

## **Agenda for Meeting No. SG18/11**

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# **SmartGrowth Leadership Group**

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**The SmartGrowth Leadership Group will meet in the  
Tauranga City Council  
91 Willow Street, Tauranga  
on  
Wednesday 21 November 2018  
at 9:30am**

**M Grenfell  
Chief Executive  
Tauranga City Council – Administering Authority**

## SmartGrowth Leadership Group

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### 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

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### **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. SG18/11**

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**SmartGrowth Leadership Group**

**Wednesday 21 November 2018**

**9:30am-2:45pm**

**Tauranga City Council**

**91 Willow Street, Tauranga**

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**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  
(SG18/9) dated 19 September 2018**

A copy of the minutes is attached.

**Recommendation:**

***That the minutes of the SmartGrowth Leadership Group (SG18/9) held on  
19 September 2018 be confirmed as a true and correct record.***

## **PART A: AGENDA BUSINESS**

- 1. Transport & Partnership Matters Report - Bill Wasley (Paper A)**
- 2. Kaituna Link Report - Christine Jones (Paper B)**
- 3. Residential Development Capacity Report - Christine Jones, Namouta Poutasi and Rachael Davie (Paper C)**
- 4. Future Development Strategy & Tauranga Urban Strategy Engagement Report - Bruce Fraser (Paper D)**
- 5. Urban Form and Transport Initiative- High Level Update – Chief Executives and Stakeholder Strategies (Paper E)**
- 6. Reporting back: local government and other forums**

Verbal updates on the following from SmartGrowth Chief Executives and Combined Tangata Whenua Forum

- Metro sector
- Regional sector
- Upper North Island Strategic Alliance
- Rural and Provincial sector
- LGNZ
- Growth Councils
- Combined Tangata Whenua Forum

## **PART B: MONITORING INFORMATION ONLY PACK**

- 7. SmartGrowth Bi-Monthly Partnership Reports**

## **PART C: PUBLIC EXCLUDED MEETING**

- 8. Recommendations to exclude public**

**Minutes of Meeting No. SG18/9 of the SmartGrowth Leadership Group held on  
19 September 2018 in the Mauao Room, Bay of Plenty Regional Council, 87 First  
Ave, Tauranga commencing at 9:30am**

**Present**

**Independent Chairperson**

W Wasley

**Bay of Plenty Regional Council**

Chairman: D Leeder

Councillors: J Nees, P Thompson, S Crosby

**Tauranga City Council**

Mayor: G Brownless

Councillors: L Baldock, L Brown, T Molloy

**Western Bay of Plenty District Council**

Mayor: G Webber

Councillors: D Thwaites, J Scrimgeour,  
Cr M Murray- Bengie (alternate)

**Tangata Whenua Representatives**

M Tapsell, B Mikaere, Verna Ohia-Gate (alternate)

**In Attendance**

**SmartGrowth**

K Tremaine – Strategic Advisor

V Jones – SmartGrowth Administrator

S Rolleston - Tu Pakari Advisor

B Fraser – Strategic Communications Consultant

**Bay of Plenty Regional Council**

Fiona McTavish – Chief Executive

N Poutasi – Acting General Manager – Strategy and Science

A Fort – Senior Planner

D Phizacklea – Regional Integrated Planning Manager

J Metcalfe – Senior Transport Planner

**Tauranga City Council**

M Grenfell – Chief Executive

C Jones – General Manager, Growth & Infrastructure

D Spittle – Principal Strategic Advisor

A Hancock – Urban Strategy Planner

R Hudson – Team Leader: Strategy Development

A Mead – Manager: City & Infrastructure Planning

**Western Bay of Plenty District Council**

M Taris – Chief Executive Officer

G Allis – Deputy Chief Executive/Group Manager Infrastructure  
Services

P Martelli – Resource Management Manager

**THESE MINUTES ARE YET TO BE CONFIRMED**

*To be confirmed by the SmartGrowth Leadership Group on 21 November 2018*

SG18/9.1

**APOLOGIES****Moved** Chairman D Leeder / **Seconded** Cr T Molloy**That it be Resolved****That** apologies be received for Cr M Williams, I Walker, P Ihaka**CARRIED**

SG18/9.2

**CONFIRMATION OF MINUTES – SMARTGROWTH LEADERSHIP GROUP  
(SG18/9) – DATED 7 SEPTEMBER 2018**

The Committee considered the minutes of the SmartGrowth Leadership Group (SG18/9) dated 7 September 2018 as circulated with the agenda.

**Moved** Chairman D Leeder / **Seconded** Cr T Molloy**That it be Resolved*****That the minutes of the SmartGrowth Leadership Group (SG18/9) dated 7 September 2018 be confirmed as a true and correct record.*****CARRIED**

SG18/9.3

**PROPOSED FUTURE DEVELOPMENT STRATEGY CHANGES AS  
DISCUSSED AT THE LAST MEETING**

Committee noted further amendments as below which included in document, otherwise Committee pleased with the changes explained.

- 2<sup>nd</sup> paragraph in foreword expand to include full name of partners
- 5<sup>th</sup> paragraph include “transport program”
- 6<sup>th</sup> paragraph remove “At present”

**Moved** Cr S Crosby / **Seconded** Cr L Baldock**That it be Resolved****That** the SmartGrowth Leadership Group:

1. **Approves** the changes to the Proposed SmartGrowth Future Development Strategy and Summary document as outlined in Appendix 1 to the FDS report, and amendments discussed today.

**CARRIED****THESE MINUTES ARE YET TO BE CONFIRMED***To be confirmed by the SmartGrowth Leadership Group on 21 November 2018*

**The Committee acknowledged the work completed in regards to the Future Development Strategy.**

SG18/9.4

**FUTURE DEVELOPMENT STRATEGY COMMUNICATIONS AND ENGAGEMENT UPDATE**

**Moved** Cr P Thompson / **Seconded** M Garry Webber

**That it be Resolved**

**That** the SmartGrowth Leadership Group:

1. **Receive** this update report on the Future Development Strategy consultation elements
2. **Note** the arrangements for the various meetings planned.

**CARRIED**

**The Committee acknowledged the work completed by Bruce Fraser and the team.**

**SmartGrowth Leadership Group – Public Excluded**

**Moved** Cr P Thompson / **Seconded** Mayor G Webber

**That it be Resolved**

**That** the SmartGrowth Leadership Group:

1. **Agree** that Nigel Tutt and Greg Simmonds from Priority One are included in the public excluded session.
2. **Agree** that the public be excluded from the following parts of this meeting:
  - a) Transport funding negotiations and future delivery arrangements
3. **Note** that the reasons for excluding the public are that these matters are subject to negotiations between the various parties and that these need to remain confidential in order not to prejudice the interests of any party.
4. **Note** that this resolution is made in reliance on section 48(1)(a) of the Local Government Official Information and Meetings Act 1987 and the particular interest or interests protected by section 7 of that Act, which would be prejudiced by the holding of this part of the proceedings of the meeting in public.

**THESE MINUTES ARE YET TO BE CONFIRMED**

*To be confirmed by the SmartGrowth Leadership Group on 21 November 2018*



The meeting concluded at 10.30 a.m.

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Confirmed as a true and correct record

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W Wasley  
**Independent Chairperson**

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Date

DRAFT

**THESE MINUTES ARE YET TO BE CONFIRMED**

*To be confirmed by the SmartGrowth Leadership Group on 21 November 2018*



<b>Committee Name</b>	<b>SmartGrowth Leadership Group (SLG)</b>
<b>Committee Meeting Date</b>	<b>21 November 2018</b>
<b>Author (s)</b>	<b>Bill Wasley Independent Chair</b>
<b>Purpose</b>	<b>Transport &amp; Urban Form, and Partnership Matters</b>

## 1. Background

As noted on the meeting agenda, there is a report and to be a presentation on the Urban Form and Transport Initiative (UFTI). As a lead up to the engagement of Stakeholder Strategies and progressing the UFTI, various information and reports had been presented to SLG either in workshops or public excluded meetings.

It is considered appropriate to make the information available publicly given it provides background and has contributed to the thinking around establishing the UFTI.

The resolutions made by the SLG on 7 September were made in open meeting but are attached (Attachment 1) for completeness. Attached are power point slides that discuss the stocktake and gap analysis work undertaken by the partners.

In addition, a report from Impact Consulting (John Hannah) regarding his peer review of the stocktake work is also attached. John presented the findings of his review by power-point in a workshop. Subsequently he provided the attached report, and it is appropriate for SLG to formally receive it. One paragraph has been redacted until the arrangements with NZTA are agreed.

The Henley Hutchings report on 'Principles and Protocols' was formally received by the SLG in public excluded session on 19 September 2018. In my view there is nothing in that report that precludes it from being made public. It has contributed to the development of the work being undertaken by Stakeholder Strategies.

There is a recommendation contained in the public excluded agenda to place it in the public arena by removing its in-confidence status.

## 2. Recommendation

That the SmartGrowth Leadership Group receive the report.

### **Attachments:**

1. SLG Resolutions: Urban Form and Transport Initiative- 7 September 2018
2. Impact Consulting Report: Stocktake & gap Analysis Peer Review
3. Power Point Slides: Transport Stocktake and Gap Analysis

## Urban Form and Transport Resolutions – 7 September 2018

- a) Chief Executives to urgently prepare an 'Urban Form and Transport Initiative' Terms of Reference and 'Initiative' Project Proposal which will address:
  - a. John Hutchings recommendations which includes progressing initiatives resulting from the 'Leadership and Partnerships' workstream
  - b. Concept of an 'Interim' approach to make progress now and evolve over time
  - c. 7 priority Transport System Issues
  - d. Medium/long term interventions with multi-partner impact and assessed as 'Status Red'
  - e. Governance, resourcing and delivery arrangements
- b) That a Reference Group of Mayors, Chair, Chair CTWF, Tu Pakari Advisor and CEs reviews and endorse the draft Terms the Reference and Initiative Proposal in advance of presentation to NZTA on 25 September.

### **Central government partnerships**

- c) Work with NZTA and other government agencies, actively progress the Urban Form and Transport Initiative, including securing appropriate resources for delivery.

### **Immediate actions**

- d) SLG communicate to NZTA that in respect of TNL:
  - Express concern that the re-evaluation has not been an active SG partnership process.
  - Request that going forward the partner Councils are actively engaged in the corridor scoping, option assessment and recommendation development.
- e) Request NZTA:
  - Commitment and resources to enable NZTA to actively participate in UFTI
  - Dedicated Senior Investment Advisor / Business Case guidance & approval facilitator based in Tauranga.
- f) Note that the 3 CEs will meet NZTA CE to discuss issues and way forward.
- g) Note that key messages and areas of focus will be developed for NZTA meeting 25 September. (Messages agreed by Mayors, Regional Chair, Tu Pakari Advisor, Chair CTWF, CEs and Independent Chair prior)
- h) Note CEOs will take responsibility for recruiting appropriate resources for 'Urban Form and Transport Initiative' will immediately commence and funded from the approved SmartGrowth budget.

# IMPACT CONSULTING

## MEMO

**To** SmartGrowth Leadership Group

**From** John Hannah

**Date** 24 September 2018

**Subject** SmartGrowth Western Bay of Plenty Sub-Regional Transport Projects Status  
Stocktake and Gaps Assessment – Peer Review and Challenges

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### Background / Scene Setting

Background to the Transport elements of SmartGrowth

1. Pre SmartGrowth-a collaborative relationship was established between TCC, WBOPDC and Transit NZ which grew out of a shared desire to work collaboratively across the Sub-Regions Transport Authorities.
2. The increasing understandings of the inter-relationship of transport planning with land use and the significant pressures for land subdivision and development in the Western Bay of Plenty Sub Region lead to the establishment of SmartGrowth.
3. The then chief executives of Transit took personal and active roles in SmartGrowth particularly from the transport elements and were members of the SmartGrowth Chief Executives Advisory Group.
4. This provided for a very strong and well-connected relationship from a transport point of view, and clear direction in respect of the issues and funding demands for transport to support sustainable sub-regional land use growth patterns. This arrangement strongly supported SmartGrowth partnership initiatives at the political and the official levels of government
5. In my assessment in the 2005 to 2010 years the ‘well connected and aligned’ transport demands were better understood for the Sub Region that in any other area of NZ and resulted in the sub region being successful if securing funding, all be it with tolling, for several significant projects.
6. This in my view, was an extremely effective collaborative partnership which delivered.
7. Unfortunately, this level of collaboration has diminished for various reasons to the point that Elected Members have become extremely concerned about the lack of clear and “joined up thinking” around the transport needs to support a rapidly growing Sub-Region.
8. This lead to the SmartGrowth Leadership Group (Elected Members from the three local Govt and Regional Councils) with the Transport Agency being represented by Parekawhia McLean, Director Regional Relationships (Central North Island), resolving to investigate and

implement a “Transport Center” to deliver the necessary Transport Infrastructure to support the growth of the Sub-Region.

9. Impact Transport Consulting was engaged to undertake a review of the status of projects which could be assigned to such a delivery centre.
10. Early stages of this assessment showed that there was a significant lack of understanding or assessment of how various projects inter-related with each other and therefore the effect of various options for each project, on the Sub-Regional Network. There were also a significant number of projects known to Impact Transport Consulting that were not included in the current work plan and left “gaps” in the development of a robust and sustainable Sub-Regional Transport System Network.
11. This led to the partners undertaking a comprehensive status review of all existing projects and identification of “Gaps” where other projects were required to deliver a sustainable and joined up Transport System Network for the Sub-Region.
12. Impact Transport Consulting was actively involved in this process and offered review comments and challenges to the team who were undertaking this “Stocktake and Gaps Analysis”

### **Western Bay of Plenty Sub-Regional Transport System Stocktake and Gaps analysis**

The following are the key findings from this assessment.

#### **7 Priority Issues Identified:**

- Lack of Integrated Strategic Picture
- Lack of Network System Masterplan
- Risk Assessment & Consequence Identification Required
- Communication & Engagement particularly around connected communities
- Monitoring & Review Arrangements
- Option Development (Business Cases)
- Funding Option Assessment and Agreed Funding Plan

Impact Transport Consulting fully supports the above issues as being the key findings from the work.

I

[REDACTED]

[REDACTED]

[REDACTED]

I

The following is a summary of Impact Transport Consulting review comments after participating in and challenging of the Stocktake and Gap Analysis process”. Most of these have been taken into account. (Note that Transport “System” includes assessment and consideration of all modes.)

- Number of key parts of network with project status red flags reflecting that there is no medium to long term plan or funding approved to progress them.
- Lack of assessment of the inter-relationships between the various corridors.
  - Current corridor reviews such as the TNL must take the wider network effects into account but as advised by the Agency this level of consideration will not be part of this review. It is also noted that the effected local authorities have been excluded by the agency from being able to have any input to this review on a key project that has major impacts on the sub regions growth and settlement planning.
- Development of “Network System Master Plan” (& supporting work) will take time to complete to an appropriate standard.
- As projects are being developed by one partner, other partners concerns are not being addressed appropriately. E.g. Hewletts Rd T3 / Bus / Cycle Lanes and the TNL to SH29 (Route K) connection. Note the Agencies current exclusion of the partners in the review of the Tauranga Northern Link Project.
- Therefore, there is a need for an agreed approach as to how views of partners are considered and addressed.

When considering Mode shift, which is vital for the Sub-Region, the following points are made.

- The Sub Regional Transport System MUST embrace and do all it can to have users take up multi-modal forms of travel.
- You will not be able to “Just Build more road space for single occupancy Cars”
- This will require significant and at times unpopular political support that will need to endure and be beyond election cycles.
- Some additional road capacity will likely be required.
- Significant education (‘the why’) and communications program required at all levels of the community
- Community understanding and, over time acceptance, of the need for and consequences of insufficient modal change.
- Mode Shift assumptions and user level of service required to achieve assumptions yet to be tested and understood.
- Consequential risks of:

- Lack of Political and community understanding of the consequences of providing necessary levels of service to encourage people to change travel Modes.
- Significant work required to validate levels of service and subsequent infrastructure required to deliver travel mode alternatives that will encourage the “SHIFT”
- Current assumptions (underlying the modal shift projections) include constraining parking in the Central City, residential densification. These have significant challenges and if not realised will impact on necessary mode shift being achieved
- If mode shift isn’t achieved and more road space free up / provided, the impact of the transport of goods to and from the Port will be compromised.

John Hannah  
Impact Transport Consulting Ltd  
24 September 2018



# Transportation SmartGrowth Leadership Group

September 2018  
Transport Stocktake and Gap Analysis





# Sub-Regional Settlement & Transport Story

- Outlines our Growth Story and the pressures on the transport system
- 248,000 people in the next 30 years, 43,000 new homes required and 37,800 new jobs
- Traffic congestion is affecting liveability, the economy and the environment
- Growing realisation that we can't afford nor do we have the road space to solely build our way out of the current predicament (however acknowledge increased road capacity will be part of the solution).
- We need to plan in an integrated manner and we need to achieve a good level of modal shift

# Transport Challenges

- High car dependence and lack of travel choice
- Congestion at peak times on key parts of corridor, and Hewletts Road congested at other times of the day
- Lack of effective public transport system
- Lack of connected safe cycleways
- Seasonal transport demands
- Funding and affordability
- Our historical urban form and topography
- Mixed sub-regional development pattern
- Maintaining efficient access to and from the Port



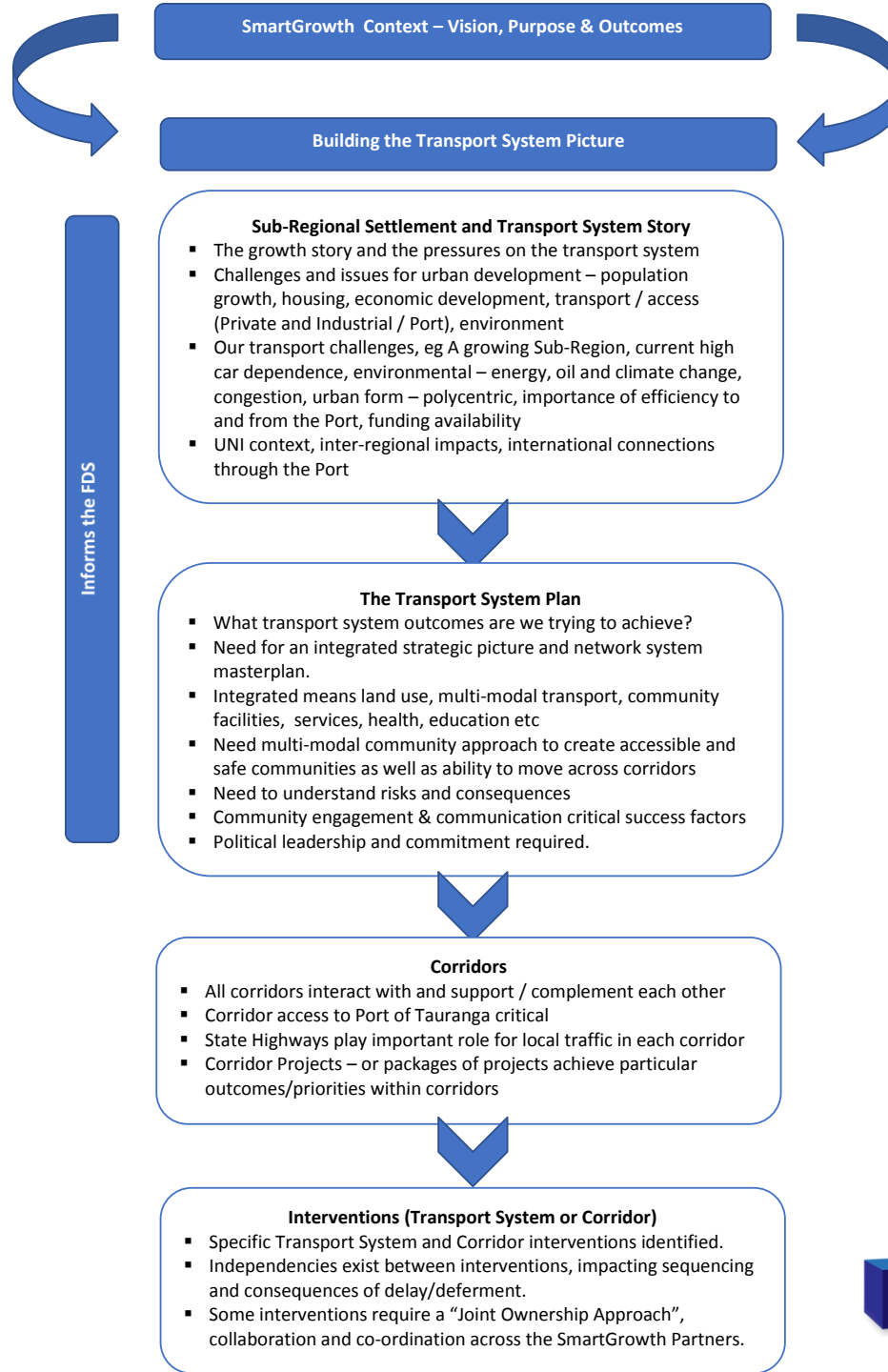


# Aspirations

- Timely transport Interventions that supports our settlement pattern by providing access and choice
- A well connected sub-region – vastly improved & connected PT, walking and cycling
- Facilitating and enabling a more compact urban form to support multi modal transport
- Consideration of all transport modes and transport corridors as ONE integrated network
- Prioritising freight efficiency
- A transport system that responds to urban and rural needs
- A Level of Service that meets community access & safety needs
- Flexible and adaptable
- Innovative funding solutions

# Transport System – What Is It?

- An efficient transport system enables the movement of people, goods and vehicles in a safe and timely manner.
- Includes:
  - Transport Corridors; interconnected networks which provide:
    - Access for people and freight
    - A well connected and effective / attractive Public Transport
    - Safe and direct Walking and cycling
    - Rail capacity for freight
  - Attractive, frequent, reliable and convenient bus service
  - Information (eg bus timetables, info enabling route planning)
  - Technology (eg TTOC tools, traffic apps, ride share apps)
  - User behavior
  - Data-driven approaches for improved transport system planning and operation (including land use & traffic modelling)
  - Parking supply
  - Pricing (network pricing, parking fees, PT fees)



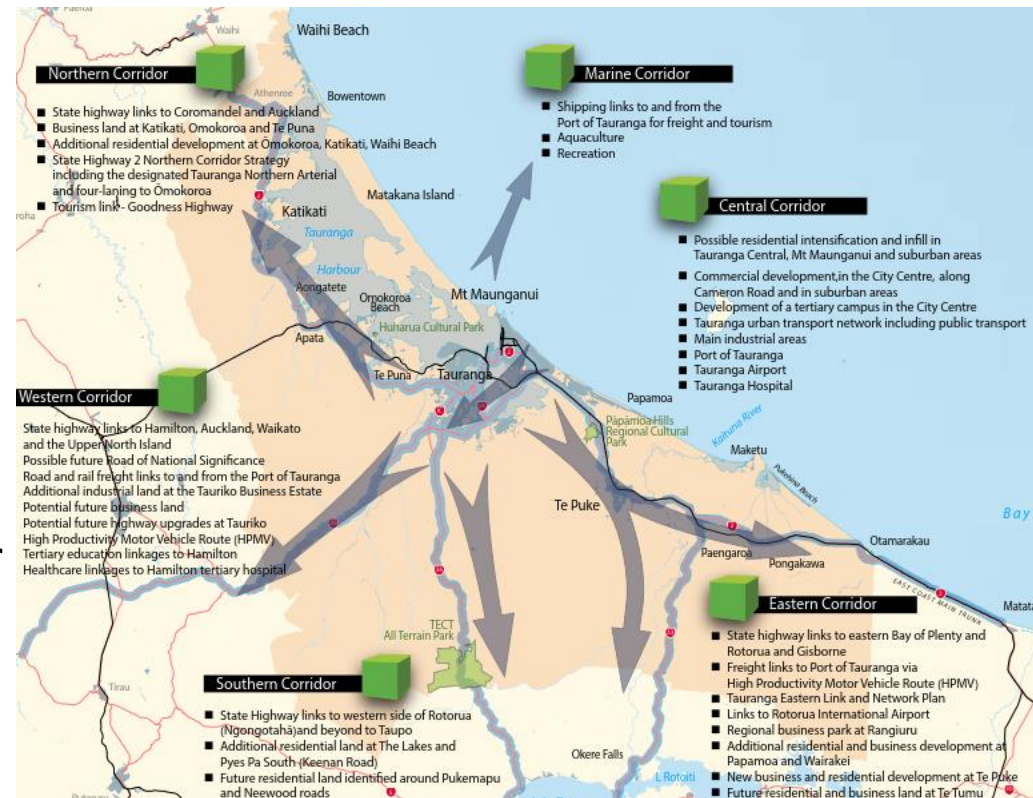
# Stocktake & Gap Analysis

- Identification of gaps – solutions still to be developed

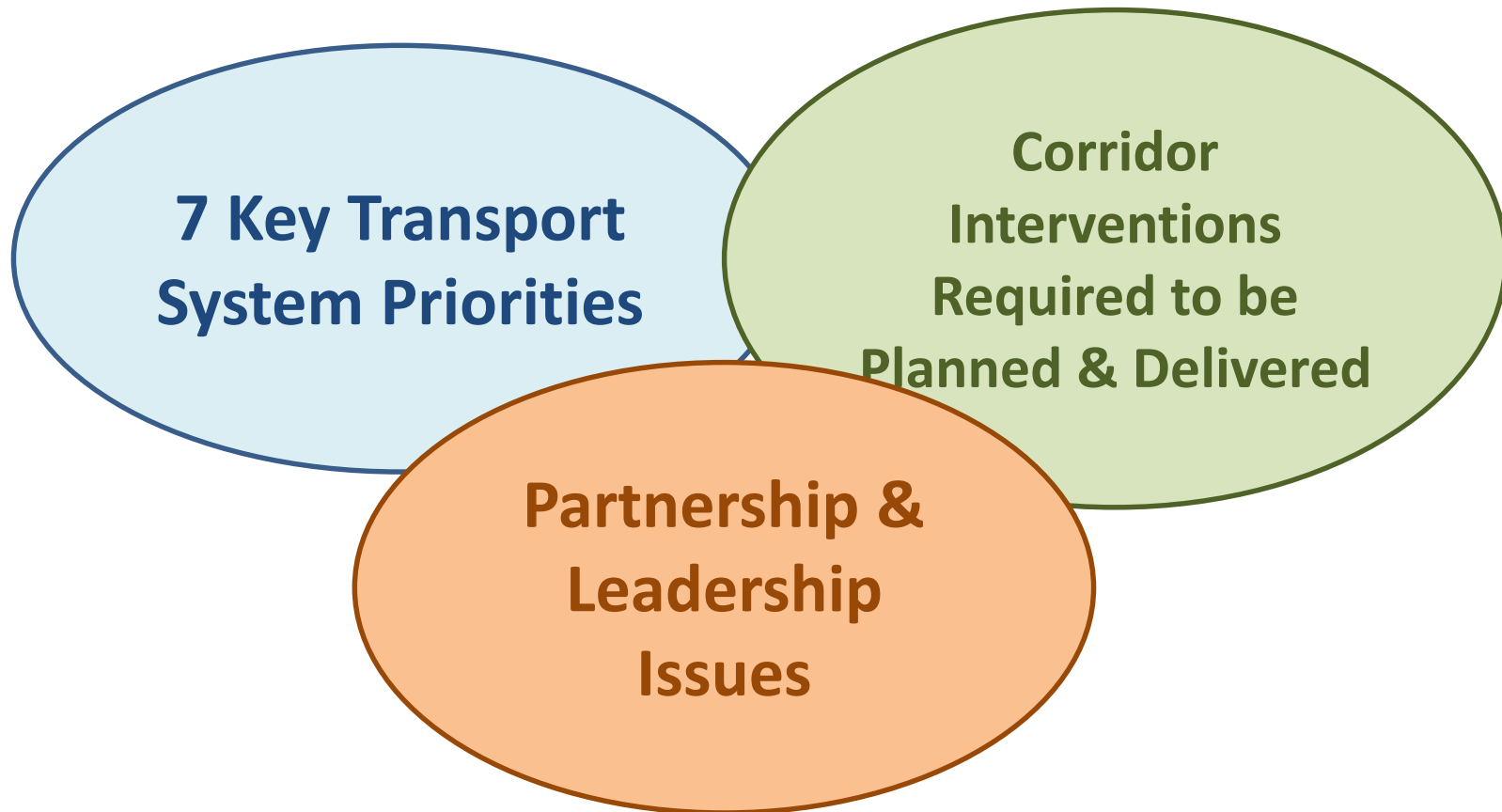
- Transport System

- Transport Corridors

- Tauranga Northern Corridor
- Central Urban Corridor
- Eastern Corridor
- Western / Southern Corridor



# Stocktake & Gap Analysis Outcomes



# Transport System – Stocktake Outcomes



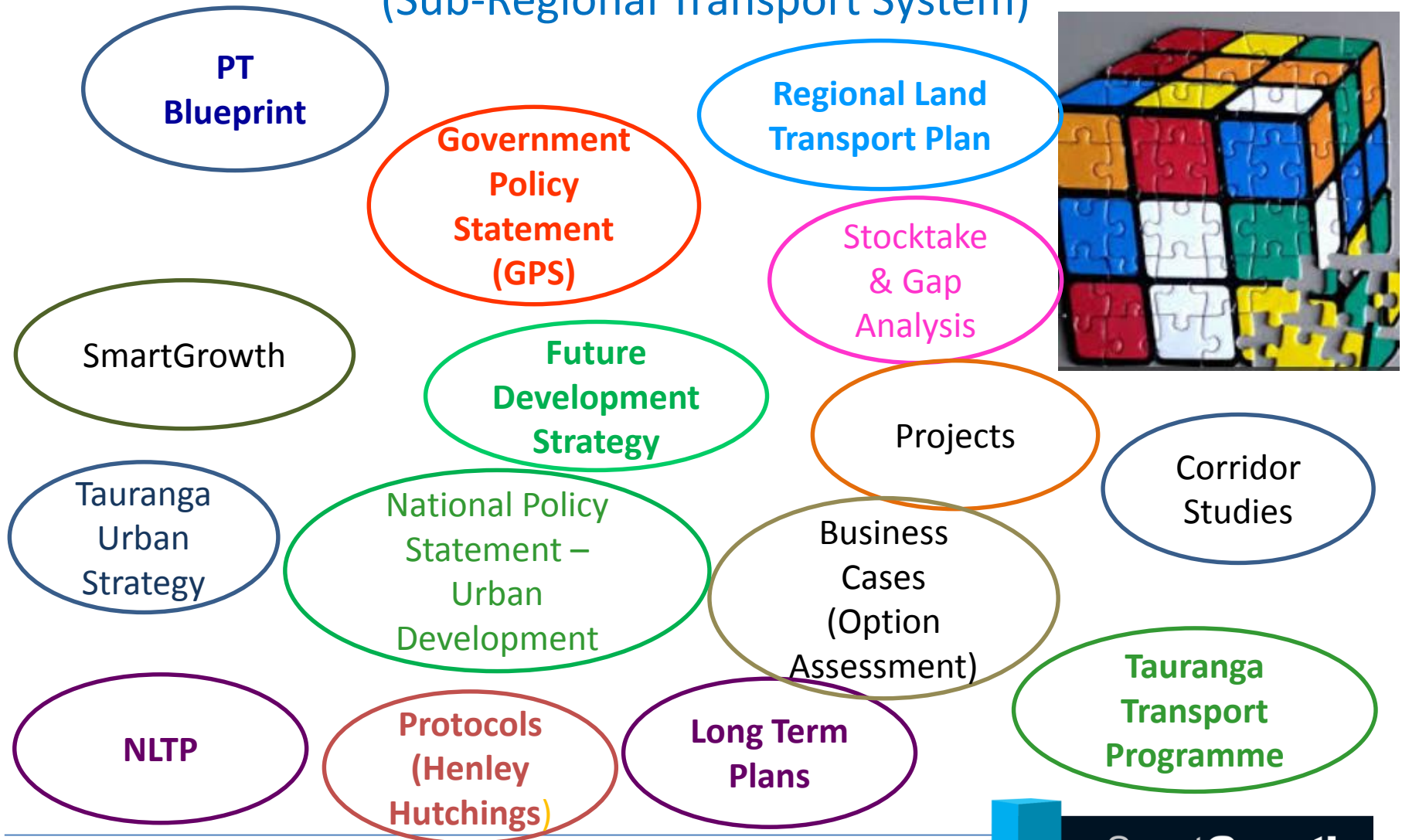
## 7 Priority Issues Identified:

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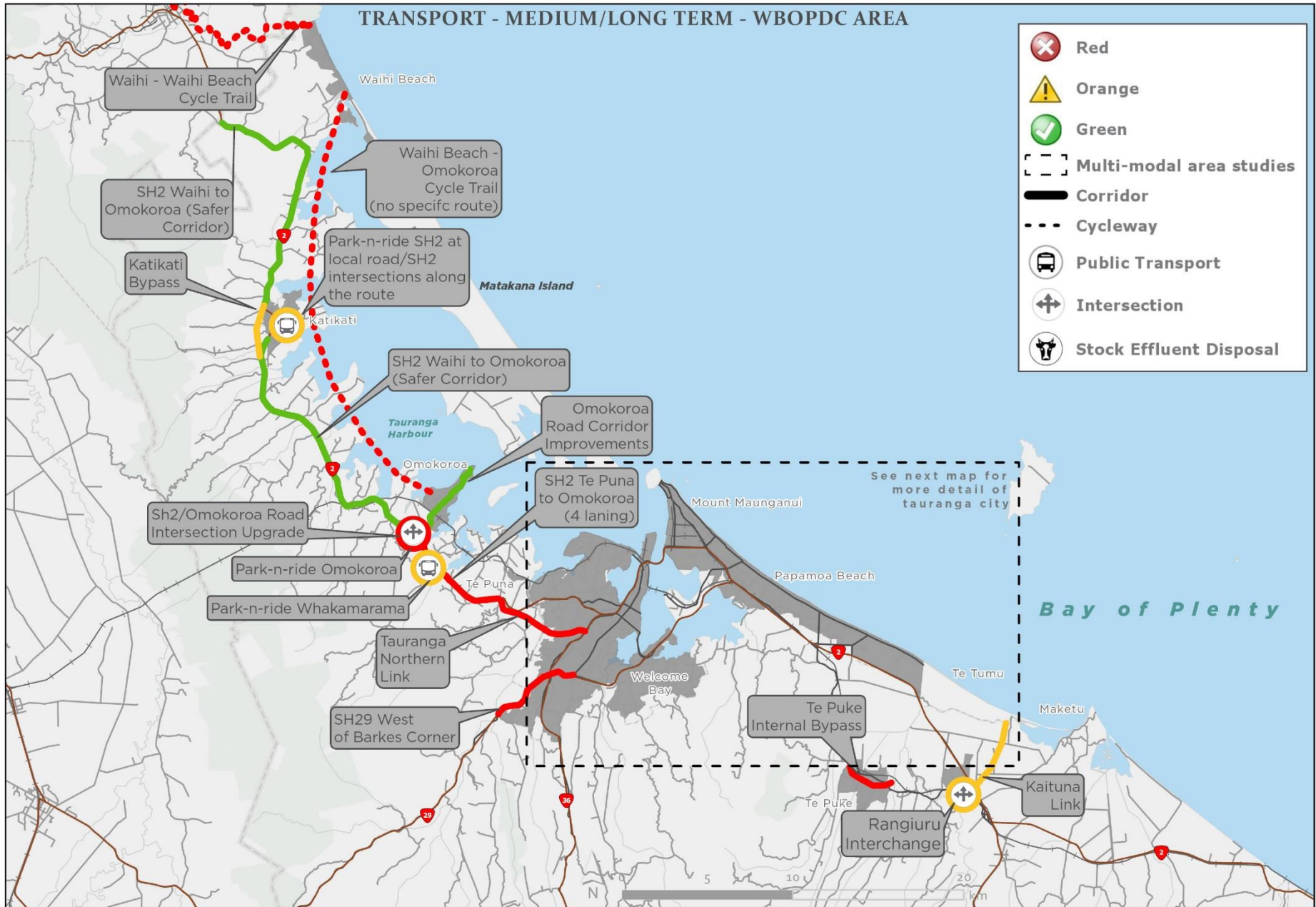


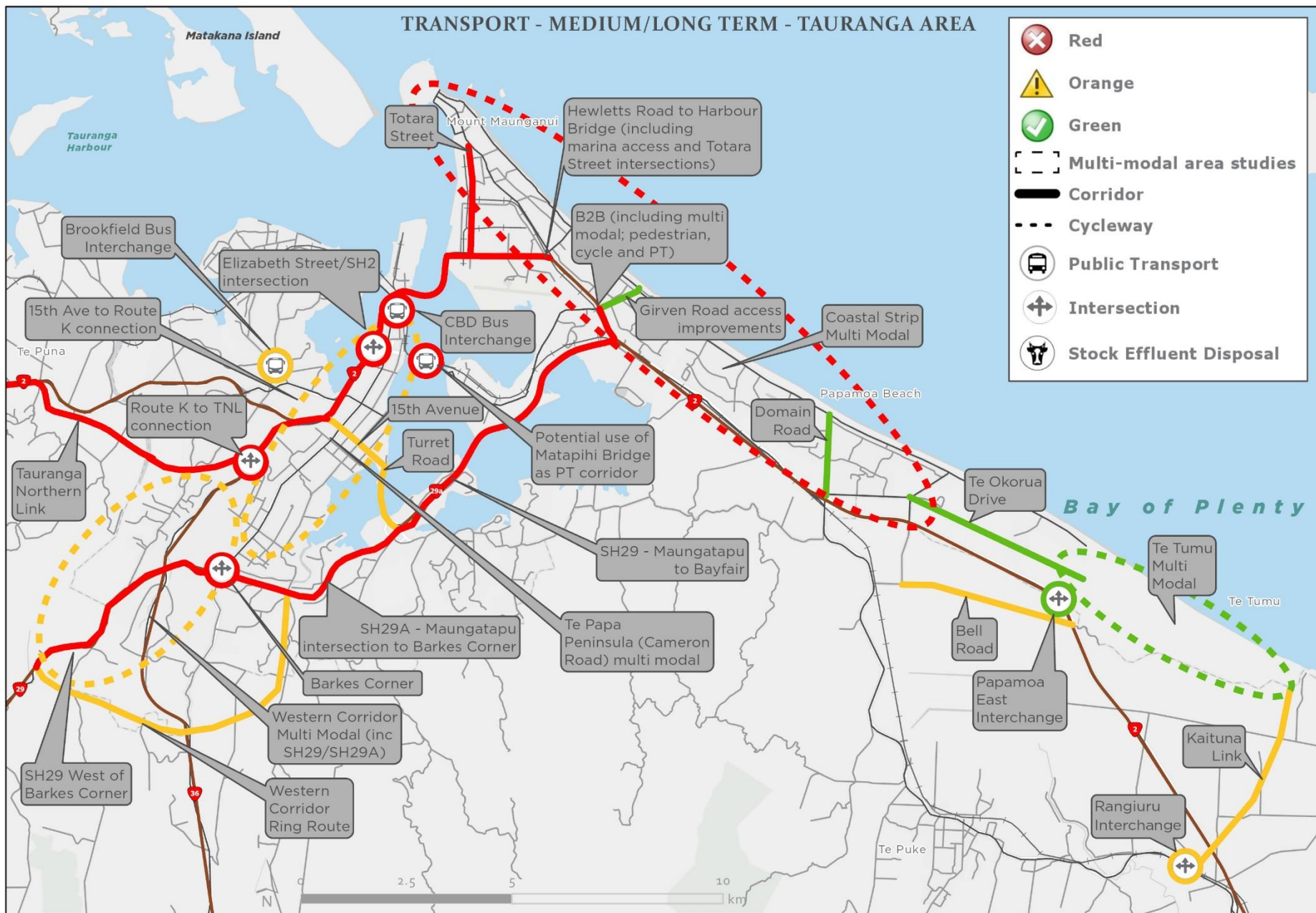
# Aligned Integrated Strategic Picture

(Sub-Regional Transport System)



# TRANSPORT - MEDIUM/LONG TERM - WBOPDC AREA









<b>Committee Name</b>	<b>SmartGrowth Leadership Group</b>
<b>Meeting Date</b>	21 November 2018
<b>Author (s)</b>	<b>Christine Jones, General Manager: Growth &amp; Infrastructure, Tauranga City Council</b>
<b>Purpose</b>	<p>The purpose of this memo is to:</p> <ul style="list-style-type: none"> <li>• Outline where Tauranga City Council has got to through the structure planning of Te Tumu regarding the Kaituna Roding Link proposal.</li> <li>• Recommend a position on this proposal for endorsement by SLG.</li> </ul>

# KAITUNA ROADING LINK – RECOMMENDED DIRECTION

## Introduction

The Kaituna Roding Link is a proposed road linking the eastern end of Te Tumu to the Tauranga Eastern Link at the planned Rangiuru Business Park Interchange. It would involve a new bridge across the Kaituna River and the construction and upgrading of new and existing rural roads located in the WBOP District. The Kaituna Roding Link has been under investigation and consideration by the Tauranga City Council, Western Bay of Plenty District Council and SmartGrowth for some time.

The merits of the Kaituna Roding Link proposal have been assessed against the following issues:

- Transport demands from a range of population scenarios in Te Tumu (up to 25,000 people, but with a baseline of approximately 15,000 people);
- Connectivity to jobs at Rangiuru, Rotorua, Te Puke, Whakatane and the wider rural hinterland in the east;
- Natural hazard evacuation (including earthquake and tsunami);
- Project costs and funding implications.

The following table summarises TCC's conclusions on these matters:

<b>Transport Demands</b>	<p>Transport modelling scenarios indicate relatively low use of the road even with both Te Tumu and Rangiuru Business park developed. Daily transport volumes are modelled to be between 6400 and 10,100 on the Kaituna Roding Link compared to between 10,500 and 13,100 on The Boulevard and between 15,600 and 19,100 on Te Okuroa Dr depending on the scenario run (baseline or higher order population).</p> <p>Transport modelling has shown that beyond a population of 15,000 in Te Tumu, levels of service are reduced at the Papamoa East Interchange (PEI) requiring additional capacity at the PEI, or another transport solution to maintain the desired level of service. Under all scenarios modelled, the Kaituna Roding Link would not reduce these diminished levels of service sufficiently to resolve these issues and justify investment in this project.</p> <p>The PEI design is being future proofed to enable more capacity to be built in future. Also a Bell Road connection to the southern side of the Papamoa East Interchange could be progressed in future.</p> <p>Over-supplying road capacity beyond what is necessary risks inducing more vehicle trips and higher reliance on travel by private motor vehicle which does not align with what the Tauranga Transport Programme and the current Government Policy Statement for Land Transport are trying to achieve.</p>
<b>Connectivity</b>	<p>Connectivity within the eastern corridor would be improved with the Kaituna Roding Link, however the Papamoa East Interchange will provide connectivity to the Tauranga Eastern Link for growth in Te Tumu enabling more direct access to locations such as Rangiuru, Te Puke and further afield. If a future community or settlement pattern dictated that the Kaituna Link was necessary, it could be planned for and delivered at that future time – it is not a case of ‘now or never’.</p> <p>A secondary connection between Te Tumu and the existing Bell Road is planned to be made. This will provide further connectivity opportunities, especially for those heading to and from Te Puke.</p> <p>Connectivity could also be provided through a dedicated walking and cycling bridge across the Kaituna River in Te Tumu for both recreational and commuting purposes instead of a full road connection.</p>
<b>Natural hazard evacuation</b>	<p>Urban growth in Te Tumu is required to deliver a low level of risk from natural hazards in accordance with the relevant provisions of the BoPRC Regional Policy Statement. Technical studies show that this low level of risk can be achieved for all hazards including:</p> <ul style="list-style-type: none"> <li>• Tsunami,</li> <li>• Storm Surge;</li> <li>• River Flood modelling;</li> <li>• Stormwater modelling;</li> <li>• Sea level rise;</li> <li>• Liquefaction and lateral spread;</li> <li>• Groundwater table rise;</li> <li>• Coastal erosion.</li> </ul>

	<p>Based on this planning there does not appear to be a strong case for the Kaituna Roding Link being necessary as an evacuation route.</p> <p>In the event that evacuation was necessary the Papamoa East Interchange and the secondary Bell Road link would provide these required options. Further, in the situation of shock events it should be preferable that the community within Te Tumu initially remain within the growth area, rather than leave – given the designed resilience that can be achieved within the Te Tumu landform.</p>
<b>Project costs and funding</b>	<p>The project was estimated to cost approximately \$80m in 2017 (excluding debt servicing costs). Funding of the project is likely to be challenging because:</p> <ul style="list-style-type: none"> <li>• There is not a strong case for development contribution funding, and there is opposition to funding of the project from at least one of the three main landowners in Te Tumu;</li> <li>• There would be significant debt servicing costs to fund in addition to the capital cost.</li> <li>• Based on the transport modelling to date the projected low usage of the road relative to its high cost would, on the face of it, make it difficult to achieve a Benefit Cost Ratio greater than 1 as required by NZTA. In addition to this because the project is likely to achieve a low (or at best medium) alignment with NZTA's Investment Assessment Framework the prospect of securing NZTA funding assistance for the project is not promising.</li> <li>• Low projected transport volumes would make it difficult to support a toll funded road if this was legislatively enabled;</li> <li>• Overall balance sheet and funding constraints faced by TCC and other councils limit funds that could be directed toward a project of this nature especially given other projects that are competing for funding.</li> </ul>

In addition to the assessment above there are a range of planning constraints such as cultural, heritage and archaeological areas that are likely to present significant planning approval challenges. Our overall assessment is that the project would be difficult to support and difficult to progress through a resource consenting and/or designation process given the information currently known.

Support for the project appears very limited. Fordland PTY are the only active supporter of the project that the Council is aware of. Fordland PTY are one of the three main landowners in Te Tumu. The proposed Kaituna Roding Link would connect directly to the Fordland PTY landholding and the owners see it as a catalyst for connectivity to the wider eastern corridor, Rotorua, Rangiuru and assist in the delivery of medium to high density development.

The Tauranga City Council staff recommendation is to adopt Option 1, as follows:

**Option 1: Kaituna Link is not necessary for Te Tumu and the Eastern Corridor, but structure plan retains future option**

Agree that the Kaituna Roding Link is not a necessary transport connection to enable the development of Te Tumu and the delivery of the wider SmartGrowth Settlement Pattern for the eastern corridor, inclusive of growth in Te Puke and the Rangiuru Business Park. This option means that:

- Provision would not be made for funding and delivery of the Kaituna Roding Link in documents such as the partner council's future LTP's, Development Contributions Policies, Financial Contributions provisions, Infrastructure Strategies or the RLTP;
- Work would not commence on designating or consenting the road corridor or progressing a funding business case as part of delivery of the Te Tumu structure planning and rezoning project as a multi-party SmartGrowth project;
- The merits of the project would be reconsidered following the outcomes of the review of the SmartGrowth Settlement Pattern that will lead into the second generation Future Development Strategy required by the end of 2021 if more growth is allocated to the Eastern Corridor (e.g. Paengaroa) or other relevant factors are identified. Given this future uncertainty, it is considered that the Te Tumu structure plan will identify an **indicative** possible future Kaituna Link Road connection only (ie a dotted line on the structure plan). As such endorsing this option does not mean the project will never happen;
- TCC would work with BoPRC, WBoPDC and other relevant stakeholders regarding the potential delivery of a walking and cycling connection across the Kaituna River in Te Tumu for both recreational purposes and for commuting between Te Tumu, Rangiuru and Te Puke.

This recommendation has been endorsed by the:

- SmartGrowth Technical Implementation Group (TIG) chaired by Ken Tremaine
- The Regional Investors Oversight Group
- CEAG

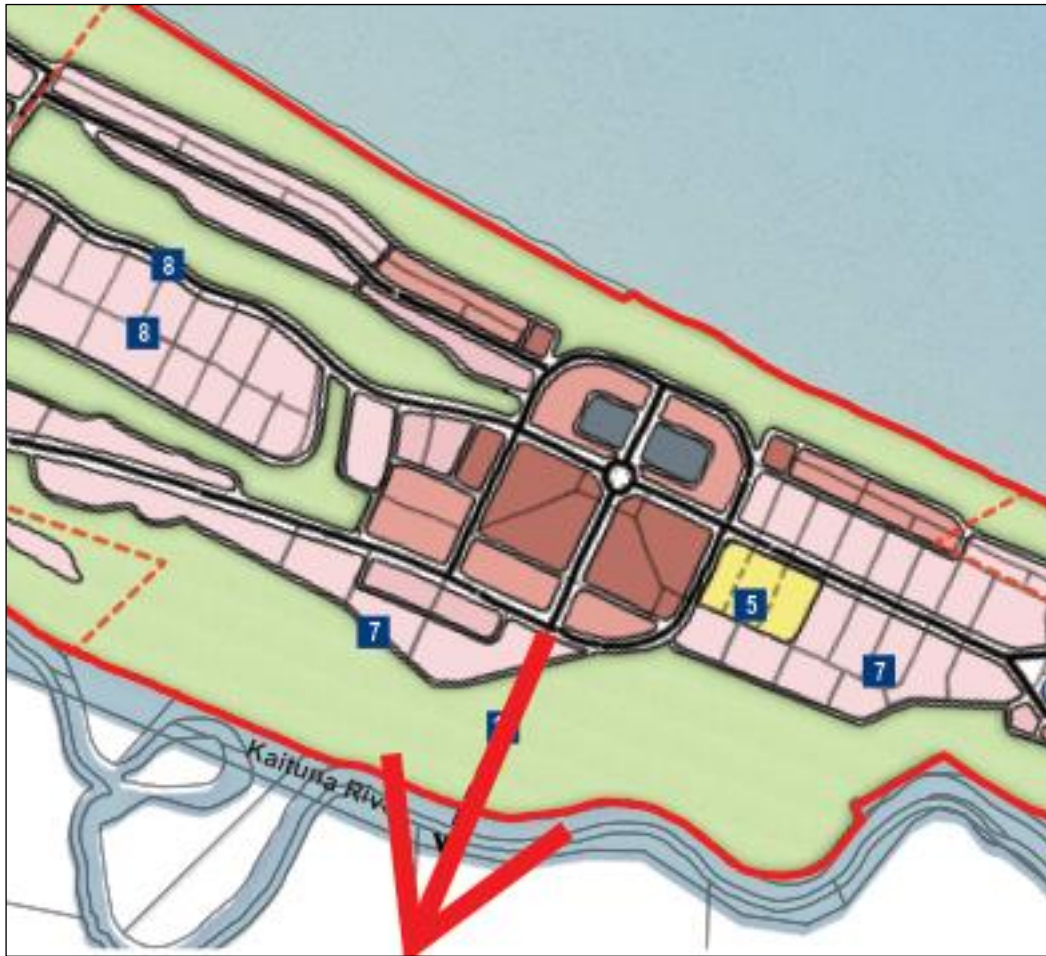
TCC elected members have also been briefed. TCC requests SLG to endorse Option 1.

## Report

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### Background – Kaituna Roding Link

The Kaituna Roding Link is a proposed road linking the eastern end of Te Tumu to the Tauranga Eastern Link at the planned Rangiuru Business Park Interchange. It would involve a new bridge across the Kaituna River and the construction and upgrading of new and existing rural roads located in the WBOP District. The location of the potential Kaituna Roding Link, being the bridge crossing is shown in the following plan. The proposed link would then run along largely run existing roading corridors through to Rangiuru.



The Kaituna Roding Link has been under investigation and consideration by the Tauranga City Council, Western Bay of Plenty District Council and SmartGrowth for some time. The beginnings of reporting occurred in June 2006 by BECA, which assessed key environmental and engineering issues as well as the benefits associated with the designation, construction and the operation of an arterial link road from the eastern end of Papamoa East.

The Tumu Landowners Group representing the Ford, Carrus/Hickson and Te Tumu Kaituna 14 landowner and developer interests also previously developed a framework concept plan for Te Tumu which has been used in many development/design considerations, including stormwater planning for Papamoa East. Within this Framework Plan the Kaituna Roding Link was identified.

Since these process, varying assessments and cost estimates have been undertaken.

This paper summarises that reporting, and provides recommendations on the inclusion of the Kaituna Roding Link or otherwise within the current structure planning process for Te Tumu and wider potential development within the Eastern Corridor long-term.

#### **BECA Report June 2006 – Kaituna Link Scoping Study**

The Kaituna Roding Link Scoping Study completed in June 2006 by BECA Infrastructure Ltd identified the key environmental and engineering issues as well as the benefits, or otherwise, associated with the designation, construction and the operation of an arterial link road from



the eastern end of Papamoa East. The objectives of these link options were to provide linkages to the following:

- The Tauranga Eastern Link;
- Rangiuru Industrial Business Park (Rangiuru);
- SH2, south of Rangiuru;
- Te Puke township.

That Study recommended a staged approach to determine a preferable link corridor, providing options for consideration (4 Options, with varying sub options). The outcome recommended a staged approach that could lead to a future designation process once a preferred alignment had been identified.

### **BECA Report January 2007 – Kaituna Link Study No 2**

Following the completion of the June 2006 report, the Kaituna Link Study No.2 was commissioned. This report assessed two of the original four options. The report concluded that:

- A direct link from Te Puke to Papamoa via Bell Road/TEL interchange should not be taken further in the short term as a component of the ongoing Kaituna Link scoping studies but could be investigated as a separate project. At that time, it was seen that this link did not achieve the objectives of providing sufficient suitable linkages, nor providing an adequate alternative emergency route from Papamoa East, nor directly promote the “live, work and play” objective of SmartGrowth. It was recognised this link also adversely affected the congestion at the proposed Bell Road/TEL Interchange.
- The most suitable location for a crossing of the Kaituna River is immediately east of the Kaituna Wetland Reserve and approximately 100m west of Te Tumu Road. The proposed bridge design would be 375m in overall length to avoid areas of ecological and landscape value and to accommodate a 100-year flood risk. The cost estimate for the 375m bridge and 80m of approach embankment on the southern side of the Kaituna River was costed at that time at \$28.2M.

### **TCC - Te Tumu Strategic Planning Study**

In 2015/16 the Tauranga City Council led the development of the Te Tumu Strategic Planning Study. The Te Tumu Strategic Planning Study was a fatal flaws assessment for urbanisation of Te Tumu prior to commencement of detailed technical assessment and structure planning.

The purpose of the Te Tumu Strategic Planning Study was to:

- Consider resource management issues and responses for the possible urban development of the Te Tumu Urban Growth Area within the wider Eastern Corridor;
- Document (collate, analyse) key opportunities and constraints to urban development within Te Tumu;
- Assess and identify potential fatal flaws having regard to development impacts on the wider environment, and the commercial feasibility of urban development consistent with the SmartGrowth Strategy and the operative Regional Policy Statement; and
- Determine (at a high level) the most appropriate location and density of housing, commercial, industrial and social infrastructure in order to deliver a compact, live, work, learn and play community as part of the continued development within the Eastern Corridor.

As part of that project the Kaituna Roding Link was re-costed. This included costing a:

- Bridge crossing of 375m span and associated works at \$23M;
- \$5.4M for the Kaituna Bridge embankment; and
- \$5.5M for the Kaituna Link Road (1.5km long),
- Upgrade and widening of the existing Te Tumu Road (\$3.6M);
- Connection to Rangiora Business Park Link (\$2.6M) (which had previously not been considered in project costings).

The base construction cost was estimated to be \$50.4M. Including contingency and funding risk, the total project was costed at \$78M (excluding debt servicing costs).

The total cost estimate was utilised in considerations on financial viability, however no conclusions were made on progression or otherwise of the Kaituna Roding Link through this project.

### **Te Tumu Structure Plan and Rezoning Project**

At the beginning of this project TCC's position was that the Kaituna Roding Link would be considered in the structure plan process, and needed to be considered early in that process for planning assessment, transport assessment and costings.

In considering this, TCC's position was that it should assess the need for the Kaituna Roding Link, against the following:

- Transport demands from a range of population scenarios in Te Tumu (up to 25,000 people but with a baseline of approximately 15,000 people);
- Connectivity to jobs at Rangiora, Rotorua, Te Puke, Whakatane and the wider rural hinterland in the east;
- Natural hazard evacuation (including earthquake and tsunami);
- Project costs and funding implications.

In doing so it is important to note that the following key factors sat behind TCC's investigations:

- TCC was wary of becoming the key funder of an expensive project that may not have a strong business case or strong evidence based functional need especially given Council's balance sheet and revenue constraints. This position remains unchanged.
- Development contributions cannot be collected from developments within the Wairakei Urban Growth Area for this proposed project because Wairakei will largely be completed by the time decisions on the Kaituna Roding Link will be made and structure plan imbedded in planning documents. In any case, it is anticipated that the legally required nexus is unlikely to be created between development in Wairakei and the Kaituna Link, given development contributions are already being collected for the Papamoa East Interchange.

- The majority of the Kaituna Link (bridge and road connections to the State Highway and Rangiuru Business Park) are located within the Western Bay of Plenty area. As a result, any roading corridor outside of TCC's jurisdiction would be a WBOPDC asset to own and maintain unless it was a State Highway (which in this case we consider unlikely). TCC does not see itself as an owner of a roading asset within another District nor a designator of such a road corridor, unless a clear nexus is created through specific technical assessment showing the clear need for such a roading corridor.
- If a share of costs for the Kaituna Link are to be apportioned to Rangiuru Business Park, then this would require support from the WBOPDC and developers of Rangiuru, including potential changes to the WBOP District Plan financial contributions regime. Decisions on financial implications of Rangiuru Business Park development potentially funding part of this project would need to be assessed. It appears unlikely that a strong case could be made for a share of funding to come from the Rangiuru development.
- NZTA's support for the Kaituna Rooding Link would be required, including an understanding of any funding available to support connection to the Tauranga Eastern Link and NZTA Funding Assistance Rate being available.
- There are a range of landowners which would be affected by the Kaituna Rooding Link within the WBOP District. All landowners would need to be supportive of the project, otherwise designations and public works acquisitions would be required.
- Any consideration for the Kaituna Link would also need to take into account the constrained land (Natural Character, Archaeological, Cultural, Ecological and sea level rise), including effects on the river and the ability for the project to be consented or designated. This would also need to take into account the planning documents prepared by the Te Maru o Kaituna River Authority and wider Tangata Whenua views, and require discussion with that Authority and relevant iwi, hapu and councils on environmental and cultural matters.

### **Planning Assessment – Kaituna Rooding Link**

As part of the development of the inputs into the Te Tumu Structure Plan and Rezoning Project TCC engaged BECA to undertake a further assessment of the Kaituna Rooding Link. This included at a high level, the challenges and risks from a RMA perspective that are likely from potential road alignments. This assessment is based upon existing information that has been obtained from current planning assessments for the structure plan and existing statutory and non-statutory assessments. The assessment also re-considered route alignment options given known constraints at the time of reporting.

Further, a desktop review of information held and the estimation of likely capital costs from comparable roading and bridging projects recently constructed was undertaken. In terms of design, the assessment assumed the Kaituna Rooding Link would function as a collector road, with 2 traffic lanes connecting Te Tumu with the rural area to the south and on to the Rangiuru Business Park interchange with the TEL.

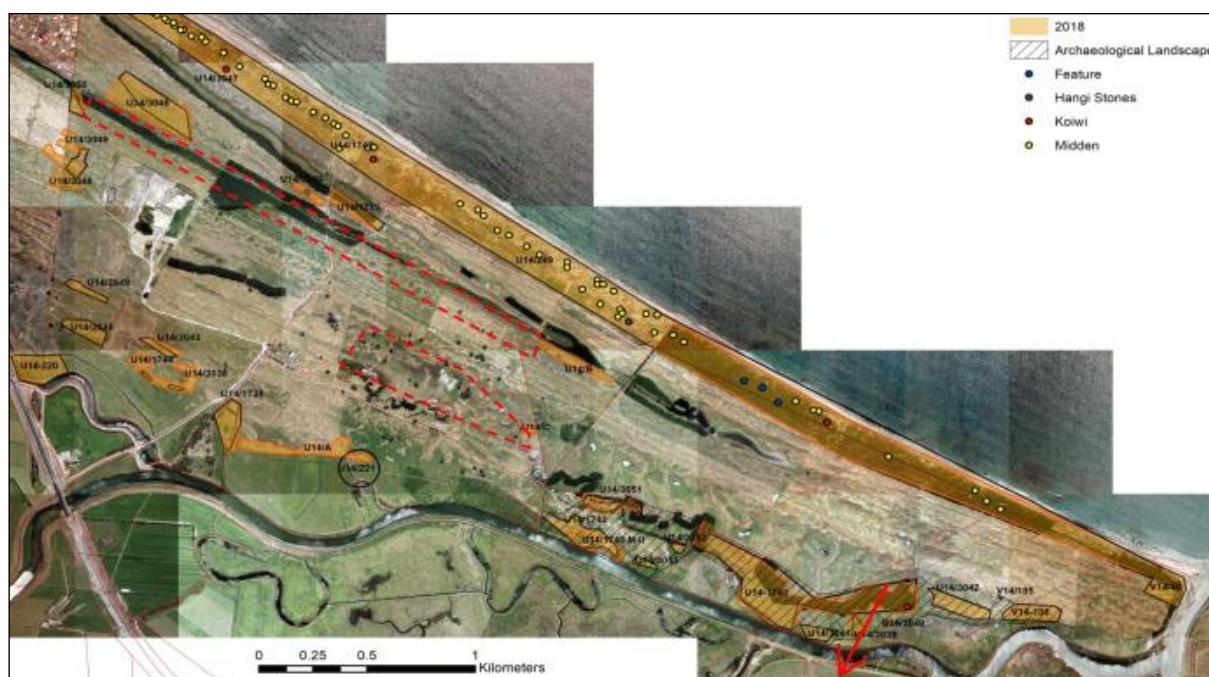
The assessment concluded that of the four alignments identified, all were considered to be plausible from an engineering perspective. The impact on the archaeological features

however required further analysis and tangata whenua consultation. The outcome from the assessment identified that there was no current certainty that any alignment would be able to be consented, and any other alternative alignments further east or west of those were expected to significantly increase environmental impacts and construction costs, and therefore, unlikely to get consent.

The report noted that costs and environmental impacts may be able to be reduced through further technical investigation, however costs for the entire project were estimated at approx. \$79M excluding debt servicing costs (using similar costing of sections as per 2015/16 assessment). It is noted that the cost estimates included a range of assumed costs (such as land purchase) and based on conceptual information. BECA recognised that there may be some opportunity to reduce costs through further ground investigations and stormwater modelling, enabling the northern portion of the bridge to be replaced with an embankment.

The further analysis would enable the alignment to be optimised in terms of reducing environmental impacts and construction costs.

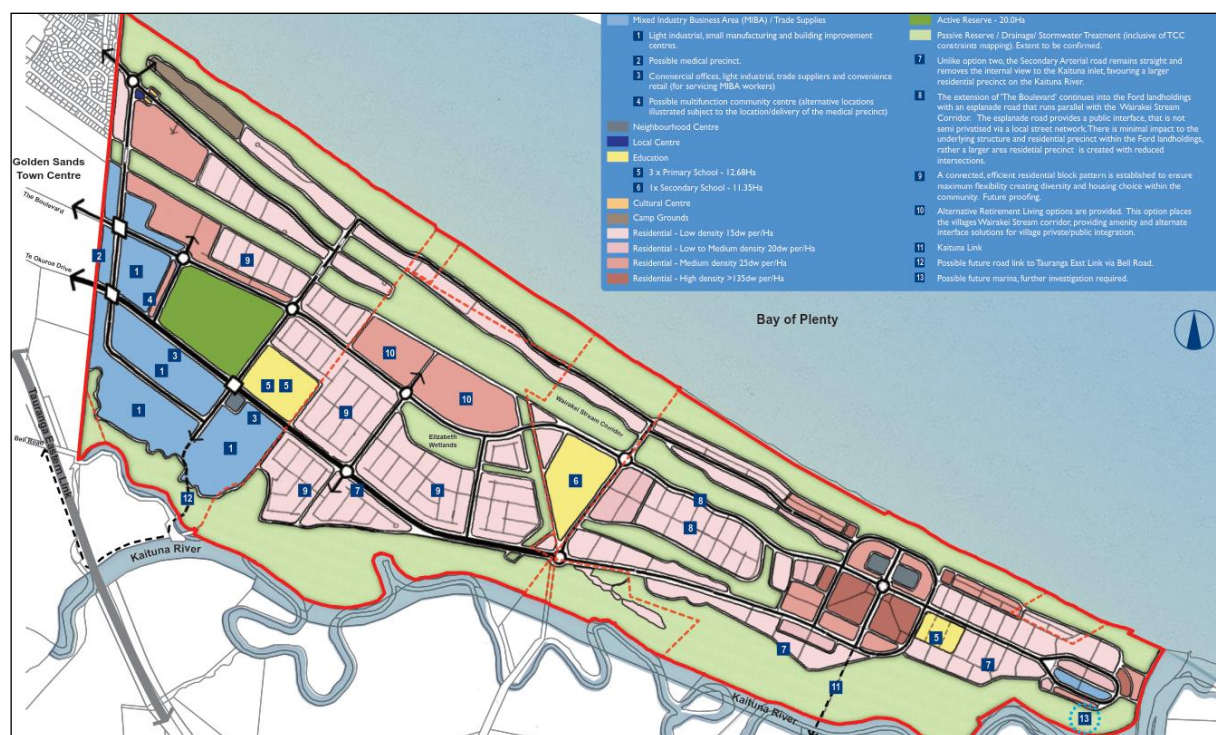
Since the reporting has been undertaken, TCC has completed archaeological investigations. These investigations have confirmed a suite of archaeological sites, deemed to be significant within Te Tumu under the operative Regional Policy Statement significance assessment criteria, which have also been identified as forming part of a wider archaeological landscape, warranting protection under the City Plan. This information further adds to the likelihood that there is a low certainty that a designation or resource consent would be achievable. A map of the identified areas that meet the Bay of Plenty Regional Policy Statement significance criteria are shown below, with the potential location of the Kaituna Road Link overlaid over this plan indicated by the red arrow.



## Transport Modelling - Te Tumu Structure Plan and Rezoning Project

The Te Tumu draft structure plan, shown below, is still evolving largely now in response to design outcomes (i.e stormwater management), transport modelling and engagement. It will continue to evolve through testing of design options and engagement processes. The key design features of the draft Structure Plan include the following:

- Dual roofing corridors, running east to West (a continuation of The Boulevard and Te Okuroa Dr from Wairakei) which provide strong connection back to the future Wairakei town centre and the Papamoa East interchange;
- Bus priority transport corridor (on the Boulevard);
- A proposed secondary local road connection from Te Tumu back to Bell Road and the Bell Road boat ramp;
- Approximately 60ha of employment land, provided for within the first development block (the Te Tumu Kaituna 14 block);
- 20ha sportsfield, providing for active recreation uses;
- Opportunities for schooling;
- Local community commercial and retail centres;
- Residential development opportunities providing for a range of densities and housing typologies (base case population of approximately 15,000 persons);
- Large areas of constrained land to remain as green space (principally the dune system, river margins and the Wairakei Stream corridor);
- Network of reserves and walking and cycling facilities.



**Figure 1 Te Tumu Draft Structure Plan**  
(by RPS & subject to change)

These land-uses and their spatial arrangement have been inputted into the Tauranga Transport Model (TTM) to test the strategic roading network, including staging considerations and future-proofing for more intense land-use densities than the 'Base Case' population of 15,000 which equates to a residential density well above 20 dwellings per hectare across Te

Tumu. For all modelling, the following three population scenarios have been tested, under a variety of modelling parameters and modal shift, as below:

- 15,000 population;
- 20,000 population;
- 25,000 population.

The population base of 15,000 is the base case for all modelling. This is the Tauranga City Council modelling position, which was developed as the 'likely scenario' which Te Tumu could achieve under the known planning constraints from the Te Tumu Strategic Planning Study from 2015/16. The higher order population scenarios were developed for stress testing of infrastructure capacity.

The scenario runs included:

<b>Population</b>	<b>Network</b>	<b>Mode Shift</b>
Scenario 1 – 15,817 persons	Do min (no PEI)	No mode shift
	PEI Only	No mode shift
	PEI and Kaituna Link	No mode shift
	PEI and Bell Road (no Kaituna Link)	No mode shift
Scenario 2 – 20,000 persons	PEI Only	With P2 and P8 Mode Shift
	PEI with Stage 2 & 3 ramps (no Bell Road, no Kaituna Link)	With P2 and P8 Mode Shift
Scenario 3 – 25,000 persons	PEI Only	With P2 and P8 Mode Shift
	PEI and Kaituna Link	With P2 Mode Shift
	PEI and Bell Road (no Kaituna Link)	With P2 Mode Shift
	PEI with Stage 2 & 3 ramps (no Bell Road, no Kaituna Link)	With P2 and P8 Mode Shift

*Note: P2 and P8 scenarios come from the Tauranga Transport project. P2 represents current mode share for alternative modes and the P8 mode shift represents a move away from travel via private vehicle toward more walking, cycling and public transport.*

Through the development of the Wairakei Urban Growth Area Structure Plan, Wairakei/Te Tumu Framework Plan, Te Tumu Strategic Planning Study and draft Landuse Plan for Te Tumu it has been determined that both Te Okuroa Drive and The Boulevard will continue as the main east-west routes within Te Tumu as far as each is necessary to provide adequate, but not excessive, through-trip capacity. Both these transport corridors, at a minimum will be built to a collector road standard. A series of north-south streets will connect these streets into the local residential street fabric.

Under all scenarios modelled there is a need for four lane transport corridors at the Sands Parade arterial from the PEI to the Wairakei Town Centre located north of The Boulevard. However, The Boulevard itself will only require one general traffic lane in each direction along the entire length within Te Tumu, the other lanes being reserved for public transit (initially bus). The public transport and general traffic roading needs are being sized to accommodate the preferred Programme 8 mode share (some mode shift to public transport), with sensitivity testing of lesser mode shares (no change, Programme 2).

Once Te Tumu is fully developed, Te Okuroa Drive requires four general traffic lanes (two in each direction) at least through from the boundary of Te Tumu through to the first north-south connection with the proposed Bell Road connection due to modelled traffic volumes. The requirement for additional roading corridor width (up to four lanes) further east of this connection depends upon:

- 1) Population size and spatial distribution within the Te Tumu Urban Growth Area,
- 2) Ability or timing to extend both collector roads into the eastern-most landowner block (noting The Boulevard is potentially constrained as it needs to go through the 8B1 multiple-owned Maori land block), and
- 3) Alternative external network connections to Bell Road or across the Kaituna River.

Thus, various combinations of three population scenarios (S1=15,000; S2=20,000 and S3=25,000) as well as four network topologies (without PEI, PEI only, PEI with Bell Rd, PEI with Kaituna Link) and three mode shares have been considered, many of them through specific Tauranga Transport Model runs.

The modelling outcomes, specifically for the Kaituna Roding Link scenarios were:

<b>Population</b>	<b>Network</b>	<b>Mode Shift</b>	<b>Kaituna Roding Link Average Daily Traffic Volume (total of both directions)</b>
Scenario 1 – 15817 persons	PEI and Kaituna Link	No mode shift	6400
Scenario 3 – 25,000 persons	PEI and Kaituna Link	With P2 Mode Shift	10100

The modelling for the two scenarios with the Kaituna Roding Link included show a low number of average daily trip movements relative to The Boulevard and Te Okuroa Drive. This low volume of vehicle trips makes the project hard to justify in respect of the limited benefits it would deliver to road users and the wider operation of the transport network relative to its cost.

The modelling has shown under all scenarios that beyond a population of 15,000, levels of service are reduced at the PEI requiring an additional capacity at the PEI, or another transport solution to maintain the desired level of service. Under all scenarios modelled, the Kaituna Roding Link would not reduce these diminished levels of service sufficiently to resolve these issues and justify investment in this project.

The outcomes of the modelling program in terms of assessing the purpose of, or reasons for a roading corridor connection over the Kaituna River have revealed that it is not essential or necessary to the functioning of the overall Te Tumu, Papamoa East and Eastern Corridor transport network. Rather, it has been shown that the main east/west corridor network (including multi modal options) work sufficiently up to the designed baseline population scenario of 15,000 people. Above that, adding capacity at the Papamoa East Interchange or delivery of a Bell Road connection onto the TEL, are the modelled preferable outcomes to deliver acceptable levels of service on the transport network (noting that a basic transport link from Te Tumu to Bell Road will be required under any design plan).

It is important to note that this modelling also includes the existence and operation of the Rangiuru Business Park and a range of higher order population scenarios of up to 25,000



population in Te Tumu (with much of that population residing at the eastern end of the Te Tumu).

As a result, given the long-term settlement pattern inputs and the outputs of the transport modelling, there has been no transport modelling justification revealed to support the continued planning for the delivery of the Kaituna Roding Link as an essential part of the infrastructure required to support the full build out of development in Te Tumu. Further, given the alternative options available to manage transport flows there is risk that a designation or resource consenting process would be unsuccessful without the creation of a clear nexus between the purpose of such a connection and supportive transport modelling.

Following the transport modelling programme for Te Tumu, a number of focussed studies have been conducted, specifically investigating options for additional capacity at the PEI (Stages 2: eastbound offramp & 3: westbound onramp directly into Te Tumu), multi-modal options for Te Tumu, and further investigations of a Bell Road Southern Connection to the PEI and old State Highway 2 (Te Puke) and Kaituna Roding Link connections. Specifically of note, the design of the Papamoa East Interchange which is underway provides future-proofing for a range options to add future capacity in the event this is required.

### Project Funding

The Kaituna Roding Link project was estimated to cost approximately \$80m in 2017 (excluding debt servicing costs). Funding of the project is likely to be challenging because:

- There is not a strong case for development contribution funding, and there is opposition to funding of the project from at least one of the three main landowners in Te Tumu;
- There would be significant debt servicing costs to fund in addition to the capital cost.
- Low projected transport volumes would make it difficult to support a toll funded road, if this was legislatively enabled;
- Based on the transport modelling to date the projected low usage of the road relative to its high cost would, on the face of it, make it difficult to achieve a Benefit Cost Ratio greater than 1 as required by NZTA. In addition to this, because the project is likely to achieve a low (or at best medium) alignment with NZTA's Investment Assessment Framework the prospect of securing NZTA funding assistance for the project is not promising. An indicative assessment of the project against NZTA's Investment Assessment Framework from the current SmartGrowth Transport Stocktake project is copied below.

<b>GPS Strategic Objective</b>	<b>Assessment; Low, Medium or High</b>
Safety	Low
Access; Improved access to economic & social opportunities	Medium
Access; Enables transport choices and access	Medium
Access; Is resilient	Medium
Environment; Reduces greenhouse emissions as well as adverse effects on the local environment and public health	Low
Value for money; Delivers the right infrastructure and services to the right level at the best cost	Low



Overall balance sheet and funding constraints faced by TCC and other councils limit funds that could be directed toward a project of this nature, especially given other projects that are competing for funding.

### **Natural Hazards Planning**

TCC has undertaken significant natural hazard modelling for Te Tumu, including:

- Tsunami,
- Storm Surge;
- River Flood modelling;
- Stormwater modelling;
- Liquefaction and lateral spread;
- Groundwater table rise;
- Coastal erosion.

All water based hazards included the consideration of sea level rise.

All scenarios were tested against the operative Regional Policy Statement risk assessment requirements, and shown to meet a low level of risk. In fact, in regards to tsunami based events, modelling up to the maximum credible event has shown that the majority of the urban growth area is not at risk of inundation – therefore creating a resilient landform from this hazard where immediate evacuation of the resident population would not be required.

As such, the use of the Kaituna Roding Link as a resilience or evacuation corridor is difficult to justify given the methods available to mitigate any natural hazard within the landform, or that the hazard will not affect the landform to an extent which is detrimental to Te Tumu or its future population (as modelled under RPS assessment criteria). In fact, for this landform, it may be more preferable to have residents initially remain in-situ following a shock event on the City, rather than providing for a range of transport choices that enable them to leave the affected area.

Proposed options for resilient connections into and out of Te Tumu are also planned, primarily via the PEI, or Bell Road as a secondary connection.

### **Policy Context of Kaituna Roding Link**

The Kaituna Roding Link is not within any of TCC's strategic planning documents such as TCC's LTP or Infrastructure Strategy.

#### Rangiuru Business Park Structure Plan / Financial Contributions

Within the Rangiuru Business Park suite of structure plans a connection from the Business Park to Te Tumu is signalled (as land for possible roding link to Te Tumu). The Link however is not formally identified as part of the structure plan or financial contributions within that Plan.

#### TCC Development Contributions Policy

In regard to development contributions, given the transport modelling undertaken does not show a defined need for the corridor the nexus created for funding the link via development contributions in Te Tumu is not been shown to be strong, and therefore this funding source is unlikely to be able to be utilised.

Further, given landowner opposition (from at least one landowner) within Te Tumu (see below) it is more likely than not that challenge from landowners against such a policy decision to fund through development contributions would occur and potentially be successful. Also, if development contributions were collected on a position that the Roding Link would be delivered into the future, and it was then not, refunding of development contributions would need to occur. TCC does not want to put itself in this position.

#### Tauranga Transport Policy and the Government Policy Statement on Land Transport

The Tauranga Transport Programme sets a new multi-modal direction to transportation in Tauranga in line with the new Government Policy Statement for Land Transport. The focus of the Programme is to get more people walking, cycling and on public transport. To achieve this the parties would need to ensure that they do not over-invest in road capacity in greenfield areas as this risks inducing more vehicle trips and higher reliance on travel by private motor vehicle. An argument could be made that the Kaituna Roding Link would be over-investment in road capacity as transport modelling shows that the proposed roding network for Te Tumu and Wairakei can cater for future road capacity needs without this project.

#### **Landowner Positions**

As you will be aware, TCC has entered into a relationship agreement with Te Tumu Kaituna 14, Carrus Corporation and Fordland PTY for the structure planning and rezoning of Te Tumu. The landowners have interests in over 88% of the land within Te Tumu. All parties are part of the development of the structure plan and future rezoning project. This includes being party to the development of all technical reports and being part of any workshops used to develop those technical reports.

TCC is aware that the following are the positions of the three parties who are part of the relationship agreement:

- 1 Te Tumu Kaituna 14: No formal position stated.
- 2 Carrus Corporation: Opposed to providing any funding toward the Kaituna Roding Link, including through development contributions.
- 3 Fordland PTY: Supportive of the Kaituna Roding Link. They are the only party that is actively promoting and supporting the delivery of this project. However they have not offered to provide upfront funding toward the project.

Note: This party recently wrote to Chairman Leeder (BoPRC). We attach that correspondence for your understanding on the rationale for this party's support of the Kaituna Roding Link.

#### **Next Steps/Decision Points**

A policy decision is required on the inclusion, or otherwise, of the Kaituna Roding Link within the structure plan and other documents like future LTP's and Infrastructure Strategies. TCC prefer this to be a common position across the SmartGrowth Partnership prior to finalisation of the structure plan.

This position needs to be made into the context of the current planning and evidence provided on the Kaituna Roding Link, and the potential future growth that could occur in the wider Eastern Corridor that is currently unknown (but to be considered through the second generation future development strategy due for completion in 2021).

TCC has identified two options for consideration, as below:

**Option 1: Kaituna Link is not necessary for Te Tumu and the Eastern Corridor, but structure plan retains future option**

Agree that the Kaituna Roding Link is not a necessary transport connection to enable the development of Te Tumu and the delivery of the wider SmartGrowth Settlement Pattern for the eastern corridor (as it currently stands), inclusive of growth in Te Puke and the Rangiora Business Park. This option would mean that:

- Provision would not be made for funding and delivery of the Kaituna Roding Link in documents such as the partner council's future LTP's, Development Contributions Policies, Financial Contributions provisions, Infrastructure Strategies or the RLTP;
- Work would not commence on designating or consenting the road corridor or progressing a funding business case as part of delivery of the Te Tumu structure planning and rezoning project as a multi-party SmartGrowth project;
- The merits of the project would be reconsidered following the outcomes of the review of the SmartGrowth Settlement Pattern that will lead into the second generation Future Development Strategy required by the end of 2021 if more growth is allocated to the Eastern Corridor (e.g. Paengaroa) or other relevant factors are identified. Given this future uncertainty, it is considered that the Te Tumu structure plan will identify an **indicative** possible future Kaituna Link Road connection only (ie a dotted line on the structure plan). As such endorsing this option does not mean the project will never happen;
- TCC would work with BoPRC, WBoPDC and other relevant stakeholders regarding the potential delivery of a walking and cycling connection across the Kaituna River in Te Tumu for both recreational purposes and for commuting between Te Tumu, Rangiora and Te Puke.

**Option 2: Plan and deliver the Kaituna Roding Link for Te Tumu and the Eastern Corridor**

Agree that the Kaituna Link is included as a project for delivery as part of the implementation of the Te Tumu Structure Plan and the wider SmartGrowth Settlement Pattern for the eastern corridor. This option would mean that:

TCC responsibility

- The Te Tumu structure plan would identify a future road connection across the Kaituna River.

Lead agency to be determined (Noting that TCC does not see this as a TCC role given the project is not required for the Te Tumu Urban Growth Area)

- Provision would have to be made for the funding and delivery of the Kaituna Roding Link in documents such as the partner council's future LTP's, Development Contributions Policies, Financial Contributions provisions, Infrastructure Strategies and the RLTP;
- Work would have to be progressed on designating or consenting the road corridor and progressing a funding business case to NZTA as a multi-party SmartGrowth project, with a specified timeline identified;
- Walking and cycling facilities across the Kaituna Roding Link would be provided as part of the Kaituna Roding Link.

For Option 2 to proceed an agency has to agree to taking on these responsibilities – otherwise we would need to revert to Option 1.

Due to matters set out in this memo TCC is of the view that there is significant risk that Option 2 would not be successfully implemented as no clear evidence based need for the project has been identified.

As all parties are aware that consideration of alternatives must be given through any planning process. The evidence suggests that alternatives exist which use existing or planned infrastructure (PEI/Bell Road).

Further, if the Kaituna Roding Link corridor is to be designated then the requiring authority that seeks that designation must be financially responsible for that project. In addition, there is potential opposition from various stakeholders and project partners (including Tangata Whenua and landowners within the corridors pathway), funding risks and planning risks associated with obtaining the required designation or resource consents.

## Recommendations

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That the SmartGrowth Leadership Group:

1. **Endorse** Option 1 that Kaituna Link is not necessary for Te Tumu and the Eastern Corridor, but the Te Tumu structure plan retains the future option.



# FORD LAND

BUILDING FOR THE LONG TERM

26 June 2018

Mr Doug Leeder  
Chairman  
Bay of Plenty Regional Council  
PO Box 364  
Whakatane 3158  
New Zealand

Via email: [douglas.leeder@boprc.govt.nz](mailto:douglas.leeder@boprc.govt.nz)

Dear Doug

## RE: TE TUMU STRUCTURE PLAN

Thank you for your phone call on Monday morning, 25<sup>th</sup> June, to discuss the high-level matters affecting the long term growth of the Bay of Plenty and the importance of Te Tumu.

### TE TUMU PLAN

I have attached a draft Structure Plan that has been prepared by RPS, the appointed Urban Planners from Brisbane, who are advising TCC and the Te Tumu Landowners on coordination of the Structure Plan.

You will note that there are red dotted lines that separate the main land ownerships.

### *Te Tumu Kaituna 14 Trust*

Their land holding commences at the end of Papamoa Beach Road.

The Trust Chairman is Malcolm Short and he and I have worked together on Te Tumu for over 20 years, since he first became Chairman of the Trust. With his support, we were able to navigate through the different Maori owned blocks and the Maori Land Court to have a ROW, over the Maori owned land, to our Farm which did not have any legal access. (The original legal access when my Grandfather acquired the land in 1911 was along the beach at low tide!)

Malcolm is very competent and a good business man and has a track record in large scale property development in Rotorua - he has created the shopping centre using the land as the equity very successfully.

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Page 1 of 4



Te Tumu Kaituna 14 Trust has over 4,000 shareholders and a large number are very small and cannot be contacted – the shareholder base that is known is managed by Deloitte's in Rotorua.

Over recent times, there have been shareholder meetings to advise the owners of the progress on Te Tumu and in the last 9 months, there has been a small faction that have been questioning the direction of the Trust and the need to develop and sell off the land.

The Trust has the land asset but very little cash, so Malcolm's strategy is to convert 50 hectares of land to 'general title' and develop and sell this land. This will allow the Trust to be able to have cash and fund the future plan to develop their land and retain this for primarily commercial and industrial purposes.

There was a three day hearing in the Maori Land Court recently on 18-20<sup>th</sup> June and as I understand, the Judge has requested written closing statements to be provided within three weeks.

TCC provided evidence to the Court on the current position with the Structure Planning and a financial assessment confirming the financial viability of Te Tumu.

My understanding of the likely outcome is that the Judge will require regular reporting back with the rezoning processes including:

Updated valuation of the land once rezoned.

Subdivision plan, as it is currently in one title so a subdivision is required.

## **TE TUMU INFRASTRUCTURE**

At the meeting with TCC on 13<sup>th</sup> June, I raised the concern of the planned two lane roads to the proposed Golden Sands Shopping Centre from Parton Road. This is not a good long term plan with no opportunity to widen the corridor. The comment is "This is what we have designated and we are not going to change this and construction has started". My view is, it will never be cheaper to rectify the mistake than now.

The discussion then centred on Te Tumu and the two spine roads - The Boulevard is four lanes and Te Okuroa is two lanes.

The Boulevard is the main spine road and will address the public transport. This runs down the centre and allows an easy walk from north and south of The Boulevard and it connects all landowner blocks.

TCC have concerns re access through another parcel of Maori Land 8B1 which adjoins our farm, The Sandhills. (This parcel of land is yellow No 6 and bounded in red).

TCC have proposed that the main access road and for services should be via Te Okuroa Drive, as this does not affect 8B1. My reaction is no, this does not work. The access is not suitable for a major urban housing project and I strongly disagree with such an approach and would not





be comfortable funding this. Te Okuroa Drive would compromise The Sandhills development as it comes in at the least appealing location for access, at the bottom of the land. If we are to provide amenity and create density, the access to the land and public transport must be well connected hence the need for The Boulevard to come directly through the centre of Te Tumu.

## **KAITUNA LINK**

At present, TCC are not supportive of the Kaituna Link because they say “of the constraints on their balance sheet and that traffic modelling indicates that the Kaituna Link is not required until there is a population of over 25,000 in Te Tumu”.

I question the traffic modelling as the current examples of traffic modelling in Papamoa does not give me any confidence. The current traffic congestion and length of travel time especially at peak periods is a problem. I am also concerned about current road planning in Papamoa with the construction of The Boulevard and Te Okuroa Drive being two lanes wide – seems incredibly short sighted.

There has been a high-level study carried out by Beca and the best location for a crossing is from the middle of our land, The Sandhills, and across the river near the pumping station adjacent to the By de Lay property and adjoining the wetlands/shooting reserve.

I have spoken to Fulton Hogan about the scheme and they will review what is proposed and if this bridge can be staged and expanded over time, as the population increases.

## **Bell Road Upgrade.**

TCC have another study to upgrade Bell Road based on increased population and access to Te Tumu Kaituna 14 but this has a similar cost to complete as the Kaituna Link but does not have anywhere the benefits – we do not support this, nor do we want to contribute to the funding of same.

## **Obtain Resource Consent for the Kaituna Link.**

At the TCC Project Meeting last Friday, we requested from TCC that we start the process of obtaining a resource consent for the Kaituna Link. My understanding is that TCC advised that this is premature and should not happen for some considerable time.

I disagree with this approach – I believe as we are doing the Structure Plan now, and it will go on exhibition, this is a good time to work to obtain the resource consent.

Until an approval is in place nothing can be planned, staged or funded.

## **FUNDING OF THE KAITUNA LINK**

My view is that Te Tumu is a Regional Project, not just TCC's, and therefore the funding needs to be considered by the Region.



I also think the developers of Te Tumu and Papamoa should contribute to the cost of the bridge. This point of access increases the desirability and connectivity to all of the Bay of Plenty. In the past TCC have allowed too many developers to take short term options in Papamoa and we are left with many issues to be addressed including flooding, stormwater and congestion and the comments are always it increases the costs and the project is not viable.

This is not the right outcome for an area that is accommodating the future growth of the region where there is the opportunity for density and connectivity to happen.

## **POPULATION GROWTH – NEED FOR JOBS**

The jobs issue is something I believe needs to be addressed. TCC believe jobs will be in the CBD, they don't consider the wider area, the growth of the Kiwi Fruit industry and the planned expansion over the next five years is substantial – where are the people to be housed – Western Bay has a shortage of land for housing too.

Congestion is a substantial cost to the community, so we must plan for the jobs, a range of housing to cater for all incomes and allow the opportunity to redevelop the land over the long term because of the amenity of the Beach, Wetlands and Kaituna River.

The Kaituna Link provides the connectivity required.

## **INFRASTRUCTURE**


At present, sewer and waste water is planned from Te Maunga - why would Te Tumu not be serviced from Te Puke? I understand Rangiuru Business Park is going to use the Te Puke treatment plant. More security of services in the time of natural disaster rather than one plant at Te Maunga.

## **WETLANDS REGIONAL PARK**

We agree with the ongoing strategy of providing a Regional Wetlands Park, as the projected population for Te Tumu, Papamoa and the Western Bay of Plenty will greatly benefit from these wetlands over the generations to come.

I would appreciate the Regional Council's view on my concerns as a Landowner and how Te Tumu is best treated as a Regional Project not just a TCC subdivision in their city.

Kind regards

  
Geoffrey P Ford  
**Chairman**  
Att.





3 August 2018

Mr Geoff Ford  
Ford Land Company Pty Ltd  
PO Box 501  
Neurtal Bay Junction NSW 2089  
Australia

Email: [gford@fordland.com.au](mailto:gford@fordland.com.au)

Dear Geoff

### **Te Tumu Structure Plan**

Further to our recent telephone conversation and your letter dated 26 June 2018, regarding the future development of Te Tumu. Staff have provided their feedback and I now present the following response.

#### *Te Tumu Kaituna 14 Trust*

Bay of Plenty Regional Council (BOPRC) is aware of the current application to the Māori Land Court by Te Tumu Kaituna 14 Trust to change from Māori Land to General Land, for the purposes of facilitating infrastructure to service the land. As you are probably aware, Te Tumu Kaituna 14 has a known owner base of 4,763 owners. Despite considerable consultation over the last 18 months from the Trustees and the owners, there is still some opposition to the future development of the land, the conversion from Māori Land to General title, the sale of land or a combination of all three options.

It is understood that Te Tumu Kaituna 14 Trust lodged an amendment to their application to the Māori Land Court on the 26 June 2018, which states that the Trustees are unable to sell or alienate the land till such time as approval has been sought from majority (of shares) of owners participating in a postal vote.

While the Māori Land Court decision is imminent, it is subject to appeal. We must however let the process take its course, and until such time a decision is made BOPRC is unable to comment further.

#### *Te Tumu Infrastructure*

In terms of the roading infrastructure proposed to service Te Tumu, we are aware that indicative structure planning undertaken by RPS consultants proposes roading access which avoids the need to go through the Te Tumu 8B1 Block. From a transportation perspective BOPRC does not have a strong view as to which of the Te Okuroa Drive or The Boulevard should be implemented initially. However, we acknowledge the Te Okuroa Drive option as a sensible approach for long term certainty.

Our preferred ultimate solution is for a central public transport spine which can be provided as a separate piece of infrastructure or as part of The Boulevard. Prior to the ultimate solution being delivered we expect that bus services will be provided with sufficient priority infrastructure to allow congestion free movement for services operating through Te Tumu. This could be provided on either Te Okoroa Drive or The Boulevard.

### *Kaituna Link*

The Kaituna Link was priced at approximately \$70-80M excluding any connections to the TEL and represents a significant investment in roading capacity that may or may not be needed as part of the development, subject to current traffic modelling work being undertaken. We understand that Tauranga City Council have included provisions for the Kaituna Link in the overall Structure Plan, but do not want to fund the link or interchange. While the Kaituna Link is not essential for the development at Te Tumu from a capacity point of view, we acknowledge issues around staging and resilience of the development could be reduced with the Kaituna Link Road. Regional Council neither supports nor opposes the Kaituna Link from a transport perspective. However, we acknowledge an additional link into the Te Tumu may benefit community resilience from natural hazard events.

### *Bell Road Upgrade*

We are not in a position to comment on the Bell Road upgrade and whether this is needed.

Regional Council has been working with both NZTA and Tauranga City Council engineers following the recent flooding of farmland adjacent to Bell Road to find solutions to avoid this flooding occurring in future.

### *Kaituna Link Funding and Consents*

We support TCC and its consideration that progressing a resource consent for the Kaituna Link at present is premature. There is obvious uncertainty around the need for the road, and while we appreciate that the Link Road could alleviate concerns around staging and resilience of the development at Te Tumu, we consider further discussions with relevant parties needs to be had. This includes discussions on funding. Regional Council under its current Regional Land Transport Plan does not include any funding for this project.

### *Population Growth*

Urban and rural growth management is one of the regionally significant resource management issues identified within the Regional Policy Statement. The points you raise are addressed within the suite of policies and objectives contained within the Regional Policy Statement which provides an overarching framework *“to sustainably manage growth in the region to enable development of a sustainable regional urban and rural form”*.

The three councils completed a Housing and Business Land Capacity Assessment for the western Bay of Plenty sub-region in March 2018, required under the National Policy Statement for Urban Development Capacity. That assessment relies on being able to accommodate a significant portion of growth over the next 30 years in the Te Tumu Urban Growth Area.

Regional Council supports the Live, Work, Play principles of SmartGrowth and wants to ensure that the future development of Te Tumu also includes opportunity for jobs in the area.

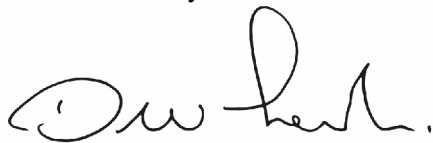
### *Infrastructure*

Te Tumu is zoned within the Tauranga City local authority area and therefore would connect to City Council infrastructure. The Rangiuru Business Park is within the Western Bay of Plenty District and thus will be connected to Western Bay of Plenty infrastructure. While on the face of it connecting to Western Bay of Plenty infrastructure may be appealing, we would suggest that conversation would need to be directed to the relevant staff at City and District Council. From a Regional perspective any increase in capacity of the existing Te Puke Wastewater System would require significant expansion and upgrades to its existing facility and relevant resource consents. We would have concern about any detrimental impacts on the water quality of the Kaituna River and the river re-diversion work underway. Such an approach may also go against the objectives and desired outcomes in the just completed Kaituna River Document – '*Kaituna, He Taonga Tuku Iho*' approved by Te Maru o Kaituna (the Kaituna Co-governance Forum) on 27 June 2018, which Regional Council is a partner to.

### *Wetland Regional Park*

We appreciate your support for the ongoing strategy to create a Regional Wetlands Park which would provide protection of our remaining wetlands as a matter of national importance.

Yours sincerely

A handwritten signature in black ink, appearing to read 'Doug Leeder', with a stylized flourish at the end.

Doug Leeder  
**Chair, Bay of Plenty Regional Council Toi Moana**



<b>Committee Name</b>	<b>SmartGrowth Leadership Group</b>
<b>Meeting Date</b>	21 November 2018
<b>Author (s)</b>	<p><b>Christine Jones, General Manager: Growth &amp; Infrastructure, Tauranga City Council</b></p> <p><b>Rachael Davie, Group Manager Policy: Planning &amp; Regulatory Services Western Bay of Plenty District Council</b></p> <p><b>Namouta Poutasi, General Manager Strategy &amp; Science Bay of Plenty Regional Council</b></p>
<b>Purpose</b>	<b>To provide an update on residential development capacity with recommendations for endorsement.</b>

# RESIDENTIAL DEVELOPMENT CAPACITY

## Introduction

Development capacity is a topical matter at the moment given the high growth environment we are in, development of the Future Development Strategy, infrastructure limitations and costs, and the delays / risks being experienced in key projects such as Te Tumu, Tauriko West, Omokoroa Stage 3 as well as implementation of the Tauranga Urban Strategy.

Risks from delays associated with Te Tumu and Tauriko West mean that development capacity may be insufficient in the near term, before these developments are able to commence. The risk for Omokoroa is not a capacity matter but is associated with the need for SH2 upgrades and the effects this may have on demand. All of this has implications for house prices, housing affordability, and choice of living locations. The development community is consistently raising these risks with Council staff.

This matter was discussed at the 1 November 2018 CEAG meeting with agreement to this report and the recommendations being brought to SLG.

The question facing the SmartGrowth Partnership is how we respond to these matters and whether we are willing to take a more flexible approach to allow additional capacity, with the recommendations of this report being that we should, subject to agreed criteria. Of particular note are development proposals outside the urban limits where good development outcomes

can be achieved. These proposals could be progressed through a Special Housing Area process however timeframes are extremely tight given the repeal of that legislation in September 2019. Direction is required in November of this year to allow SHA applications to be processed within the statutory timeframe.

It is likely that the SHA legislation will be rolled over so it can still exist beyond the 5 year sunset period that takes effect in late 2019. But at this stage there are no proposals on the table. Also this type of legislation is subject to strenuous coalition negotiations.

It is noted that other regions have been moving toward developing more responsive and flexible planning approaches to deal with changing demand and supply needs.

## Report

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### Development Capacity Assessment – Tauranga City

Tauranga is a high growth area. Residential development capacity has reduced substantially in recent years due to high population growth and consenting levels, as well as the limited delivery of additional development capacity through the rezoning of new land or other mechanisms.

As at June this year according to TCC's own monitoring of development capacity there is sufficient supply available for house building in Tauranga for a further 6-7 years. Given house building occurs after subdivision consent and land development there is perhaps only 4-5 years of subdividable land remaining in the city based on expected growth rates.

Some of this supply is not available for development in the next few years because of reasons such as:

- Infrastructure not being available (eg delays in getting stormwater discharge consents within the Nanako Stream catchment to release zoned residential land at Kennedy Road)
- Developer decisions to withhold land for development or to develop at a slow rate – this is particularly evident within parts of Papamoa and Wairakei.

Supply is especially tight on the Tauranga side of the harbour now that The Lakes development is complete from a land development perspective (with house building to continue for another few years).

Some members of the development community assert that the supply situation is (much) worse than assessed by staff and this is being further investigated. As part of this work staff have looked at the Papamoa urban growth area initially. In Papamoa there is approximately 70ha of underdeveloped residential land in parcels of 1ha or greater indicating significant development capacity potential. However almost all of these sites are either earmarked for retirement village development (40 – 50ha) and therefore not available to the wider housing market, or are not being made available for development at this point in time. In addition some land is constrained through matters such as covenants or archaeological sites. Consequently the opportunity for any new medium to large scale residential developments outside of retirement villages in the Papamoa urban growth area is low. Development capacity may be similarly constrained in other parts of the city and this requires further investigation.

While there is substantial plan enabled and infrastructure enabled intensification capacity in some parts of the City, the rate of infill and intensification is not increasing at the moment. Most of this intensification capacity is located in the City Centre, City Living Zone, Mount Maunganui High Density Zone and the Commercial Zone.

Significant development capacity is being planned in the short-term, primarily at Te Tumu, Tauriko West and Omokoroa however these projects have experienced delays and are subject to on-going risks eg in relation to transport investment, Maori Land Court processes and RMA processes / timeframes. There is no certainty when this additional capacity will be available for land development and house building to commence. It could come a number of years after the assumed 2021 start date for Te Tumu and Tauriko West.

In the medium to long-term residential intensification is planned to play a much greater role in delivering additional development capacity and further greenfield areas are identified. Early project planning has commenced for intensification but community engagement, rezoning and implementation will take a number of years. We may need to consider bringing some of this work forward but it is still unlikely to resolve the issue we are currently facing. In respect to medium term greenfield areas like Keenan Road and the Tauriko Business Estate extension, planning is not active and further strategic investigations are recommended before structure planning commences.

We will also look at brining forward areas tagged for investigation for long-term urban growth, such as Te Puna and Paengaroa (as included in the draft FDS).

There is some concern that demand may exceed supply in the near term potentially creating further house price inflation and greater housing affordability challenges. This outcome would not be in the wider community's interest.

### **Urban Limits – Historical context**

The urban limits were inserted into the Regional Policy Statement to give effect to the Settlement Pattern of the 2004 SmartGrowth Strategy. Through the 1990s and early 2000s development was occurring on many fronts, particularly in the City. This was putting a strain on the provision and funding of infrastructure and the urban limits were seen as the most effective way of managing growth, providing certainty and assisting with integrated planning.

The urban limits of SmartGrowth were further refined as part of the preparation of the Regional Policy Statement (RPS) urban limits. This involved making a high level assessment of the development feasibility of land to be included. In particular land was excluded if it was considered to be too constrained by matters such as flooding, difficult contours and other geotechnical factors, alongside other constraint factors such as cultural and ecological.

In the last 14 years the feasibility of developing some land has changed. This is because the 'easier' land has now been developed, and section prices have risen sufficiently to allow financial returns on land that was previously considered to be not feasible. It is this land that is outside the urban limits that is the focus of this report.

### **SmartGrowth Policy on SHAs**

The HASHAA legislation makes it possible to use SHAs to establish urban development outside the RPS Urban Limits. This posed a risk to the SmartGrowth Settlement Strategy and thus SmartGrowth developed a policy that supported SHAs, but only if they were inside the Urban Limits.

### **Sense of Urgency**

At the national level there are several directions that suggest an increasing sense of urgency to shift from the status quo planning framework. These include the wider Urban Growth Agenda, the creation of a new Ministry of Housing and Urban Development, and specific initiatives such as establishing an Urban Development Authority model. The KiwiBuild programme to deliver 100,000 affordable homes over the next ten years also has to operate within the planning framework and will put pressure on the ability for affordable housing developments to be progressed quickly.

### **Government's Urban Growth Agenda**

The Government has set an ambitious Urban Growth Agenda that focuses heavily on the delivery of more houses as well as more affordable housing than the market has recently been providing. One aspect of the Government's approach is to consider more flexible approaches to housing delivery in respect of matters such as urban limits.

In the western Bay of Plenty sub-region this is difficult due to factors such as urban growth potentially crossing territorial boundaries and the restrictive (but agreed) urban limits within the Regional Policy Statement. If we are to unlock more development potential beyond the current urban limits in the short-term a concerted and aligned effort of all SmartGrowth Partners would be required.

### **National Policy Statement on Urban Development Capacity**

The NPS-UDC includes several policies that require 'responsive planning' by local authorities to ensure sufficient development capacity is provided to meet demand. This includes providing an additional margin of capacity over and above projected demand (this to be built into targets within the Regional Policy Statement and City/District Plans). Beyond this, the policies also require local authorities to respond to any identified shortfall by:

- a) Providing further development capacity; and
- b) enabling development

This response is to be within 12 months of any shortfall being identified. Further the policies require that "a local authority shall consider all practicable options available to it to provide sufficient development capacity and enable development to meet demand...including the following:

- a) Changes to plans and regional policy statements, including to the zoning, objectives, policies, rules and overlays that apply in both existing urban environments and greenfield areas;
- b) Integrated and coordinated consenting processes that facilitate development; and
- c) Statutory tools and other methods available under other legislation."

At present "other methods available under other legislation" could include Special Housing Areas under the HASHAA legislation. Potentially other tools that complement or provide alternatives to the conventional RMA planning framework may become available as the Government progresses its Urban Growth Agenda.

## Funding Challenges

There are significant funding challenges for settlement pattern delivery. This doesn't only relate to transport but cuts across all development infrastructure, including three waters and community facilities. The Government is looking at various tools but progress is slow and many of the new tools being looked at have limitations.

## Regional Policy Statement

BOPRC has budgeted for a change to the Regional Policy Statement (RPS) in 2019/20 in its Long Term Plan 2018-2028 to:

- Implement policy changes arising from the Future Development Strategy and TUS
- Make amendments to the urban limits at Katikati, Waihi Beach, Te Puke, Pāpāmoa and Welcome Bay sought by WBOPDC and TCC
- Strengthen the existing transport infrastructure provisions
- Consider greater flexibility in circumstances where it may be appropriate to develop outside the urban limits for residential or business purposes.

Work on that change is intended to commence once we have certainty from the SmartGrowth Partnership on the FDS settlement pattern. Consultation and engagement carried out on the FDS and TUS will be a key input to the section 32 evaluation.

Consideration will also be given to using the streamlined planning process for this change.

## Recommendations

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That the SmartGrowth Leadership Group **endorse** the following recommendations:

1. That the SmartGrowth Partners support looking at available options, including balance between greenfields and intensification opportunities, to release development capacity sufficient to meet demand in the short term.
2. That Partner staff continue to work closely with Government in communicating the need for new tools to enable feasible and appropriate development capacity to be enabled for development faster than the conventional planning toolkit.
3. That the SmartGrowth partners adopt an agreed set of criteria to guide whether development opportunities may be supported by the partnership, even if not fully supported or aligned with current statutory plans across the partnership, including the urban limits. These criteria being:
  - a. Development is contiguous with an existing urban area
  - b. Infrastructure is available and has sufficient capacity to service the development without undermining committed infrastructure investments made to support other growth areas (council, NZTA, MOE, utility providers etc)



- c. The land is located within the local authority that will be providing utility infrastructure, including access (unless otherwise mutually agreed between neighbouring councils).
- d. The proposed development is supported from a place making perspective – live, learn, work, play
- e. Development would not compromise long-term development potential across a broader catchment or growth area
- f. Efficient use of land, eg promoting a more compact urban form through higher densities and a range of housing typologies, and not compromising long-term development potential.
- g. Consistency with SmartGrowth Strategy principles.
- h. Efficient use of local authority and central government financial resources.
- i. The compatibility of any proposed land use with adjacent land uses.
- j. Not undermining the balance that needs to be struck between intensification through the Tauranga Urban Strategy and greenfields development.
- k. Compliance with key provisions of the Regional Policy Statement can be achieved (such as Method 18 structure planning and the natural hazard risk provisions).
- l. That priority will be given to developments that can support affordable housing outcomes in the short term.



<b>Committee Name</b>	<b>SmartGrowth Leadership Group</b>
<b>Meeting Date</b>	<b>21 November 2018</b>
<b>Author (s)</b>	<b>Bruce Fraser</b>
<b>Purpose</b>	<b>To provide an update on the consultation and engagement process of the Future Development Strategy.</b>

## Consultation on the Future Development Strategy

### Introduction

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Engaging people on a long-term, high-level strategy is always a challenging communications project and was always going to be difficult. So, to receive over 200 submissions, including 180 survey responses, strong feedback from the forums and Transport Alliance and have just over 100 people attend community conversations was a good outcome.

#### Process used

SmartGrowth Leadership Group agreed in June to proceed with a more informal consultation process based loosely on the approach taken by the Western Bay of Plenty District Council for their last Long Term Plan. This would mean community meetings and normal submissions but no formal hearings.

A communications and engagement team of representatives from partner councils and NZTA plus the Tu Pakiri Advisor met regularly to plan the activities.

Key components of the consultation included:

- Five Community Conversations held in Te Puke, Katikati, Barks Corner, Papamoa and the CBD
- A briefing and support for the forums and Transport Alliance to develop their submission
- A briefing for key stakeholders
- An online survey
- An online submission form

These were supported by a wide variety of communications activities including:

- Hard copies of all documents including summaries were available across partner council offices and libraries
- Facebook events were created and boosted for the Community Conversations

- Newspaper advertisements placed across the western Bay
- Radio advertisements across most of the local commercial stations
- Regular social media promotions and updates
- Comprehensive website information
- Collaboration with Te Puke EDG, Katch Katikati and Papamoa Progressive Association
- SmartGrowth newsletters
- Hui with Maori land trusts
- Direct emails to SmartGrowth stakeholders

These activities were aligned and supported with communications undertaken by the partner councils.

### The responses

While the numbers are not high, they represent useful responses to key elements of the two documents we consulted on.

- 101 people attended one of the five Community Conversations
- 45 forum members attended the briefing session
- 7 people attended the stakeholder briefing
- 186 people completed the online survey
- 233 total submissions received including survey responses
- 1100 visits to the SmartGrowth website during October
- 1300 to 1700 people reached for each Community Conversation event boosted on Facebook

### Important role played by forums

Forums continue to play a critical role in how SmartGrowth communicates and engages with its communities. Their presentations to the recent SmartGrowth workshop demonstrated again their deep understanding of the issues facing the western Bay and their commitment to helping make a difference.

And, all their contributions are voluntary!

### Challenges faced

All consultation processes face challenges and, for this project, these involved:

- The nature of the documents – the timeframes were long and the concepts general which means that there is no immediacy for people.
- Consulting on two documents at once meant that some people were not clear about how they related to each other and to the SmartGrowth Strategy
- Lack of clarity on the relationship between the FDS and TUS meant that messaging was sometimes unclear
- Public skepticism about people's ability to influence such planning documents
- Coordinating communications across the partner councils to ensure consistency of message and timing
- Demonstrating active listening skills – at times, we didn't listen well to forum and community members and talked too much.

### Next steps

We have responded to each submitter thanking them for their response and have posted on Facebook thanking all those people who attended a community meeting or completed the survey.

Staff are now reading all responses and will prepare a report on the key themes that appear across the various responses platforms

Thank you to those SmartGrowth Leadership Group members who attended the Community Conversations and to the council staff who supported the forums and attended the Community Conversations. Thanks also to the partner council staff who contributed the communications and engagement planning. Thanks too to the SmartGrowth office staff for their coordination and organisation.

## Recommendations

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That the SmartGrowth Leadership Group:

1. **Receive** this update report on the consultation of the Future Development Strategy.



<b>Report to</b>	<b>SmartGrowth Leadership Group (SLG)</b>
<b>Date</b>	<b>21 November 2018</b>
<b>Author (s)</b>	<b>Bill Wasley, Independent Chair</b>
<b>Purpose</b>	<b>Urban Form and Transport Initiative Update</b>

## 1. Introduction

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Chief Executives and Stakeholder Strategies (Rick Boven and David Cunliffe) will provide an update on the progress being made on the western Bay's urban form and transport proposal. In particular, they will provide an overview of the Urban Form and Transport Initiative's proposed approach, the partnership being established with NZTA, and the proposed plan for the initiative going forward.

Please note that the briefing in open will be at a high level, and more detail will be provided in the public excluded session of the meeting, given discussions are a work in progress.

## 2. Recommendations

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***That the SmartGrowth Leadership Group receive the update briefing***