been satisfactorily resolved. It is estimated that this further work would take 12-24 months.

This would mean that the Keenan Road area would not provide additional development capacity within the timeframes envisaged when the SmartGrowth 3B projects were

² SmartGrowth, *Keenan Road Growth Area Planning Study - SmartGrowth Option 3B Settlement Pattern Review*, May 2016

approved. As such, consideration should be given to whether there are any other areas within the Western Corridor that could potentially be prioritised for urbanisation in advance of the Keenan Road area.

Appendix 2: SmartGrowth Sequencing



Appendix 3: RPS Provisions – Method 18³

Method 18: Structure plans for land use changes

Prepare structure plans for all large-scale land use changes to ensure:
Structure plans shall, as appropriate and applicable:

- Coordinated development through the integrated provision of infrastructure; and
- Integrated management of related environmental effects.

- (a) Identify land which is to be used or developed for urban purposes;
- (b) Identify intensification areas;
- (c) Show proposed land uses, including:
 - (i) Arterial and collector roads, rail and network infrastructure
 - (ii) Residential, commercial and business centres
 - (iii) Schools
 - (iv) Parks
 - (v) Land required for recreation
 - (vi) Land to be reserved or otherwise set aside from development for environmental protection purposes
 - (vii) Appropriate infrastructure corridors
 - (viii) Community, health and social service facilities, including those necessary to cater for an ageing population.
- (d) In respect of proposed land uses (see (c) above), demonstrate the live-work-play principle to development;
- (e) Show how the target yields set out in Policy UG 4A will be met;
- (f) Identify all existing and consented, designated or programmed infrastructure and infrastructure corridors;
- (g) Identify infrastructure requirements, including the provision of and responsibility for that infrastructure;
- (h) Identify all known contaminated sites that land to be used for urban purposes may contain and show how adverse effects from contaminated land are to be avoided, remedied or mitigated;
- (ha) Identify all known natural hazards that land to be used for urban purposes may be subject to, or contain, and show how low natural hazard risk is to be maintained or achieved;
- (i) Identify significant cultural, natural and historic heritage features and values and show how they are to be protected;
- (j) Identify significant view shafts to be maintained and enhanced through the avoidance of inappropriate development;
- (k) Show how any adverse effect of increased stormwater runoff is to be mitigated;
- (l) Show how other adverse effects on the environment and infrastructure are to be avoided, remedied or mitigated;
- (m) Show how provision has been made for public transport, cycleways and pedestrian connections;
- (n) Document consultation undertaken with persons (including tangata whenua) affected by or interested in the proposed land uses, and any response to the views of those consulted;
- (o) Show how the sequencing of urban growth requirements detailed in Policy UG 6A will be achieved;
- (p) Include Urban Design Plans which:
 - (i) Apply and demonstrate adherence to the New Zealand Urban Design Protocol (March 2005) Key Urban Design Qualities;
 - (ii) Outline the urban design objective and rationale;
 - (iii) Provide an analysis of context;
 - (iv) Provide a site analysis; and
 - (v) State design outcomes for the proposed development.

“As appropriate and applicable” is intended to allow the content of a structure plan to be tailored to the nature and scope of the development proposal to which it relates and, to give effect to this Method, District plans can identify methods for assessing which of the above matters must be addressed, in light of the particular scope of the proposed land use change and its environmental effects.

³ *Operative Bay of Plenty Regional Policy Statement, Method 18: pages 199 - 201*

Implementation responsibility: Regional council, city and district councils.

Appendix 4: Letter to Keenan Rd Residents

27 April 2017

[Name]

[Address]

Dear Resident

Update on Keenan Road Urban Growth Area

It has been some time since the last update to you (May 2016) on the Keenan Road development plans.

What's happening now?

Further work has been done on the options for the wider Western Corridor (the area generally between Pyes Pa Road and the Wairoa River) and we are now in a position to offer some more information.

Last year preliminary indications showed the Keenan Road area would be more expensive to develop than initially anticipated, and that the large number of landowners and comparatively smaller properties, would make it difficult to achieve an agreed development plan.

These factors were then balanced against an assessment of other land areas broadly within the Western Corridor. Consequently, the timing of Keenan Road as a growth area became uncertain.

On 17 August 2016 the SmartGrowth Implementation Committee adopted the following resolutions:

"Tauriko West

Prepare a structure plan and begin the RMA process for a new Urban Growth Area in Tauriko West starting in late 2016/early 2017. This is subject to positive outcomes from the NZ Transport Agency Board Meeting in October 2016."

“Keenan Road

Retain the Keenan Road area (within Tauranga City) as an urban growth area and continue planning and community engagement work on timely rezoning for the remaining Keenan Road area, possibly including Merrick Road/Joyce Road extension.”

Keenan Road residents Neil Cavell and Andrew Dunstan also presented to the Committee on 17 August 2016, proposing the possibility of having the land at the northern end of Keenan Road developed as a first stage either before, or concurrent with, Tauriko West.

The NZ Transport Agency Board supported the findings of the work undertaken to date and the proposed next steps. This encouraged the SmartGrowth partners and the Transport Agency to continue their collaborative approach to the land use and transport planning of the Western Corridor.

The next steps involve detailed option development of the transport solutions (local and state highway road improvements; public transport; walking and cycling networks) to support the proposed land use. This work is focused on the Tauriko West area and includes the section of State Highway 29 that is broadly between Omanawa Road and Cameron Road intersections.

What does this mean?

This means the Tauriko West area will be the first area to be developed, followed by the Keenan Road urban growth area.

We expect Keenan Road to follow a similar, but delayed, timeline to Tauriko West, with the timing yet to be confirmed.

In response to the Cavell/Dunstan proposal, comprehensive stormwater modelling of the Keenan Road area, as well as the wider catchment of the Kopurererua Stream, has commenced. It is necessary to have a good understanding of the stormwater effects before this land is rezoned for development. We are conscious that this modelling must not unnecessarily delay decision making for Keenan Road and it is our intention to report back to the SmartGrowth Leadership Group by no later than August 2017.

Public information days

Public information days for the Tauriko West project (including State Highway options) will be held on Friday 26 and Saturday 27 May 2017 from 11am until 3pm at Shop 9, Tauranga Crossing, Tauriko. We invite you to attend and find out more about the project, next steps, and to speak with members of the project team.

We are also happy to come out to your place to meet with you or a group of your neighbours to discuss any of this information.

Further details

You can find more information, including reports and resolutions at www.westernbay.govt.nz/keenan-road

If you have any questions, please do not hesitate to contact me by email or telephone:

Phillip.Martelli@westernbay.govt.nz

(07) 579 6682

Yours faithfully



Phillip Martelli

Resource Management Manager

Western Bay of Plenty District Council

30th August 2017

Please find following my intended address to the
Smart Growth Meeting Wednesday 16th August 2017

I was asked by the Chair not to speak to the committee on that date but rather delay the address until October. My fear is that may be too late. I have requested Smartgrowth circulate to members the content of that speech for your consideration now.

"My name is Neil Cavell and I am a resident of Keenan Rd North.

Exactly 12 months ago I addressed Smartgrowth and said the following

(1) The Engineers report on the Keenan Rd growth area was flawed as it failed to differentiate between what we are calling Keenan Rd North and Keenan Rd South. Keenan Rd South (the original road) has challenging topography and fragmented land ownership whilst Keenan Rd North has topography similar to or better than the Lakes and few landowners.

(2) The Developers forum (dominated by the big three) found this flawed engineering report a great opportunity to "pour cold water" on any development in Keenan Rd. Why? Because none of them own land in Keenan Rd. TCC seems to be oblivious to the fact that they are private company's who are acting in their own self interest and in a way that is most profitable to themselves

(3) Keenan Rd North is over the fence from the Lakes and is surrounded by development. It is adjacent to Takitimu Drive one of the most under used arterial roads in Tauranga as compared to the proposed Tauriko development that will egress onto the busy State Highway 29 which already is congested at the Cambridge Rd intersection.

When it comes to planning, the big three Developers and their lobbyist continue to push their own development agenda's with what appears to be little resistance from Council.

Apparently there are are two main issues against developing Keenan Rd North which the Developers perpetuate at Council. Firstly fragmentation of landownership. This is false I repeat false. I am one of the four landowners that make up Keenan Rd North. I represent all four parties and on behalf of myself and my neighbours I offer you all four properties for development. The Dunstan family has also offered to gift the land to connect Keenan Rd to Takitimu Drive if required.

Secondly, the Developers appear to have taken a position that there may be problems with storm water, our experts tell us there are no issues with storm water. A Storm Water Plan was first promised 12 months ago it has now become a priority. We believe a Developer may be obstructing this plan because the consultant to TCC doing the storm water modelling is also employed by the Developer who has a vested interest in not finalising the plan. The optics do not look great.

Engineers have calculated there are potentially 770 sections in Keenan Rd North. Developing these sections first would give Smartgrowth the necessary time to review all future development that encroaches on one of the jewels of the district, the Wairoa river. The Wairoa river is not only a spiritual river to Maori, but the river and surrounds has the potential to be a wonderful playground and recreational area for locals and visitors alike. Lose it now to development and its lost forever. Smartgrowth was formed for exactly this purpose, community planning.

Returning to the question why is Keenan Rd North not being developed before these other areas specifically Tauriko. The answer lies in money, power and influence wielded by the Developers and their obstruction to development of an area where they have no skin in the game. These are not the criteria for a well thought out planned city. A city planned by democratically elected people for the people. The Councils of this region created the innovative Smartgrowth Committee to be their planning vehicle, it is stacked with experienced people. I say to the Territorial Authorities specifically TCC use Smartgrowth to its full potential and stop abdicating your planning responsibilities to the Developers. I personally have nothing against the Developers they are business people acting as business people do seeking out and taking advantage of opportunities that present themselves on behalf of their shareholders. My beef is not with the Developers my beef is with Council.

All the land owners of Keenan Rd North have resided there for 20 years or more we are not speculators but we do seek fair consideration. We were told in 2006 that when the Lakes reached 80% capacity our properties would be required for development, I for one have managed my property with this in mind. That 80% capacity has been reached, there is absolutely no obstacle in the way of developing Keenan Rd North or as it has been called "The Lakes Stage 2". Please reconsider your position. Thank you"

