



# **MINUTES**

**Urban Form and Transport  
Development Committee Meeting  
Tuesday, 13 October 2020**

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**MINUTES OF TAURANGA CITY COUNCIL  
URBAN FORM AND TRANSPORT DEVELOPMENT COMMITTEE MEETING  
HELD AT THE TAURANGA CITY COUNCIL, COUNCIL CHAMBERS, 91 WILLOW STREET,  
TAURANGA  
ON TUESDAY, 13 OCTOBER 2020 AT 9.30AM**

**PRESENT:** Cr Larry Baldock (Chairperson), Cr Heidi Hughes (Deputy Chairperson), Cr Jako Abrie, Cr Kelvin Clout, Cr Bill Grainger, Cr Dawn Kiddie, Cr Andrew Hollis, Cr Steve Morris, Cr John Robson, Cr Tina Salisbury, and Mr Te Pio Kawe

**IN ATTENDANCE:** Marty Grenfell (Chief Executive), Nic Johansson (General Manager: Infrastructure), Christine Jones (General Manager: Strategy & Growth), Andy Mead (Manager: City and Infrastructure Planning), Janine Speedy (Team Leader: City Planning), Alistair Talbot (Team Leader: Transport Strategy and Planning), Claudia Hellberg (Team Leader: Waters Strategy & Planning), Campbell Larking (Team Leader: Planning Projects), Carl Lucca (Programme Director: Urban Communities), Corinne Frischknecht (Senior Policy Planner), Karen Steer (Planner), Manasi Vaidya (Policy Planner), Robyn Garrett (Team Leader: Committee Support) and Jenny Teeuwen (Committee Advisor)

## 1 APOLOGIES

### COMMITTEE RESOLUTION UR6/20/1

Moved: Cr Kelvin Clout  
Seconded: Cr Tina Salisbury

That apologies from Mayor Tenby Powell be received and accepted.

**CARRIED**

## 2 PUBLIC FORUM

### 2.1 Public Forum - Ben Hague - On Demand Transport

**External** Ben Hague – On Demand Transport

A copy of Mr Hague's presentation for this item can be viewed on Tauranga City Council's website in the Minutes Attachments document for this committee meeting.

#### Key points

- Tauranga had a unique topography with strong population growth.
- On-demand transport allowed vehicles to move dynamically within a zone picking up and dropping off passengers. There were no set routes. A personalised service was delivered that was configurable to meet different needs.
- Fixed route services would still provide the majority of service.
- On-demand transport was about how we moved people around Tauranga, not how we moved vehicles around Tauranga.
- A pilot trial would test the platform, get direct feedback from customers and bring new solutions and advanced technology to reshape public transportation.

**In response to questions**

- The Bay of Plenty Regional Council (BOPRC) was currently considering running trials.
- Waka Kotahi (New Zealand Transport Agency – NZTA) had provided some funding for the Timaru trial.
- A pilot could be ready for trial in eight weeks. Costs were dependent on locality and how many vehicles would be required.
- Full access to data from a trial would be available.
- Infrastructure required for the on-demand service would be dependent on the uptake and access points for the service.

The Chairperson thanked Mr Hague for his presentation.

**Attachment**

- 1 Presentation - Ben Hague - On-Demand Transport

**3 ACCEPTANCE OF LATE ITEMS**

Nil

**4 CONFIDENTIAL BUSINESS TO BE TRANSFERRED INTO THE OPEN**

Nil

**5 CHANGE TO ORDER OF BUSINESS**

The Chairperson advised that the two staff presentations in Section 8 - Deputations, Presentations and Petitions, would be taken following the end of Section 9 - Business.

**6 CONFIRMATION OF MINUTES****6.1 Minutes of the Urban Form and Transport Development Committee meeting held on 1 September 2020****COMMITTEE RESOLUTION UR6/20/2**

Moved: Cr Tina Salisbury

Seconded: Cr Kelvin Clout

That the minutes of the Urban Form and Transport Development Committee meeting held on 1 September 2020 be confirmed as a true and correct record.

**CARRIED**

**7 DECLARATION OF CONFLICTS OF INTEREST**

Nil

## 9 BUSINESS

### 9.1 Adoption of Plan Change 26 (Housing Choice) for Notification

**Staff** Andy Mead, Manager: City and Infrastructure Planning  
Janine Speedy, Team Leader: City Planning  
Corinne Frischknecht, Senior Policy Planner

A copy of the staff presentation for Plan Changes 26 (Item 9.1), 27 (Item 9.2) and 30 (Item 9.3) can be viewed on Tauranga City Council's website in the Minutes Attachments document for this committee meeting.

#### Key points

- Engagement on the plan change commenced in early 2019 and included the wider public, development community, Central Government agencies, SmartGrowth partners and forums and tangata whenua.
- The publicly notified submission period was from 16 November 2019 to 18 December 2019.
- The proposed Plan Change 26 would amend and introduce definitions, objectives, policies and rules to the City Plan and included suburban residential zone, Te Papa Peninsula, and commercial zone aspects.
- The Residential Outcomes Framework was a non-statutory document.
- Following a city-wide risk assessment to understand natural hazards within the Suburban Residential Zone, exclusion areas had been applied for some areas that had been identified as not suitable for future growth because of their high natural hazard risk.
- Technical work undertaken included development capacity, architectural testing, feasibility assessment and infrastructure modelling.

#### In response to questions

- The Residential Outcomes Framework document was non-statutory to provide more flexibility to developers and applicants.
- The proposed Plan Change 26 had been aligned to the recent changes to the National Policy Statement–Urban Development (NPS-UD).
- Development was constrained along a significant area of the coastal strip east of Golf Road; however, development was still possible if compliance with requirements was met. West of Golf Rd had been included in the plan change.
- A number of scenarios were modelled through the feasibility assessment to determine future population and housing requirements across the city.
- Engagement with tangata whenua started in 2019. Eight hui occurred across April and May 2019. Further engagement was carried out to better understand the aspirations of tangata whenua for multi-owned Māori land and what their housing would look like. Support from iwi and hapu had been received for the direction of the plan change.
- There was no specific evidence to indicate that the plan change would result in property value increases.
- Indications were that standalone dwellings would still be the most popular, however the plan change enabled a greater choice of housing for the community including apartments and duplexes.

#### COMMITTEE RESOLUTION UR6/20/3

Moved: Cr Larry Baldock

Seconded: Cr Kelvin Clout

That the Urban Form and Transport Development Committee:

- (a) Recommends to Council adoption of Plan Change 26 (Housing Choice) to the operative Tauranga City Plan for public notification.
- (b) Authorises the General Manager: Strategy & Growth to arrange the public notification

process in accordance with the provisions of the First Schedule to the Resource Management Act 1991, once the Plan Change has been adopted by Council.

- (c) Delegates authority to the General Manager: Strategy & Growth to approve any minor and technical changes to the Proposed Text Amendments contained in Attachment 2, as required prior to public notification.
- (d) Endorses the non-statutory urban design guide (Residential Outcomes Framework) for consultation.

**CARRIED**

## **Attachment**

- 1 Presentation - Overview of Plan Changes 26, 27 and 30

## **9.2 Adoption of Plan Change 27 (Flooding from Intense Rainfall) for Notification**

**Staff** Andy Mead, Manager: City and Infrastructure Planning  
Janine Speedy, Team Leader: City Planning  
Manasi Vaidya, Policy Planner

A copy of the staff presentation for Plan Changes 26, 27 and 30 can be viewed on Tauranga City Council's website in the Minutes Attachments document for this committee meeting.

### **Key points**

- TCC developed and adopted the Integrated Stormwater Project in response to major flooding events in 2005 and 2013. The project considered how flood risk could be managed citywide.
- The proposed Plan Change looked to reduce the risk of flooding from intense rainfall events to life and property across Tauranga.
- The Flooding from Intense Rainfall Guideline would be a non-statutory document.
- Technical work undertaken included risk assessments in accordance with Regional Policy Statements (RPS), cost analysis, earthworks controls, impervious surfaces, and freeboard requirements.

### **COMMITTEE RESOLUTION UR6/20/4**

Moved: Cr John Robson  
Seconded: Cr Tina Salisbury

That the Urban Form and Transport Development Committee:

- (a) Recommends to Council adoption of Plan Change 27 (Flooding from Intense Rainfall) to the operative Tauranga City Plan for public notification.
- (b) Authorises the General Manager: Strategy & Growth to arrange the public notification process in accordance with the provisions of the First Schedule to the Resource Management Act 1991; once the Plan Change has been adopted by Council.
- (c) Delegates authority to the General Manager: Strategy & Growth to approve any minor and technical changes to the Proposed Text Amendments contained in Attachment 2, as required prior to public notification.
- (d) Endorses the non-statutory guidance document (Flooding from Intense Rainfall Guideline) for consultation.
- (e) Notes the provisions in Plan Change 27 (Flooding from Intense Rainfall) as having legal effect from the time of public notification under Section 86B(3)(a) of the Resource Management Act 1991.

**CARRIED**

### 9.3 Adoption of Plan Change 30 (Earthworks) for Notification

**Staff** Andy Mead, Manager: City and Infrastructure Planning  
Janine Speedy, Team Leader: City Planning  
Karen Steer, Planner

A copy of the staff presentation for Plan Changes 26, 27 and 30 can be viewed on Tauranga City Council's website in the Minutes Attachments document for this committee meeting.

#### Key points

- The proposed plan change was a technical plan change only, with a limited scope that covered the issues of control of earthworks at all stages of development, and managing sediment on sites.

#### In response to questions

- Sediment on sites would be managed with a City Plan rule that set out permitted activity standards with the requirement to keep sediment on site.
- Earthworks in subdivisions would be controlled by closing the loophole allowing subdivision consents to be used as a blanket approval for earthworks.
- The BOPRC controlled bulk scale earthworks approximately 5,000 cubic metres and above. The City Plan dealt with earthworks below that threshold.

#### COMMITTEE RESOLUTION UR6/20/5

Moved: Cr Jako Abrie

Seconded: Cr Steve Morris

That the Urban Form and Transport Development Committee:

- (a) Recommends to Council adoption of Plan Change 30 (Earthworks) to the operative Tauranga City Plan for public notification.
- (b) Authorises the General Manager: Strategy & Growth to arrange the public notification process in accordance with the provisions of the First Schedule to the Resource Management Act 1991; once the Plan Change has been adopted by Council.
- (c) Delegates authority to the General Manager: Strategy & Growth to approve any minor and technical changes to the Proposed Text Amendments contained in Attachment 2, as required prior to public notification.
- (d) Endorse the non-statutory guidance document (Sediment and erosion control guideline) for consultation.

**CARRIED**

At 11am, the meeting adjourned.

At 11.15am, the meeting resumed.

### 9.4 Te Papa Spatial Plan

**Staff** Andy Mead, Manager: City and Infrastructure Planning  
Carl Lucca, Programme Director: Urban Communities

A copy of the staff presentation for this item can be viewed on Tauranga City Council's website in the Minutes Attachments document for this committee meeting.

**Key points**

- The Te Papa Spatial Plan (the Plan) was a 30-year blueprint to support growth and focussed on integrated land use, transport, social infrastructure, culture, and Three Waters.
- The Plan was prepared in partnership with mana whenua and key stakeholders – Waka Kotahi (NZTA), BOPRC, and central government agencies.
- Community engagement was undertaken between mid 2019 and early 2020 and would be ongoing through the Long Term Plan process (LTP) and future projects.
- Benefits of the Plan included a stronger culture and identity, improved environmental quality, housing that met the community's needs, economic growth and employment, and social and economic opportunities.
- Engagement with mana whenua had been ongoing throughout the project, and recognised and built on the Tauranga Moana Design Principles.
- The Te Papa Spatial Plan Implementation Plan brought together outcomes of existing and proposed projects, the Design Sprint process, engagement outcomes, and indicative business case outcomes.
- Next steps priorities included the Cameron Road Multimodal Project Stage 1, implementing Plan Change 26 - Housing Choice, and ongoing discussions and planning with key government agencies and stakeholders in relation to housing regeneration.

**In response to questions**

- An urban design panel was being considered as part of the wider city plan review, and could also be considered for Te Papa projects.
- All projects will be worked through the LTP process, however some projects would be delivered through existing operational programmes.
- Current water and wastewater supply would be sufficient for development over the next ten years, however, if development in the area was successful, then it was likely that significant upgrades would be required as some point in the future.
- The Opex figure outlined in paragraph 75 of the report was a BOPRC Opex figure primarily relating to public transport and did not specifically connect to the Capex transport figure outlined in paragraph 74 of the report.

**COMMITTEE RESOLUTION UR6/20/6**

Moved: Cr Bill Grainger

Seconded: Cr Larry Baldock

That the Urban Form and Transport Development Committee:

- (a) Approves the Te Papa Spatial Plan.
- (b) Agrees in principle to the Te Papa peninsula 30-year Implementation Plan to support the recommended urban form, movement and broader spatial plan outcomes, subject to further investigation and funding availability.
- (c) Notes that investment timing, costs and cost sharing are subject to Long Term Plan funding prioritisation and further investigations and agreement between the project partners which will come before Council for approvals as the Te Papa programme progresses.

**CARRIED**

**Attachment**

- 1 Presentation - Te Papa Spatial Plan

## 9.5 Transport & Water Strategy and Planning Projects Progress Report - October 2020

**Staff** Andy Mead, Manager: City and Infrastructure Planning  
Alistair Talbot, Team Leader: Transport Strategy and Planning  
Claudia Hellberg, Team Leader: Waters Strategy and Planning

### Key points

- UFTI and Te Papa transport business cases had been endorsed by the NZTA Board.
- The Transport System Operating Framework (TSOF) component of the Transport System Plan project had been completed.
- There had been limited progress on the Early Works and Long Term business cases for Tauriko, noting potential implications for the timing of the plan change to rezone Tauriko West for development.
- Engagement continued with NZTA on matters associated with the Tauranga Northern Link (TNL), such as interchange design, resolution of remaining safety issues and access to Smiths Farm.
- The new National Policy Statement (NPS) and National Environmental Standards (NES) for Freshwater had been gazetted in August. They introduced a strong focus on the protection and enhancement of wetlands and streams.
- Focus was currently on the LTP and Regional Land Transport Plan (RLTP) processes.

### In response to questions

- As part of the Te Maunga Ocean Outfall Project, “before-and-after” surveys would be carried out for identified properties. The engagement process for this had already begun. Statistical information for “before-and-after” surveys carried out in general over the last five years would be distributed to councillors.
- Blue/green networks were identified overland flow paths. These areas were usually alongside stream networks and were not suitable for development, but could be used as green corridors which could be planted to enhance biodiversity and provide space for cycle and footpath connections, becoming a real amenity value for the area.

### Staff Action

Statistical information for “before-and-after” surveys carried out in general over the last five years to be distributed to councillors.

### COMMITTEE RESOLUTION UR6/20/7

Moved: Cr John Robson  
Seconded: Cr Andrew Hollis

That the Urban Form and Transport Development Committee receives the Transport & Water Strategy and Planning Progress Report – October 2020.

**CARRIED**

## 8 DEPUTATIONS, PRESENTATIONS, PETITIONS

### 8.1 Presentation - Freshwater National Policy Statement and National Environmental Standards

**Staff** Andy Mead, Manager: City and Infrastructure Planning  
Claudia Hellberg, Team Leader: Waters Strategy & Planning

A copy of the staff presentation for this item can be viewed on Tauranga City Council's website in the Minutes Attachments document for this committee meeting.

### Key points

- The NPS for Freshwater Management 2020 (Freshwater NPS 2020) provided local authorities with updated direction on how they should manage freshwater under the Resource Management Act 1991.
- The Resource Management Regulations 2020 (Freshwater NES) regulated activities that posed risk to the health of freshwater and freshwater ecosystems.
- The new regulations came into force on 3 September 2020 and applied to both urban and rural activities.
- Freshwater NPS 2020 managed freshwater in a way that 'gives effect' to Te Mana o te Wai. Te Mana o te Wai was the fundamental importance of water:
  - protected health of freshwater protected the health and wellbeing of the wider environment and the mauri of the wai.
  - restored and preserved the balance between the water, the wider environment, and the community.
- Local authorities must co-operate with each other and must change district plans to promote positive and address negative effects of urban development on freshwater and receiving environments.
- Councils would now be required through their regional plans to avoid the loss of river extent and values. It was important to note that there was no differentiation within the policy between a large river and a very small stream.
- There was also greater protection for natural inland wetlands whereby loss of extent of natural wetlands was to be avoided, their values protected and their restoration was promoted. The new requirements were complex and more onerous than current regional plan requirements.
- Decisions that were impacted by Freshwater NPS and NES included regional council consents for earthworks, discharge, and stream works, TCC's responsibility for integrated planning, and partnerships with tangata whenua on freshwater matters.
- There would be implications for the Tauriko West and Te Tumu developments as it was uncertain how far streams could be re-directed to enhance development land.

### In response to questions

- Wetlands were currently being recreated in the Kopurererua Valley so had very good alignment with the new requirements. The realignment of the Waimapu Stream required some of the details to be worked through.
- Territorial authorities were able to influence National Policy Statements coming out from Central Government via the formal submissions process. Following the release of the draft documents TCC had aligned with other growth councils and had written to the Minister for the Environment and the Ministry's Chief Executive to express concerns with the drafts and to seek a pathway of working together. A substantial amount of change was achieved through that process. TCC was continuing to have conversations with central government officials and colleagues at other councils regarding implementation challenges with a view to opportunities for further refinement.

### Attachment

- 1 Presentation - Freshwater National Policy Statement and National Environmental Standards

At 12.37pm, the meeting adjourned.

At 12.37pm, Cr Larry Baldock left the meeting.

At 1.10pm, the meeting resumed.

Cr Heidi Hughes assumed the Chair.

## **8.2 Presentation - Greenfield Urban Growth Planning Update**

**Staff** Andy Mead, Manager: City and Infrastructure Planning  
Campbell Larking, Team Leader: Planning Projects

A copy of the staff presentation for this item can be viewed on Tauranga City Council's website in the Minutes Attachments document for this committee meeting.

### **Key points**

- The purpose of the presentation was to outline the Urban Growth Agenda, how this was implemented, how cultural, social, economic and environmental issues were provided for, and to provide an update on the growth area planning for new community growth.
- The presentation primarily focussed on the Te Tumu and Tauriko West growth areas. Planning was already underway for these areas.
- Future growth areas included Keenan Road, Tauriko Business Estate extension, and Ohauiti South.
- Urban growth areas needed to meet the requirements of National Policy Statements, deliver a higher standard of urban planning, and ensure an integrated, staged and cohesive delivery.
- The urban growth programme considered land use, transport networks, infrastructure, social and community infrastructure, open space, culture and heritage, and environment and sustainability issues. It did not include inclusionary zoning and affordability.
- Cultural principles included engagement with Tangata Whenua, understanding the place, understanding aspirations, developing design principles, and working with land trusts.
- Environment principles included identification of significant features and values, and protection, enhancement and connection through design.
- Social principles included creating safe, resilient and connected communities, planning for social infrastructure in partnership with external providers, and enabling opportunities for facilities to be located in new community areas.
- Economic principles included a centres based approach, connection to commercial and employment areas, feasibility assessments, and infrastructure funding.
- Transport principles included connecting communities to employment areas, focus on modal shift, multi-modal planning, walking and cycling infrastructure, and the use of travel demand management.
- Design principles included structure plans, integrated land use and transport networks, the use of balance to deliver multiple benefits, and the protection of values, and valued areas.
- Housing choice/density principles included a focus on providing for increased housing choice and densities and providing a mix of land uses to support the increased density delivery.
- Planned notification for Te Tumu and Tauriko West was scheduled for late 2021.

### **In response to questions**

- Affordable housing would be considered at a macro level, through supply. It would be up to the market to determine the need.
- The minimum density of 20 houses per hectare would increase over time.
- Base population needs and densities would determine which of the three social scenarios would be required.
- To ensure community facilities were included in development, long term plan funding needed to align with timing projections. TCC would continue to work collaboratively with central government agencies to ensure a whole of government approach to amenities implementation for Tauranga's priority development areas.
- TCC did not use a weighted attribute table to choose amenities. Amenities were considered

as part of the wider design of the growth area. The beach environment and coastal areas were recognised in the level of service policy.

- Needs analysis work was benchmarked against other councils.
- Travel demand management was primarily around land use. Increased density would better support local facilities and public transport.
- A local convenience centre would be provided for in the Tauriko West growth area.
- The planning for Te Tumu from a technical point of view had never anticipated that it would come on stream prior to 2016. The timing of land zoning was important as this unlocked everything else that was needed going forward.
- Kainga Ora was keen to participate in partnership opportunities with TCC for the urban growth areas.

#### **Attachment**

- 1 Presentation - Greenfield Urban Growth Planning Upgrade

## **10 DISCUSSION OF LATE ITEMS**

Nil

**The meeting closed at 2.34pm.**

**The minutes of this meeting were confirmed at the Urban Form and Transport Development Committee meeting held on 24 November 2020.**

.....  
**CHAIRPERSON**