



Version 6.0
July 2018

Proposed Change 4 (Tauriko West Urban Limit) to the Bay of Plenty Regional Policy Statement

STAFF RECOMMENDATIONS ON PROVISIONS WITH SUBMISSIONS

This report presents the changes to Proposed Change 4 as recommended by staff prior to the Hearing.

Bay of Plenty Regional Council
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Proposed Change 4 (Tauriko West Urban Limit) to the RPS

Staff Recommendations on Provisions with Submissions and Further Submissions

Chapter: Proposed Change 4 (Tauriko West Urban Limit) to the RPS

1374

Section: Proposed Change 4 (Tauriko West Urban Limit) to the RPS

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Staff Recommendation

Retain Proposed Change 4 (Tauriko West Urban Limit) to the RPS subject to amendments recommended to Appendix E Map 10 notation for Tauriko West area by removing the hatched shading so the area shows as pre 2021 start and the legend aligns with the maps for all other Appendix E map legends.

Staff Reason

Proposed Change 4 (Tauriko West Urban Limit) is a proposal to amend the RPS urban limits line to enable urban development in the Tauriko West area. What that will look like is still to be determined. Currently the Tauriko West area is outside the urban limit, and is zoned rural or rural residential and is not able to be used for urban development. Proposed Change 4 focuses on reclassification of the land and not on rezoning or any particulars of residential development or State Highway realignment/ improvement work.

Submissions 1-1, 2-2, 5-1, 10-1, 13-1, 15-1, 16-1, 18-1, 19-1, and 7-1: Support for Proposed Change 4 is noted.

Submission 7-1: Structure planning for the area is being carried out by Tauranga City Council. Structure planning to date has included archaeological assessments by CFG Heritage Ltd (March 2017) and a supplementary archaeological assessment by Matthew Campbell (April 2018) of three features identified in the earlier CFG report. Antoine Coffin also completed a cultural heritage report which provided further information on several sites identified in the CFG report. The assessments anticipate urban growth and full assessments and future authorities from Pouhere Taonga will be applied in line with the archaeological and cultural values and sites identified within the Tauriko West growth area.

Submission 12-1: The Wairoa River Valley Strategy 2013 (WRVS) did not contemplate urban development of Tauriko West. The Smart Growth Strategy Settlement Pattern was reviewed in 2016 and resulted in Tauriko West being identified as a suitable new greenfield growth area. The WRVS is a partnership between Tauranga City Council (TCC), Western Bay of Plenty District Council (WBOPDC), tangata whenua and the community. It recognises the significance of the Wairoa River Valley for its natural and spiritual qualities. The strategy seeks to protect the unique values of the Wairoa River Valley for the long term benefit of the community. The WRVS has goals around building community awareness of the areas values; using the area sustainably; enhancing water quality (including reducing contaminants entering the river); recognising biodiversity and the importance of natural vegetation; protecting view shafts; ensuring residential development is discreet; protecting cultural landscapes and helping tangata whenua protect their traditional values; replanting margins, promoting recreation, fostering stewardship and creating a green corridor (among a great many other objectives). The WRVS was developed as a rural strategy and is scheduled to be reviewed in 2020 to reflect the proposed urban development of the Tauriko West area. Structure planning for the area is being carried out by Tauranga City Council. Structure planning will plan for the area's proposed urban growth and provide for the RPS environmental protection requirements and consider the WRVS objectives.

Submission 14-1: Proposed Change 4 does not address State Highway or intersection improvement work. Proposed Change 4 (Tauriko West Urban Limit) is a proposal to amend the RPS urban limits line to enable urban development in the Tauriko West area. What that will look like is still to be determined. Currently the Tauriko West area is outside the urban limit, and is zoned rural or rural residential and is not able to be used for urban development. Proposed Change 4 focuses on reclassification of the land and not on rezoning or any particulars of residential development or State Highway realignment/ improvement work.

Submissions 20-1 and 20-2: The Smart Growth Strategy Settlement Pattern was reviewed in 2016 and resulted in Tauriko West being identified as a suitable new greenfield growth area. Structure planning for the area is being carried out by Tauranga City Council. Structure planning will plan for the area's proposed urban growth and provide for the RPS urban growth objectives including identifying and providing for historic heritage sites and values, natural hazards and environmental effects. The Consultation process followed for Proposed Change 4 is set out in the section 32 evaluation report. Residents, landowners, and affected parties were sent notification information and provided with links to websites for further information on both Proposed Change 4 and the wider Tauriko for Tomorrow Project as part of the Proposed Change 4 notification process. Provisions for archaeological sites, flooding mitigation, and river silting will be addressed through structure planning.

Submissions

Submission Number:	1: 1	Submission Type:	Support
Submitter:	Russell Williams		
Submission Summary:	Support Proposed Change 4 (Tauriko West Urban Limit)		
Decision Sought:	Support Proposed Change 4 (Tauriko West Urban Limit)		

Staff Recommendations:	Accept
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Submission Number:	2: 2	Submission Type:	Support
Submitter:	Tauriko Property Group		

Proposed Change 4 (Tauriko West Urban Limit) to the RPS Staff Recommendations on Provisions with Submissions and Further Submissions

Decision Sought: Do not develop Tauriko West area. Consider ways that decision makers can be made financially liable for decisions.

Staff Recommendations: Reject

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Chapter: Appendix C - Indicative growth area timing

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Section: Appendix C - Indicative growth area timing

Staff Recommendation

Appendix C - 'Indicative growth area timing' is required to meet the requirements of RPS Policy UG 6A 'Sequencing of urban growth development - western Bay of Plenty sub-region'.

Staff Reason

Submissions 2-1: Support for Appendix C - Indicative growth area timing is noted.

Submissions 9-1, and 9-2: The table in Appendix C shows indicative growth area timing and business land provision. The information in column 3 indicates the estimated year residential growth area development capacity will be reached. Its indicative only as the rate at which infill occurs is largely determined by landowners/ developers. Monitoring of residential uptake occurs annually. This research is reported jointly by Tauranga City Council and Western Bay of Plenty. Because currently it is unclear when development will commence, and capacity will be reached, the estimate for reaching capacity in 2045 is a best indication available. The information in column 5 refers to the business land provision for the corresponding 'Management area' row. Residential alternatives, affordable housing, and emergency housing are not relevant to Appendix C or addressed as part of Proposed Change 4.

Submissions

Submission Number: 2: 1 Submission Type: Support

Submitter: Tauriko Property Group

Submission Summary: The RPS is required to be amended to identify indicative timing of growth to provide for urban development at Tauriko West. Proposed Change 4 will enable implementation of the National Policy Statement on Urban Development Capacity (NPS-UDC) to enable a minimum of 10 years of zoned development capacity to be provided for within the sub-region.

Decision Sought: Proposed Change 4 be adopted as notified to ensure the following amendments are made to the Bay of Plenty Regional Policy Statement:
- Tauriko West is added to Table 17 in Appendix C - Indicative Growth Area timing and business land provision.
- Tauriko West details are added to Diagram 1 of Appendix D "Indicative Growth Area Sequencing".
- The Urban Limits line in Appendix E (Map 10 - Tauranga Central, Pyes Pa) is amended to include Tauriko West.

Staff Recommendations: Accept

Submission Number: 9: 1 Submission Type: Oppose in Part

Submitter: George & Shirley Marriott

Submission Summary: Appendix C, column 4 - Development should be completed in a much shorter timeframe, 2030 at the latest. Stipulating 2045 means development could be ongoing for a generation, with associated noise, dust, construction traffic, and no sense of a completed community.

Decision Sought: Amend Appendix C, column 4 to 2030 at the latest.

Staff Recommendations: Reject

Submission Number: 9: 2 Submission Type: Oppose in Part

Submitter: George & Shirley Marriott

Submission Summary: This is an opportunity to stipulate that this area of land can play a role in mitigating the housing affordability crisis. In its current form the page (Appendix C) is purely binary; residential and business. Assurance that Tauriko West will be used for genuine accommodation alternatives, such as tiny houses, shared community, and emergency housing for people experiencing homelessness is required. Since there is a column dedicated to 'large scale business land' a column for 'residential alternatives', 'affordable housing', and 'emergency housing' should be added.

Proposed Change 4 (Tauriko West Urban Limit) to the RPS Staff Recommendations on Provisions with Submissions and Further Submissions

Decision Sought: Add a column to appendix C for 'residential alternatives', 'affordable housing', and 'emergency housing'.

Staff Recommendations: Reject

Chapter: Appendix D - Indicative growth area sequencing

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Section: Appendix D - Indicative growth area sequencing

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Staff Recommendation

Appendix D - 'Indicative growth area sequencing' is required to meet the requirements of RPS Policy UG 6A 'Sequencing of urban growth development - western Bay of Plenty sub-region'.

Staff Reason

Submission 2-4: Support is noted.

Submission 9-3: Appendix D represents indicative growth area sequencing as required by RPS Policy UG 6A. As the recommendation is to retain the Tauriko West growth area, provision needs to be made to include it in Appendix D. The timing for Tauriko West is 2019-2045, providing a 26 year period in which planning, development and full uptake can occur. Council considers 2019-2045 a reasonable time frame to progress development of the new Tauriko West growth area. Time frames for growth area development and sequencing are indicative only as development is driven by developers and landowners. Annual monitoring of residential development will identify how infill rates align with Appendix C and Appendix D indicative timing and sequencing. If the rate of development differs amendments can be promoted as part of the next RPS review scheduled to occur in 2024. Time frames for other growth areas within the urban limits mentioned in the submission are:

- 2010-2023 13 yrs - North West Bethlehem
- 2036-2051 15 yrs - Neewood
- 2021-2038 17 yrs - Pukemapu
- 2026-2041 15 yrs - Welcome Bay South

Submission 11-1: Pyes Pa West (Keenan Road) development is scheduled to begin 2021. No change is recommended to the be made to the current sequencing timing because:

- The SmartGrowth 3B Settlement Pattern Review determined the Keenan Road area remains suitable for urbanisation in the future. However, there are complex issues relating to the development of the area that will take a number of years to resolve, principally the fragmented nature of land holdings, typography, and sequencing of infrastructure servicing. The review showed that additional greenfield residential land supply is required to address a projected shortfall in capacity required by the NPS-UDC. It was recommended to, and approved by SmartGrowth, TCC, WBOPDC, and BOPRC that Tauriko West be prioritised for urbanisation prior to the Pyes Pa Keenan Road area. A more detailed explanation is contained in the Proposed Change 4 s32 Evaluation Report.

- Urban development in the Eastern Corridor (Te Tumu) is progressing currently and will contribute to meeting the NPS-UDC requirements.

- The Future Development Strategy (FDS) for Tauranga and the Western Bay of Plenty (NPS-UDC requirement) is currently being developed and will determine location and scheduling of future urban development areas. Consultation for the FDS is scheduled for late 2018 and is a more appropriate forum for this issue to be addressed.

Submissions

Submission Number: 2: 4 Submission Type: Support

Submitter: Tauriko Property Group

Submission Summary: The area identified for potential urban development in Proposed Change 4 is required to support the region's rapid growth. The urban boundaries of the RPS are required to be changed to provide for this growth and Proposed Change 4 will enable the delivery of urban development specifically within the urban growth area of Tauriko West.

Decision Sought: Proposed Change 4 be adopted as notified to ensure the following amendments are made to the Bay of Plenty Regional Policy Statement:

- Tauriko West is added to Table 17 in Appendix C - Indicative Growth Area timing and business land provision.
- Tauriko West details are added to Diagram 1 of Appendix D "Indicative Growth Area Sequencing".
- The Urban Limits line in Appendix E (Map 10 - Tauranga Central, Pyes Pa) is amended to include Tauriko West.

Staff Recommendations: Accept

Submission Number: 9: 3 Submission Type: Oppose in Part

Submitter: George & Shirley Marriott

Proposed Change 4 (Tauriko West Urban Limit) to the RPS Staff Recommendations on Provisions with Submissions and Further Submissions

- Tauriko West details are added to Diagram 1 of Appendix D "Indicative Growth Area Sequencing".
- The Urban Limits line in Appendix E (Map 10 - Tauranga Central, Pyes Pa) is amended to include Tauriko West.

Staff Recommendations: Accept

Submission Number:	8: 1	Submission Type:	Oppose
Submitter:	Keith Catran		
Submission Summary:	Do not include the area south of Redwood Lane in Proposed Change 4 urban limit. Rather run the urban limit down the middle of Redwood Lane or down the northern side of the road. The area is in private ownership, mostly for rural uses or established lifestyle blocks. Properties are independently serviced for water and sewage disposal and manage their own storm water. Preference is to remain part of Western Bay District Council which has a good understanding of the requirements of rural and lifestyle areas. Inclusion in the Tauranga City boundary would result in an unwanted rates increase with no additional benefit to residents. There is no desire to join into reticulated infrastructure for water or sewerage.		
Decision Sought:	Do not include the area south of Redwood Lane within the urban limit, rather run the urban limit down the middle of Redwood Lane or down the northern side of the road.		

Staff Recommendations: Reject

Submission Number:	9: 4	Submission Type:	Oppose in Part
Submitter:	George & Shirley Marriott		
Submission Summary:	Use of the words 'potential' and 'future' in Map 10 perpetuate the uncertainty that has hung over the area for 11 years. In light of the human crisis seen regarding housing affordability, compared with the paltry level of productiveness of land in the area, the area should be designated 'residential' now and not 'potentially' or in the 'future'. Also, the words 'outside the Urban Limit' implies that the submitters land can only be residential if part of Tauranga, which is not necessarily the case. Western Bay of Plenty has residential land. The wording ties too strongly with a decision to include the submitters land as part of Tauranga.		
Decision Sought:	Do not use the words 'potential' or 'future' in Map 10. Designate the area as residential immediately. Do not use the words 'outside the Urban Limit' as doing so ties too strongly to the decision to include the area in Tauranga City.		

Staff Recommendations: Accept in Part

Chapter: Other	1378
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Section: Other	1378
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Staff Recommendation

Several submissions are outside the scope of Proposed Change 4 (Tauriko West Urban Limit) and cannot be addressed through this process.

Staff Reason

Submissions 3-1, 3-2, 3-3, 3-4, 4-1, 4-2, 4-3, 4-4, 4-5, 4-6, 4-7, 6-1, 11-2, 17-1, 17-2, 17-3, 8-2 raise other matters outside scope of Proposed Change 4 (Tauriko West Urban Limit). Currently Tauriko West is sits outside the urban limit and properties are not able to be used for urban development. Proposed Change 4 seeks to amend the RPS urban limits to enable urban development within the Tauriko West area. How that urban development takes shape is still to be determined through other Tauriko for Tomorrow Project work streams and consultation processes namely structure planning and the city plan change processes under the RMA. Proposed Change 4 does not address specific issues raised in these submissions regarding:

- The operation, maintenance and upgrade to electricity and gas distribution networks
- State highway realignment/ improvement work
- Riparian margins, land for reserves, river greenbelt areas
- Restriction of industrial activities
- Archaeological assessments
- Housing Accord Special Housing Areas Act
- Co-ed public high school
- Provision for adequate parking at Tauranga Crossing interchange
- Engine braking restrictions
- Road widening, safety, speed limits and road surfacing
- Traffic congestion

The RPS Urban and Rural Growth Management provisions require large scale land use change provide for the above considerations. Structure plan considerations are identified in RPS Method 18.

Proposed Change 4 (Tauriko West Urban Limit) to the RPS

Staff Recommendations on Provisions with Submissions and Further Submissions

Approximately two thirds of the proposed Tauriko West growth area sits within the Western Bay of Plenty district. Western Bay of Plenty District Council (WBOPDC) is starting the process to alter the boundary to move the land within the Tauranga City area. This process will include community and landowner consultation. The Local Government Commission will make the final decision on the boundary alteration proposal. WBOPDC expects to submit the boundary change application to the Commissioner in late-2018. If the Commission agrees to consider the application it will publicly notify the application in early-2019 and carry out a further consultation process, with a decision expected by mid-2019.

If the Tauranga/Western Bay boundary alteration process is approved, Tauranga City Council (TCC) will be able to complete structure planning for the area and commence a city plan change process to imbed the structure plan into the city plan. Most issues raised in the submissions are better addressed through the boundary alteration, structure planning and city plan change projects. TCC is currently working on technical assessments and modelling for natural hazards, transport, water supply, wastewater, and storm water and assessments for landscape, ecological, archaeology, cultural and heritage. These assessments will form the basis for the future structure plan and the resulting city plan change. Engagement on the draft structure plan and public notification of the structure plan are scheduled for early 2019.

The New Zealand Transport Agency (NZTA) is working to identify the best solutions for the transport network in Tauranga's Western Corridor. The new Government Policy Statement on Land Transport has increased funding for investment in safety, public transport, walking and cycling projects to enhance people's access to economic and social opportunities, and has reduced investment in building new state highways. NZTA is responding to this change by re-evaluating 16 projects nationally, including the Tauriko Network Plan, to ensure they deliver on the Government's priorities. NZTA plans to go back to stakeholders and the public later in 2018 to help inform its final recommended projects and timing of activity. In parallel, NZTA is looking at safety and reliability improvements on SH29 and SH29A over the next one to three years. The areas being addressed are:

- Barkes Comer (SH29A) - round about metering Pyes Pa Road and westbound on SH29A with traffic signals that will operate during the peak flow. Due to be in operation in August 2018
- Cambridge Road intersection (SH29) - traffic lights
- Belk Road intersection (SH29) - right turn bay
- Safe and appropriate speed limits from Barkes Comer (SH29A) to Omanawa Road (SH29)

NZTA will be consulting with stakeholders and the public at various stages throughout this work.

Submissions

Submission Number:	3: 1	Submission Type:	Neutral
Submitter:	John Coster		
Submission Summary:	Extend of the riparian strip along the east bank of the Wairoa River at Tauriko West to a minimum width of 100 metres, to form a riverside park. The Wairoa River apart from its significance to tangata whenua, is Tauranga's major freshwater recreational resource and Tauriko West is one of the only two underdeveloped sections of the eastern riverbank north of the Wairoa River bridge on SH29. It is imperative that a substantial riparian strip be reserved in order to protect water quality and to provide a recreational area, comparable to McLaren Falls park, to promote the wellbeing of future residents of the city.		
Decision Sought:	Extend the riparian strip along the east bank of the Wairoa River at Tauriko West to a minimum width of 100 metres, to form a riverside park.		

Staff Recommendations:	Reject
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Submission Number:	3: 2	Submission Type:	Neutral
Submitter:	John Coster		
Submission Summary:	Include the light industrial area to the south of Redwood Lane within a riparian reserve, if necessary by purchase to prevent further development of potentially polluting industry on the riverside.		
Decision Sought:	Protect the Wairoa River by preventing industrial activities in the area south of Redwood Lane.		

Staff Recommendations:	Reject
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Submission Number:	3: 3	Submission Type:	Neutral
Submitter:	John Coster		
Submission Summary:	Purchase and reservation of the Omanawa Redoubt site above Omanawa River bridge. This site is of significance as the base from which the 1867 'Bush Campaign' was initiated, and a physical reminder of the hurts suffered by Tauranga Maori as a result.		
Decision Sought:	Purchase and reservation of the Omanawa Redoubt site above the Omanawa River bridge.		

Staff Recommendations:	Reject
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Proposed Change 4 (Tauriko West Urban Limit) to the RPS Staff Recommendations on Provisions with Submissions and Further Submissions

Submission Number: 3: 4 Submission Type: Neutral
Submitter: John Coster
Submission Summary: Conduct a full archaeological survey of Tauriko West in order to identify other sites of archaeological or historic significance and meet requirements of the Heritage NZ Pohere Taonga Act.
Decision Sought: Conduct a full archaeological survey of Tauriko west.

Staff Recommendations: Reject

Submission Number: 4: 1 Submission Type: Neutral
Submitter: Wayne Fraser
Submission Summary: Currently the speed limit through Tauriko varies, this is confusing and unnecessarily dangerous for road users. The road needs to be widened to cope with the volume of traffic and the speed limit should be consistent for traffic approaching and exiting the SH29 and SH36 intersection.
Decision Sought: Road widening and a consistent speed limit.

Staff Recommendations: Reject

Submission Number: 4: 2 Submission Type: Neutral
Submitter: Wayne Fraser
Submission Summary: Both the toll road and SH29a from Barks Corner to the SH29 and SH36 roundabouts are dark sections of road making them hazardous at any time and especially so in bad weather conditions. Effective lighting would make these roundabouts safer for the increased volumes of traffic.
Decision Sought: Installation of effective highway lighting along the section of State Highway 29 known as the Toll Road and SH29a.

Staff Recommendations: Reject

Submission Number: 4: 3 Submission Type: Neutral
Submitter: Wayne Fraser
Submission Summary: The SH29 and Cambridge Road intersection is congested and dangerous for all road users. With the proposed extension to the urban limit and housing development these two issues will become significantly worse. Another roundabout is not going to solve these issues, and traffic lights will slow the flow of traffic. Engineers will need to give consideration to the other solutions such as a flyover or underpass, or combination of these.
Decision Sought: Prioritisation and action on intersection improvement to improve safety and traffic flow.

Staff Recommendations: Reject

Submission Number: 4: 4 Submission Type: Neutral
Submitter: Wayne Fraser
Submission Summary: The speed limit between SH29 and Pyes Pa Road is too high. The current speed limit of 100km per hour encourages road users to travel at the maximum speed and often exceed the limit. The speed limit is also particularly dangerous at the Kennedy Road roundabout where drivers are not slowing down for those entering the roundabout. The current speed limit and road configuration are conducive to motorists treating this section of road as a race track with little consideration for other road users and residents. Due to the speed and volume of traffic on these sections of road the noise level is unacceptably high and residents enjoyment of their outdoor spaces is significantly compromised. The Lakes has been promoted as a place to enjoy a family and active outdoors lifestyle yet this is diminished by the speed and noise of traffic in the area.
Decision Sought: Reduce the speed limit between SH29 and Pyes Pa to 70km per hour.

Staff Recommendations: Reject

Submission Number: 4: 5 Submission Type: Neutral
Submitter: Wayne Fraser

Proposed Change 4 (Tauriko West Urban Limit) to the RPS Staff Recommendations on Provisions with Submissions and Further Submissions

Staff Recommendations: Accept in Part

Submission Number:	8: 2	Submission Type:	Oppose
Submitter:	Keith Catran		
Submission Summary:	Do not include the area south of Redwood Lane in Proposed Change 4 urban limit. Rather run the urban limit down the middle of Redwood Lane or down the northern side of the road. The area is in private ownership, mostly for rural uses or established lifestyle blocks. Properties are independently serviced for water and sewage disposal and manage their own storm water. Preference is to remain part of Western Bay District Council which has a good understanding of the requirements of rural and lifestyle areas. Inclusion in the Tauranga City boundary would result in an unwanted rates increase with no additional benefit to residents. There is no desire to join into reticulated infrastructure for water or sewerage.		
Decision Sought:	Redwood Lane to remain within the Western Bay of Plenty District.		

Staff Recommendations: Reject

Submission Number:	11: 2	Submission Type:	Neutral
Submitter:	Kitchener Trust		
Submission Summary:	Pyes Pa West (Keenan Road) urban growth area should be used to meet the targets under the Housing Accord Special Housing Areas Act. Tauranga City and the Western Bay of Plenty District have been identified under the Housing Accord Special Housing Areas Act as areas having significant housing supply and affordability issues. Pyes Pa West would aid in helping Councils meet the targets under this Act. This would provide a greater benefit to the community by having a range of housing supply available at different locations around the Region.		
Decision Sought:	Use the area to meet the targets under the Housing Accord Special Housing Areas Act.		

Staff Recommendations: Reject

Submission Number:	17: 1	Submission Type:	Neutral
Submitter:	Nicola O'Donoghue		
Submission Summary:	Submitter is neutral to development itself but would like land set aside for a co-ed public high school within Tauriko West and development to be fast track to open ASAP.		
Decision Sought:	Set aside land for a co-ed public high school within Tauriko West and fast track to open ASAP		

Staff Recommendations: Reject

Submission Number:	17: 2	Submission Type:	Neutral
Submitter:	Nicola O'Donoghue		
Submission Summary:	Submitter is neutral to development itself but would like suitable roading to be in place and traffic running freely before adding more houses/cars to the road.		
Decision Sought:	Ensure suitable roading is in place and traffic running freely before adding more houses/cars to the road.		

Staff Recommendations: Reject

Submission Number:	17: 3	Submission Type:	Neutral
Submitter:	Nicola O'Donoghue		
Submission Summary:	Submitter is neutral to development itself but would like a large greenbelt preserved along the town side of the Wairoa River with walking/cycling tracks through to Bethlehem from Redwood Lane or beyond for the good of the community.		
Decision Sought:	A greenbelt preserved along the town side of the Wairoa River with walking/cycling tracks through to Bethlehem from Redwood Lane or beyond.		

Staff Recommendations: Reject
