

Section 32 Report

Proposed Change 4 Tauriko West Urban Limits Change

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Part 1: Introduction

Purpose of Report

This report documents the Regional Council's consideration of alternatives, benefits and costs associated with Proposed Change 4 (Tauriko West Urban Limit) to the Bay of Plenty Regional Policy Statement (Proposed Change 4). In doing so, it addresses the requirements of section 32 of the Resource Management Act 1991 (RMA).

This report also records the process used to develop Proposed Change 4.

Outcomes of Proposed Change 4

The outcomes of Proposed Change 4 are to:

- Enable implementation of the National Policy Statement on Urban Development Capacity (NPS-UDC) to enable a minimum of 10 years zoned development capacity within the Western Bay of Plenty sub-region.
- Implement the outcomes of the review of the Western Bay of Plenty sub-region Growth Management Strategy to the extent that the urban and rural growth management objectives, policies and methods are in conflict.
- Enable the delivery of urban development, specifically within the proposed urban growth area of Tauriko West.

Structure of the document

Section	Contents
Part 1	Outlines the purpose of this report and the objectives of Proposed Change 4.
Part 2	Outlines the proposed amendments to the Bay of Plenty Regional Policy Statement and the purpose of those amendments.
Part 3	Provides the regulatory and policy context, covering the appropriate legislation which is required to be addressed as part of the Proposed Change and any relevant policy documents.
Part 4	Outlines the Resource Management Act Amendments relating to the new Streamlined Plan Process which is to be used for the Proposed Change. Explains the reasons why the RPS Urban Limit needs to be amended to provide additional land for urban development in the Western Corridor.
Part 5	Lists consultation to date with iwi/hapū authorities and other members of the community
Part 6	Covers the strategic context of urban growth in the Tauriko West area
Part 7	Provides an overview of the growth challenges in Tauranga and the Western Bay
Part 8	Provides an evaluation of Proposed Change 4, identifies all reasonably practical options and is followed by an assessment of the options.

Requirements of Section 32 of the Resource Management Act 1991

Under section 32 of the RMA, a Proposed Change must be accompanied by an evaluation report at the time of public notification. The evaluation report must:

- Examine whether the provision in the proposal are the most appropriate way to achieve the objectives of the Bay of Plenty Regional Policy Statement by identifying other reasonable practicable options; assessing the efficiency and effectiveness of the provision; and summarising the reasons for deciding on the provisions.
- Contain a level of detail that corresponds to the scale and significance of the effects anticipated from implementing the proposal.
- Identify and assess the benefits and costs of implementing the proposal in terms of the environmental, economic, social and cultural effects that are anticipated, including opportunities for economic growth and employment.
- Assess the risk of taking or not taking action if there is uncertain or insufficient information about the identified issues; and
- Include a summary of all advice concerning the proposal received from iwi authorities and a summary of the response to that advice, including any provisions of the proposal that are intended to give effect to the advice.

This report has been prepared in accordance with the requirements of section 32 of the RMA and guidance on section 32 produced by the Ministry for the Environment¹.

¹ Ministry for the Environment. 2017. *A guide to section 32 of the Resource Management Act: Incorporating changes as a result of the Resource Legislation Amendment Act 2017*. Wellington: Ministry for the Environment.

Part 2: Proposed Change 4

Proposed Change 4 (PC4) seeks to make the following amendments to the operative Bay of Plenty Regional Policy Statement:

- Add Tauriko West (under Tauranga West) to Table 17 in Appendix C – ‘Indicative growth area timing and business land provision’;
- Add Tauriko West details to Diagram 1 of Appendix D ‘Indicative growth area sequencing’; and
- Amend the Urban Limits line in Appendix E (Map 10) – Tauranga Central – Pyes Pa) to include Tauriko West.

No changes are proposed to any of the objectives, policies, or methods contained in the RPS.

Purpose of Proposed Change 4

The purpose of PC4 is to enable the delivery of urban development at Tauriko West.

Part 3: Policy and Regulatory Context

National Policy Statement – Urban Development Capacity

The National Policy Statement on Urban Development Capacity 2016 (NPS-UDC) sets out additional objectives and policies for providing development capacity under the Resource Management Act 1991.

The NPS-UDC came into effect on 1 December 2016. Its purpose is to ensure planning decisions enable the supply of housing and business development capacity. The NPS-UDC places a strong emphasis on planning coherently across urban housing and labour markets which may cross local authority administrative boundaries. This includes collaboration between regional councils and territorial authorities who have differing functions under the RMA, but whose functions all impact urban development.

The NPS-UDC has specific policies for high growth urban areas like Tauranga and the western Bay of Plenty. The NPS-UDC requires Bay of Plenty Regional Council to set minimum targets for sufficient, feasible development capacity for housing and to incorporate these minimum targets into the RPS. These targets require at least 10 years of supply, plus at least 20 percent extra zoned and serviced land. With planning for the longer term of 15 percent beyond what the 'base case' calculations show (policies PA1, PC1²). The NPS-UDC requires local authorities to give immediate effect to these policies.

Short term	Development capacity must be feasible, zoned and serviced with development infrastructure.
Medium term	Development capacity must be feasible, zoned and either: <ul style="list-style-type: none">• serviced with development infrastructure, or• the funding for the development infrastructure required to service that development capacity must be identified in a Long Term Plan required under the Local Government Act 2002.
Long-term	Development capacity must be feasible, identified in relevant plans and strategies, and the development infrastructure required to service it must be identified in the relevant Infrastructure Strategy required under the Local Government Act 2002.

Table 1: NPS-UDC Housing and business land development capacity requirements for local authorities

At present, Tauranga City Council's land supply falls short of that required under the NPS-UDC in the medium term (3-10 years) and long-term (10-30 years).

² National Policy Statement on Urban Development Capacity 2016.

Housing Accord and Special Housing Areas Act

The Housing Accords and Special Housing Areas Act 2013 (HASHA) was enacted to enhance housing affordability by facilitating an increase in land and housing supply in certain regions or districts identified as having housing supply and affordability issues. Tauranga City and the western Bay of Plenty district were identified as areas having significant housing supply and affordability issues to which the Act applied. In short, HASHA allowed councils to create Special Housing Areas (SHAs) and use special consenting and approval processes to increase land supply to the market.

The creation of a SHA allows the HASHA to be used to assess any application for a qualifying development and associated infrastructure, replacing certain provisions of the RMA. This has benefits such as:

- Streamlined consenting and plan change timeframes
- It allows Councils to process resource consents and plan changes concurrently
- Requires limited notification provisions only, no public notification, and limited appeal rights.
- Strict timeframes (no extensions) - 20 working days for non-notified applications, 70 working days for limited notified applications, 130 working days for plan changes

Resource consent applications for qualifying developments can only be made for developments in SHAs. Qualifying developments must be predominantly residential. A qualifying development within a SHA must also meet certain other criteria.

In 2016, Tauranga City Council signed an agreement with the Government (Tauranga Housing Accord³) to work together to address housing issues in the city by increasing the supply of land available for development.

The targets of the Accord are:

- To provide additional development capacity for:

	2017	2018	2019
Residential sections	1,500-1,600	1,550-1,650	1,600-1,700
New dwelling consents	1,700-1,800	1,750-1,850	1,800-1,900

Table 2: Tauranga Housing Accord residential sections created and new dwelling consents targets

- For these new developments to deliver dwellings at a more affordable price point; and
- To increase the supply of land for residential development to ensure a healthy degree of competitive pressures amongst developers in the Tauranga housing market.

Specific sites in Tauranga city have been identified and approved by TCC and the Minister for Building and Construction, and were able to proceed to resource consenting.

³ Tauranga City Council – Tauranga Housing Accord 2016

The Ministry of Business, Innovation and Employment (MBIE) reviews progress against the targets of the Tauranga Housing Accord on an annual basis.

At the time of writing this report, the new Labour government had indicated it may at some stage repeal the Special Housing Area (SHA) legislation. New SHA applications and work on current proposals has been placed on hold until the new government provides further direction.

Bay of Plenty Regional Policy Statement

The second generation Regional Policy Statement (RPS) became operative on 1 October 2014. The RPS provides a framework for sustainably managing the region's natural and physical resources. It highlights regionally significant issues with our land, air, fresh and coastal water, infrastructure and biodiversity, including issues of significance to iwi. It sets out what needs to be achieved (objectives) and how it will be achieved (policies and methods).

The RPS does not contain rules; instead it sets out how regional, city and district councils, need to manage these resources. It is a directive policy document in relation to regional and district plans and the consideration of resource consents. The RPS contains urban limits within the western Bay of Plenty sub-region to constrain the timing and location of urban development. The supporting policy framework provides certainty over the timing and sequencing of urban growth management and to manage the efficient development and use of finite rural land resources.

The RPS sets out specific policies applying to urban development in the western Bay of Plenty sub-region. These include:

- where urban development can go (Policy UG 5A: Establishing urban limits, UG 14B: Restricting Activities outside the urban limits, UG 17B: Urban growth management outside of the Western Bay of Plenty);
- when development should occur (UG6A: Sequencing of urban growth development);
- and target 'yields' for new development (UG4A: Providing for residential yields in district plans, UG 15B: Accommodating population growth through greenfield and residential intensification development).

The Urban Limit line for the Tauranga City is identified on several maps contained in RPS Appendix E. Map 10 shows the current Urban Limit line in the Tauriko area. Indicative growth area timing and sequencing is set out in Appendices C and D.

The RPS urban and rural growth management provisions also includes Policies UG 8B and UG 12B which require "high quality" urban form and design that coordinates well with infrastructure development and investment (Policies UG 9B – UG 11B), integrates with the transportation network (UG 1A – UG 3A, and UG 13B) and protects rural production activities and versatile land (Policies UG 18B, UG 19B, UG 20B, and UG 23B).

The RPS Appendix E maps identify future ‘greenfield’ growth areas delineating pre-and post 2021 urban growth ‘nodes’ and requires greenfield growth to be balanced with intensification within existing settlement areas.

Urban development must still meet the current requirements of the RPS. RPS Method 14 ‘Monitor and review growth – western Bay of Plenty sub-region’ provides a mechanism for reviewing the RPS urban limits and growth management area sequencing requirements. Method 14 states the following:

Growth patterns within the western Bay of Plenty sub-region shall be regularly monitored and this Statement’s provisions relating to urban and rural growth management shall be reviewed in the event that monitoring shows that actual sub-regional growth patterns are or are likely to be such as to render the growth strategy (see Section 2.8) inappropriate. Other triggers for review shall include the occurrence of any one of the following...

(d) Any review of the western Bay of Plenty sub-region Growth Management Strategy amends the strategy to the extent that the urban and rural growth management objectives, policies and methods are in conflict.

Planning components of the proposed Tauriko West development are shown in the table below.

Matter	Responsibility	Process where matter will be addressed
Urban boundary adjustment and growth sequencing schedule	Bay of Plenty Regional Council	PC4 to the Bay of Plenty Regional Policy Statement
Territorial boundary adjustment	Western Bay Of Plenty District Council	Local Government Act 2002 (boundary adjustment)
Structure planning for growth area <ul style="list-style-type: none"> • Urban form and land use reserves and open space networks • Community facilities • Transport and movement • Natural hazards • Infrastructure networks 	Tauranga City Council	Tauranga City Plan – Structure planning (must comply with RPS structure planning requirements)
Resource consents for: Earthworks, Stormwater discharges, etc.	Application by (developer) Processed by Bay of Plenty Regional Council	Resource consent processes under the Resource Management Act, and Regional Natural Resources Plan
Transport Network <ul style="list-style-type: none"> • State Highway realignment • Local roading • Multimodal options 	NZTA Tauranga City Council Western Bay of Plenty District Council Bay of Plenty Regional Council	Business Case Approach

Table 3: Planning components of the proposed Tauriko West development

Iwi and hapū resource management plans

Iwi and hapū resource management plans should be used to inform any future structure planning. Under RPS Method 66 regional, city and district councils are encouraged to assist iwi and hapū to develop their own resource management plans. These plans are a guide to tribal resource management and can inform other agencies of iwi and hapū interests and values. RPS Method 12 similarly requires council take into account potential effects on cultural values and relationship identified in iwi and hapū resource management plans when assessing environmental effects of activities.

Te Onewa Consultants Ltd prepared a cultural assessment report for Tauranga City council in November 2017. The report states: the Ngāi Tamarawaho Iwi Management Plan 2014, does not identify any specific sites or areas of significance within the project area. Ngāti Hangarau do not have a hapū management plan. The Tauranga Harbour Iwi Management Plan 2008, does not have spatial extent to this area. The Ngāi Te Rangi Resource Management Plan 1995, does not identify any sites of significance in the study area.

The Te Awaroa Ngāti Kahu Environmental Management Plan 2011, identified a large number of sites of significance, however, does not provide any maps that locate the sites. The Ngāti Kahu, Ngāti Rangi and Ngāti Pango Sites of Significance Inventory was developed to support Treaty of Waitangi Settlement negotiations. This work is not publicly available. It is predominately based on work that was prepared for the Waitangi Tribunal in 1997 updated using GIS mapping. There are several sites of significance located within or with close proximity to the project area. These places are:

- Ruangarara Camp also known as Ruangarara and Awangarara
- Te Whakakotahi o te awa (the confluence of the rivers) also known as Wairoa, Ruangara, Awangarara
- Tahurangi
- Whangapotae
- Rarotonga Stream

A hapū management plan for Ngāti Hangarau is currently in the development stage.

There are clearly sites of cultural significance in the Tauriko West area. Some have been identified as above and are publicly available, while there appears to be other information as in the Te Awaroa Ngāti Kahu Environmental Management Plan 2011, which is not publically available. Under Section 6 of the RMA as a matter of national importance planning for the urbanisation of Tauriko West will need to recognise and provide for the:

- relationship of Māori and their culture and traditions with these ancestral water, sites, waahi tapu and other taonga; and
- protection of historic heritage from inappropriate subdivision, use and development.

Part 4: Development of Proposed Change 4

Resource Management Act Amendments – Streamlined Plan Process

The 2017 Resource Legislation Amendment Act amended the RMA to enable councils to make a request to the Minister for the Environment (Minister) to use a streamlined planning process (SPP) when preparing planning instruments. This could avoid the standard Schedule 1 planning process, for a proposed policy statement, plan change or variation, and avoid the need to go through a lengthy appeals process.

The intent of this change to the legislation is to provide greater flexibility in planning processes and timeframes, and allow them to be tailored to specific issues and circumstances.

On 8 August 2017, Regional Council applied to use the SPP for PC4.

In order to use the SPP for PC4 certain criteria must be met. The criteria are as follows:

- a) The proposed planning instrument will implement a national direction;
- b) As a matter of public policy, the preparation of the planning instrument is urgent;
- c) The proposed planning instrument is required to meet significant community need;
- d) A plan or policy instrument raises an issue that has unintended consequences;
- e) The proposed planning instrument will combine several policy statements or plans to develop a combined document prepared under section 80;
- f) The expeditious preparation of a planning instrument is required in any circumstance comparable, or relevant to, those set out in paragraphs (a) to (e) of section 80c.

PC4 meets criteria a), as it is considered necessary to implement the NPS-UDC requirements for high growth areas. Managing Tauranga's growth is also required to meet significant community need, c) above.

The Minister must grant the SPP request in order for the process to be used. In considering whether or not to grant the request the Minister has a statutory requirement to consult on the proposal to use the streamlined process.

The following steps are mandatory within the streamlined approach, however, the Minister may include additional criteria:

- a) Consultation with affected parties;
- b) Public notification of the proposed Plan Change;
- c) Opportunity for written submissions;
- d) Report showing how the submissions have been considered; and

- e) Preparation of an evaluation report under s32 and s32AA.

The direction provided by the Minister must also specify the timeframe that the SPP must be undertaken.

After the Council has undertaken the agreed planning process it must submit the proposed plan change and reporting documentation to the Minister for approval.

The Minister may decide to approve the proposed planning document, refer it back to the Council for reconsideration or decline to approve it.

The Minister for the Environment, David Parker, issued his direction on 27 February 2018. That direction was gazetted in the NZ Gazette on 28 February 2018. A copy of the gazette notice is attached as Appendix 3.

Overview of the development process

The proposed Tauriko West urban growth area is located within the SmartGrowth Western Corridor, but outside of the current RPS Urban Limits line. Work undertaken by the Tauranga City Council and SmartGrowth in 2015/16 found, that in order to meet demand and legislative requirements, this area would need to be brought within the Urban Limit line. More detail on this work can be found in the following section: *Western Corridor Strategic Study SmartGrowth Option 3B Settlement Pattern Review*.

Tauriko West is:

- Located in the Western Corridor;
- Approximately 380ha in area (note: the urban growth area is larger than the urban limit change area);
- Assessed as being able to accommodate 3000 dwellings (population 7,200 (assumed 2.4 persons per dwelling));
- Supported by the existing Western Corridor development of the sub-regional retail centre of Tauranga Crossing (22ha) and Tauriko Business Estate (255ha, plus the additional 120ha of planned business land);
- Supported by the New Zealand Transport Agency (NZTA) Business Case for State Highway 29 alignment;
- Focused on residential development of various types and densities;
- Able to provide for local commercial/retail centre and new schooling.

Tauriko West is bounded by the Wairoa River to the northwest and SH29 to the south east and is situated 9km from the central city.

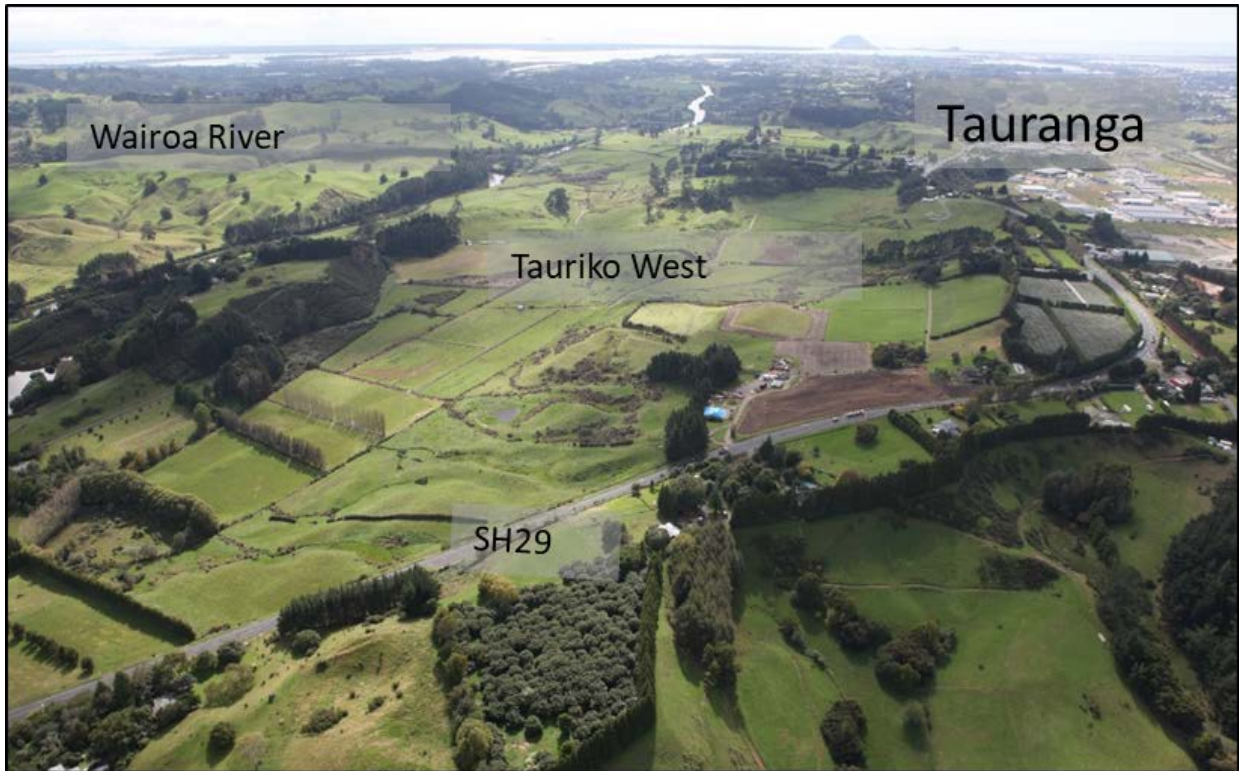


Figure 1 Proposed Tauriko West urban growth area, view towards Tauranga and Mauao (north)

The Western Corridor is attractive as a corridor for significant greenfield urbanisation due to the proximity of a large commercial centre, a significant proportion of the City's available greenfield industrial zone, and surrounding residential growth areas that are experiencing high demand for housing. Extending the Urban Limit to include Tauriko West would provide an opportunity to complement this already existing mix of commercial, industrial and residential areas while meeting growth demand and NPS-UDC requirements. It also provides balance with other greenfield development in the Wairakei and Te Tumu areas in the eastern Corridor. Capacity needs to be provided in both the east and west of the City to meet the projected demand for greenfield residential land beyond 2026.

The initial focus is to plan for growth within Tauriko West. The following table and figure show the indicative development timeline for the wider Western Corridor and spatial extent of the areas⁴.

Area Name	Land use	Yield	Status
Tauriko Business Estate	Industrial (zoned)	255ha of industrial land	Development Underway
Tauranga Crossing	Retail (zoned)	44,000m ² net leasable retail area. 7ha Bulk retail	Development Underway
Pyes Pa West	Residential (zoned)	3,000 total dwellings	Development Underway
Keenan Rd	Residential	2,000 total dwellings	Programmed to be

⁴ The Western Corridor Strategic Study SmartGrowth Option B Settlement Pattern Review 2016, pg. 9.

Area Name	Land use	Yield	Status
	(planning)		structure planned 2-3 years after Tauriko West
Tauriko West	Residential (possible)	3,000 total dwellings	Development underway at 2021
Lower Belk Road	Industrial (future)	100ha developable	Long Term Future Opportunity
Upper Belk (Stage 1 and Stage 2 Combined)	Residential (possible)	6,000 total dwellings	Long Term Future Opportunity
Merrick Road	Residential (possible)	2,500 total dwellings	Long Term Future Opportunity
Upper Joyce	Residential (possible)	2,000 total dwellings	Long Term Future Opportunity

Table 4: SmartGrowth land use outline for the Western Corridor

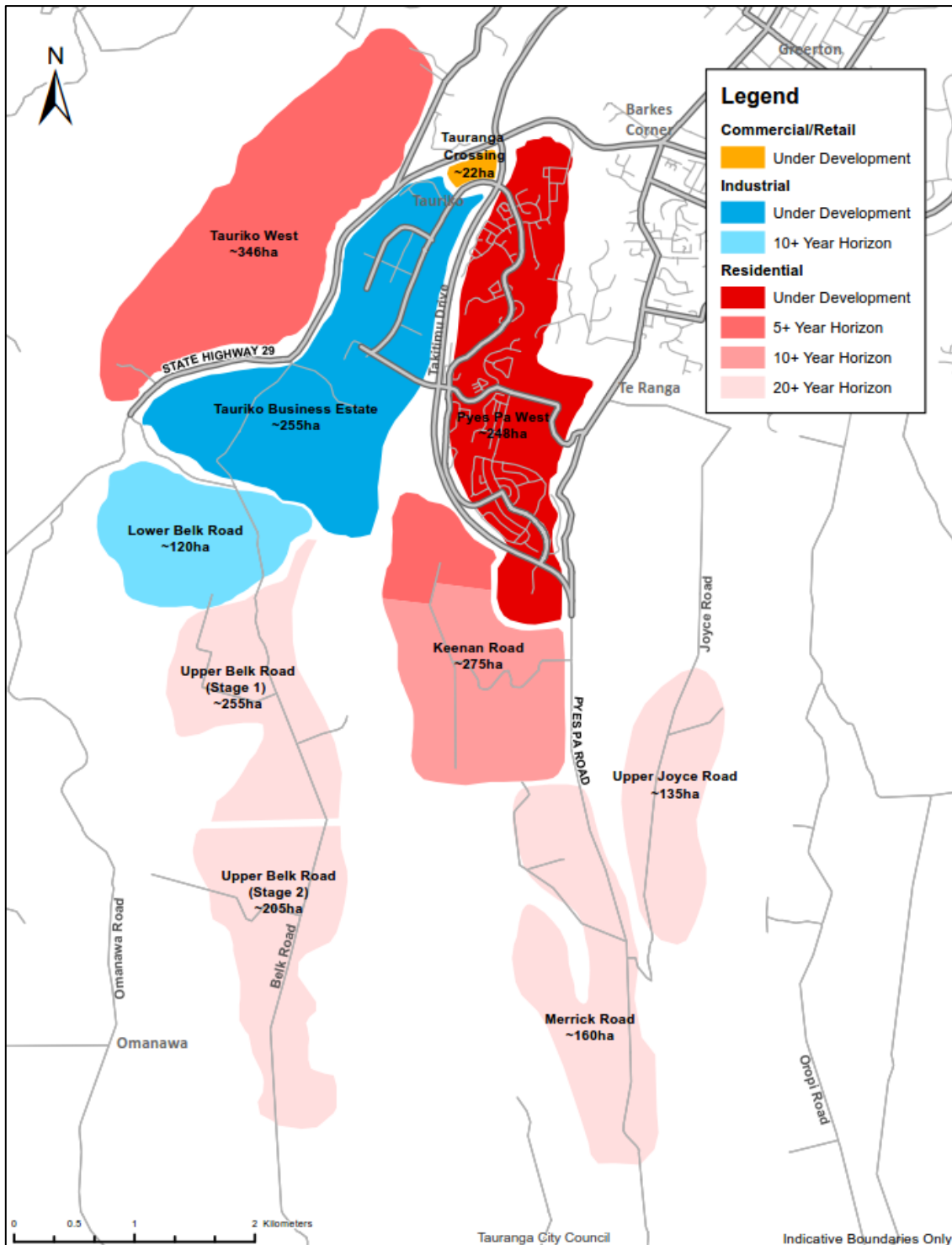


Figure 2: Indicative sequencing schedule for deliver growth in the Western Corridor

In order for the Tauriko West area to be urbanised four inter-related projects need to be completed:

- Regional Council must amend the RPS Urban Limit line to include Tauriko West in the urban growth area PC4;

- Then a boundary adjustment, under the Local Government Act, is required to the local authority boundaries (WOBPDC and TCC) so the entire urban growth area will fall under the one local authority's (i.e. TCC) jurisdiction;
- Changes must then be made to the Tauranga City Plan (TCC) to rezone the land from rural to residential following structure planning and planned provision of infrastructure; and
- Project partners (NZTA, TCC, BOPRC and WBOPDC) will also need to implement the Tauriko West Network Connections improvements. The Tauriko West Network Connections Programme Business Case (PBC) is being developed by the partners into a detailed business case for system wide improvements.

Regional Council, TCC, and WBOPDC agreed an RPS change should progress first as a streamlined planning process under the RMA.

Western Corridor Strategic Study SmartGrowth Option 3B Settlement Pattern Review

In 2013 the SmartGrowth strategy partners agreed an updated SmartGrowth Strategy. The sub-regional SmartGrowth Settlement Pattern is a cornerstone of this Strategy. In 2016 the Western Corridor Strategic Study SmartGrowth Option 3B Settlement Pattern Review (SPR) sought to determine the temporal and spatial blueprint for allocating residential and industrial growth within the western Bay of Plenty sub-region over the next 30 years, whilst retaining a 50-year strategic horizon. The SPR signalled the work required in terms of structure planning and plan changes to ensure adequate land supply out to a 10-year horizon. These planning horizons are illustrated below:

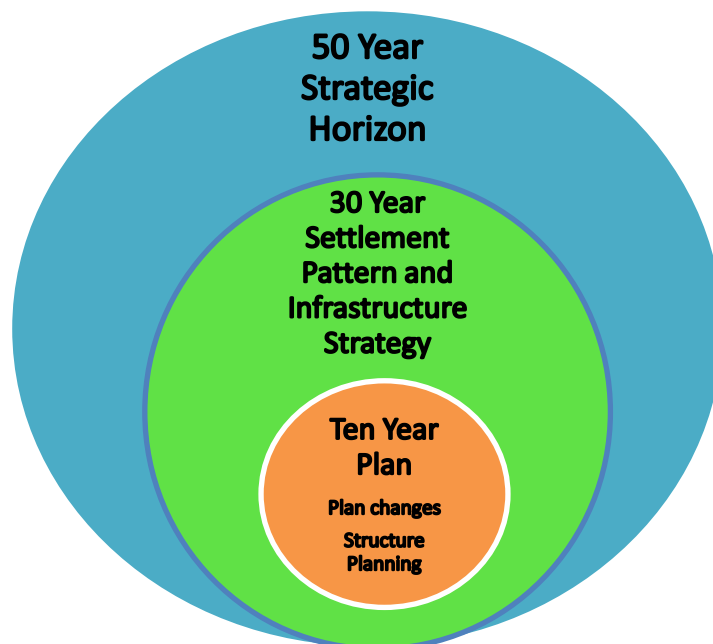


Figure 3: SmartGrowth- The planning horizons (settlement pattern review)

The SPR sought to identify the appropriateness of urban development within the Western Corridor study area beyond the current extent of urban zoning (in the RPS). The Study

considered the potential need and provision for growth areas over the short, medium and long term. It was part of a broad SmartGrowth Settlement Pattern Review undertaken in response to ongoing growth pressure in the western Bay of Plenty sub-region.

The review showed that additional greenfield residential land supply is required to address a projected shortfall in capacity. It is anticipated that without the additional capacity provided by the SPR, there would be no more residential greenfield land available by 2026. The review suggests that new greenfield areas need to be identified and planned well in advance of this date to ensure capacity can be taken up at the appropriate time.

Greenfield development has been planned in Wairakei and Te Tumu in the eastern Corridor but this alone is not sufficient to meet the shortfall in capacity. Providing greenfield capacity at Tauriko West has benefits because it is located on the periphery of the existing city adjacent to already existing commercial, industrial and residential areas; it is relatively easy to service with infrastructure; adjacent to State Highway 29; and is owned by a limited number of landowners (i.e. not fragmented into many titles) and the majority of whom support urban development. The land area is approximately 346Ha and has the potential to yield approximately 3,000 new dwellings.

The SPR provided an analysis of the feasibility and appropriateness of future urban development (including Tauriko West) and made recommendations (to SmartGrowth and subsequently its members) about whether the Western Corridor should be urbanised and potential preferences as to the sequencing of new growth areas.

The study was undertaken in parallel with the NZTA PBC. The PBC will recommend a preferred programme for the state highway network, local roading interventions, public transport and other transport interventions. These interventions are separate to PC4.

Three waters infrastructure provision to serve potential new growth areas were also considered as part of the review. No fatal flaws in terms of infrastructure provision were identified. Analysis of potential planning constraints did not reveal any fatal flaws to urbanisation of the study area.

However, infrastructure sequencing considerations and planning/site constraints will influence the shape and yield of growth areas as they are planned in detail through structure planning. Structure planning is a separate process that is carried out by TCC and does not form part of PC4.

The SPR acknowledges the importance of Wairoa River to Tangata Whenua, and the commitment to engage with iwi and hapū whose rohe falls within the Wairoa River and immediate surrounds. Engagement with iwi and hapu was undertaken via a series of hui throughout March and April 2016. Feedback received from these hui highlighted the importance of protecting and enhancing values Tangata Whenua hold for the Wairoa River and surrounds. These values include: increasing biodiversity, restoration of ecosystems for flora and fauna, improving access to and recreational opportunities on Wairoa River and the protection of sites of archaeological and cultural significance.

Findings of the review suggested the Tauriko West area is a strong contender for being the next growth area to be structure planned and rezoned. It was recommended to, and

approved by SmartGrowth, TCC, WBOPDC, and Regional Council that Tauriko West be prioritised for urbanisation prior to the Keenan Road area that was previously signalled as the next growth area in the Western Corridor. Key benefits of the Tauriko West area include:

- Located on the periphery of the existing city
- Relatively easy to service with infrastructure
- Adjacent to State Highway 29
- Owned by a limited number of land owners (not fragmented into many titles), the majority of whom are keen to advance development
- A high amenity location for urban place-making, as it faces north-west and slopes gently towards the Wairoa River

Keenan Road Growth Area

The SPR determined the Keenan Road area remains suitable for urbanisation in the future. However, there are a number of complex issues in 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 SPR recommends that preparatory work for structure planning the Keenan Road area, potentially extending to the Merrick Road and Joyce Road areas, should continue so that SmartGrowth is positioned to promote timely plan changes to the RPS and District Plans required in the future.

Part of the Keenan Road catchment is currently within Tauranga City and also within the existing pre 2021 urban growth boundary in the RPS. This area is in single ownership and adjoins The Lakes development. There may be an opportunity for this area to be developed more quickly as the first stage of a wider growth area.

Should strong growth demand continue, the SPR recommends sequencing of further growth areas be determined based on the best opportunities to deliver the 'live work play' SmartGrowth principle.

By 2020, the following factors will allow for the potential future urban form of the Western Corridor to be better understood and therefore may influence further planning undertaken in the medium term:

- Further development will have occurred to take up the existing urban zoned land;
- Structure planning and rezoning for Tauriko West will likely be completed; and
- Specific transport interventions to deliver the NZTA PBC confirmed, and potentially implemented.

SmartGrowth will continue to monitor growth demand and advance the land use and infrastructure planning and subsequent release of additional area sequencing within the Western Corridor. To protect the ability to deliver future growth areas the SmartGrowth partners should review District Plan provisions to ensure these areas are not subject to further fragmentation or land use change that could compromise their potential for urbanisation.

Compact City and Intensification

The Compact City project also came out of the SPR. It is a new and comprehensive package of work aimed at delivering new housing/development capacity in Tauranga's existing urban area.

Opportunities exist for the delivery of more compact urban forms of housing that if advanced would be welcomed by the market. The project has a two phased approach – intensification in the Tauranga City Centre and a City Living Zone. A broader scope of work that will investigate opportunities for intensification elsewhere in the Tauranga urban area, for example in suburban areas, will follow.

The project will investigate a mix of proposed RMA regulatory change and council led investments and activities. It will aim to contribute to delivering greater housing choice and a more vibrant and successful city centre. Strong opportunities exist to leverage off the proposed public sector investment in the Civic Heart project, including increased residential development, new apartments and mixed use developments. RPS Policy UG 15B requires that population growth in the western Bay of Plenty sub-region is accommodated through 75 percent greenfield and 25 percent residential intensification development within existing urban areas. Residential intensification should be provided through techniques such as infill development, mixed use zones and in specifically identified intensification areas.

Eastern Corridor – Te Tumu

The urban development of the proposed Te Tumu urban growth area has been considered within the wider Eastern Corridor. A strategic planning study of the area and its opportunities and constraints has been carried out. The study concluded the Te Tumu growth area could progress towards structure planning to enable the area to be opened up for development post 2021, in accordance with the RPS sequencing requirements. There are a number of potential risks which require careful management and support. Regular review of these risks is required throughout the structure planning process.

Only about 46% of the land area is free from identified and assessed constraints. The potential exists to increase the developable land by an extra 70 hectares if flood mitigation measures along the Kaituna River are put in place.

The SPR concluded that as Te Tumu currently lacks any infrastructure to support development, progressing development before 2021 is unlikely.

Future growth areas of focus

As part of the wider SPR, the areas of Pukemapu and Neewood, and Ohauiti South have been identified as possible future growth areas. These areas are included in the RPS post-2021 Urban Limits and wholly located in the western Bay of Plenty district. Whilst not part of the Western Corridor study area, as part of assessing the value of urbanisation in the Western Corridor, it was considered necessary to also consider the relative benefits of urbanisation in Pukemapu and Neewood. Accordingly a sub-set of the Western Corridor team, undertook a high level workshop to assess the feasibility and relative merits of

urbanising Pukemapu and Neewood. These were assessed against core criteria, and compared against Tauriko West, Keenan Road and the wider Western Corridor.

The conclusion of this assessment was that both Pukemapu and Neewood areas scored relatively poorly compared to the Western Corridor and in particular Tauriko West. The criteria in which they scored particularly poorly were:

- Topography (extensive escarpments and requirement for significant earthworks)
- Transportation infrastructure difficult and expensive to resolve (widening Ohauiti and Oropi roads, Pukemapu Bridge rebuild, state highway connections and capacity)
- Wastewater infrastructure (poor connectivity and high costs to resolve)
- Distance from existing and new employment areas and inability to develop significant local employment opportunities
- Fragmented land titles
- Little scope for urban density and lack of critical mass/scale
- Questionable attractiveness of location from a market perspective

The SPR concluded the feasibility of urban development in the Western Corridor was reinforced by the poor scoring of urbanisation for Pukemapu and Neewood. While a more in-depth analysis of Pukemapu and Neewood is needed, before any final decisions are made about the urbanisation potential of these areas long-term, a clear conclusion is that the Western Corridor is more feasible and attractive for urban development.

Ohauiti South is different to the Pukemapu and Neewood growth areas for the following reasons:

- It is located within Tauranga City
- It adjoins the urban boundary of the City at the top of the existing Ohauiti urban growth area
- It is relatively flat and much of it has a significant coastal outlook

Accordingly, there is significantly greater potential the Ohauiti South growth area is urbanised and the SPR recommended this is further explored in the short-term.

Part 5: Consultation

Consultation requirements

This section summarises feedback received during consultation, including advice from iwi/hapū and the response to that advice. Consultation has been undertaken with landowners, tangata whenua, territorial authorities, and interested stakeholders. A record of consultation undertaken in the development of Proposed Change 4 is provided in Appendix 4.

The Direction gazetted by the Minister for the Environment on 28 February 2018 on the use of the new Resource Management Act Streamline Plan Process (SPP) for Proposed Change 4 specifically requires pre-notification consultation with 'Te Kauae a Roopu iwi/hapū and Ngāti Hinerangi iwi'.

Tangata Whenua

Pre-notification engagement with the tangata whenua of the Tauriko West area has been undertaken through local hapū who whakapapa to Ngāti Ranginui and Ngāti Te Rangi Iwi of Tauranga Moana. These hapū are: Ngāti Kahu, Ngāti Rangi, Ngāti Pango, Pirirakau, Ngāti Hangarau, and Ngāi Tamarawaho. Following the signing of the Te Kauae a Roopu Engagement Agreement, these hapū are collectively referred to as the 'Te Kauae a Roopu hapū'.

Preliminary feedback

The SmartGrowth Western Corridor Strategic Study: Option 3B Settlement Pattern Review 2016 underpins the Tauriko for Tomorrow work in identifying Tauriko West as a preferred area for potential development.

During the development of the review, engagement with tangata whenua was undertaken via a series of hui during March and April 2016 with Ngāti Kahu, Ngāti Pango, Ngāti Rangi, Pirirakau, Ngāti Hangarau, and Ngāti Ranginui.

Feedback was received from each of these hapū/iwi and a range of concerns, issues and opportunities were raised. These can be summarised as follows:

- No fatal flaws were identified for the potential urbanisation of the Wairoa River (Tauriko West) area.
- There is a strong desire for enhancement of the water quality in the Wairoa River. There is an expectation that at the very least bathing water quality is achieved, but preferably drinking water quality.
- There is a clear desire for local biodiversity to be improved.
- Preference for some restoration of the Wairoa River with the hope of improving ecosystem for flora and fauna.

- It is critically important that should urbanisation occur, the protection of sites of significance to Tangata Whenua are built into structure planning and development and that these are publicly recognised.
- Enhanced access to the Wairoa river as a recreation resource.
- There is a preference for non-motorised use of the Wairoa River.
- Ongoing engagement and liaison with relevant iwi and hapū occurs.
- Archaeological and/or cultural assessment of the area is undertaken prior to development and identified sites protected.

Tangata Whenua Engagement Hui

On 3 April 2017, a meeting was held with representatives from Ngāti Hangarau, Ngāti Kahu, Ngāti Pango, Ngāti Rangī, Pirirakau, TCC, WBOPDC, NZTA and Regional Council. The purpose of the meeting was to provide tangata whenua with an overview of the Tauriko West urbanisation proposal and seek their feedback. Ngāti Ranginui Iwi Society Inc and Ngāi Tamarawaho were also invited to this meeting.

A number of concerns were raised at this meeting about various aspects of the development of Tauriko West. Most of the concerns were focused on future state highway/roading work and land use and protection issues. Hapū were advised that the issues raised would be addressed in detail during later stages of the Tauriko for Tomorrow work where NZTA and TCC would be working directly with hapū on state highway/multimodal and structure planning aspects of the larger project.

Concerns raised did not directly relate to adjustment of the Urban Limit or reluctance to include Tauriko West in the Urban Limit. Concerns were specifically focused on ensuring hapū involvement and input as Tauriko for Tomorrow work advances and echoed many of the concerns raised during the earlier SmartGrowth Settlement Pattern review engagement hui referred to above.

Feedback was received following the 4 April 2017 meeting and the potential of a memorandum of understanding was raised by hapū.

Subsequent meetings were held between the parties (including Ngāi Tamarawaho who did not attend the first meeting) to agree on terms of an engagement agreement.

Hapū Engagement

On 31 May 2017, a meeting was held with hapū whose rohe falls within the Tauriko for Tomorrow project area to discuss the Tauriko for Tomorrow project and to identify issues and concerns of each hapū directly affected by the proposed urbanisation of Tauriko West. Representatives from Ngāi Tamarawaho and Pirirakau were not in attendance but both received minutes following the meeting and Pirirakau supported the discussions that took place. As with earlier discussions regarding the potential development of Tauriko West, concerns focus mostly on state highway and structure planning aspects of the work.

A number of meetings were held over the remainder of 2017 between hapū representatives and the Mayors, Chair and Chief Executives of TCC, WBOPDC, and Regional Council, and NZTA to develop a Partnership Engagement Agreement – Te Kauae a Roopu.

The Te Kauae a Roopu agreement was formally signed on 21 December 2017. The agreement sets out a framework to work collaboratively on the Tauriko for Tomorrow Project. The intent of the agreement is to establish a solid foundation to build enduring working relationships.

The partnership is committed to working in the spirit of good-faith and cooperation based on the relationship principles below:

- Mana – Recognition and respect for each partner’s mana and authority; acknowledging hapū autonomy.
- Whakapono – Acting with integrity, respect and being open and transparent.
- Kōrero a kanohi – Engaging on issues face to face; being upfront and honest.
- Rangatira ki te Rangatira – Recognising respective leaders and involving key decision makers where and when appropriate.
- Kaitiakitanga and Te Ao Māori – Providing for kaitiakitanga; valuing mātauranga Māori; integrating Tikanga and Te Reo Māori where appropriate.
- Kotahitanga – Meeting agreed milestones; seeking solutions and looking for ways to mitigate challenges.

Since the Te Kauae a Roopu agreement was signed, meetings have been held on a regular basis during 2018. The mandated hapū representatives were provided with the draft section 32 Evaluation Report at the 12 February 2018 meeting and a revised version was provided to Te Kauae o Roopu members by email on 7 March 2018. Feedback was received via email and no issues were raised. Further opportunities to discuss the draft s32 Evaluation Report and Proposed Change 4 were made available during Te Kauae a Roopu meetings held between February and April 2018, with no issues raised.

Public and Interested Parties

Regular newsletters have been sent to landowners and interested parties as part of the wider Tauriko for Tomorrow project. In April 2017, letters were sent to affected residents advising of the Tauriko for Tomorrow work and informing them of upcoming open days.

Public Open days were held on 27 and 28 May 2017 at the Tauranga Crossing in Tauriko and attended by 769 people. The demographic attendance ranged from families, young couples, individuals as well as older adults. A separate landowner session was also held.

Members of the public were able to fill in a survey that asked “do you have any thoughts or feedback on the proposed change to the Urban Limit line”. The survey was available from the open days through to 16 June 2017, in paper form and online.

There were 87 points made from 85 responses. Approximately 60 percent of respondents supported or provided qualified support, 21 percent opposed. The two main themes of the feedback were protecting/maintaining the rural feel or green space (20 percent of comments); and addressing the traffic concerns (19 percent).

Landowners

On 12 March 2018, BOPRC staff met with the three main landowners/developers (Tauriko West Ltd (Element IMF), Clarkson, Hoppings) to provide an update on Proposed Change 4 work. The proposed change and draft section 32 Evaluation Report were provided to those parties by email following the meeting.

On 16 March 2018, letters were sent to all landowners/occupiers of the Tauriko West area (to be included in the Regional Policy Statement Urban Limit) updating them on the proposed change. Recipients were also sent a map of the area, a timeline for the Streamlined Planning Process being used, and a link to the draft s32 Evaluation Report.

Iwi Authority Consultation

Ngāti Ranginui Iwi Society representatives were involved in hui held during March and April 2016 to discuss the SmartGrowth Settlement Pattern Review that underpins the Tauriko for Tomorrow work and identified Tauriko West as a preferred area for potential development. Feedback received during the hui related to NZTA roading work and structure planning.

Ngāti Ranginui advised Regional Council in early 2017 to engage directly with local hapū on the Tauriko West kaupapa. The consultation approach to engage with local hapū was the result of this advice.

Proposed Change 4 and use of the SPP was raised by Regional Council at the Local Government Iwi Leaders Hui in Tauranga on 26 January 2018. No issues were raised during discussions by those present and no feedback received following receipt of the information sent.

Following issue of the Minister's final Direction on 27 February 2018 on use of the SPP, letters were sent to Te Kauae a Roopu hapū, Ngāti Ranginui, Ngāi te Rangi and Ngāti Hinerangi requesting feedback on Proposed Change 4 and the draft section 32 Evaluation Report. Te Kauae a Roopu hapū, Ngāti Ranginui and Ngāi te Rangi were also sent a list of accredited Commissioners with tikanga Māori expertise and asked for their feedback on whether it would be appropriate to include Māori Commissioners on the hearings panel and if so who might be suitable.

The Resource Management Unit Manager for Ngāti Ranginui Iwi Society raised concern with Ngāti Ranginui Iwi being excluded from Te Kauae o Roopu and the Tauriko for Tomorrow project. A meeting was held on 4 April 2018 with the RMU Manager. This meeting sought to clarify concerns regarding consultation with the authority; build understanding of Proposed Change 4 (Tauriko West Urban Limit); and clarify a way forward ensuring Ngāti Ranginui Iwi Society is consulted directly in the future on high level issues. In order to provide Ngāti Ranginui with more time to respond the process towards notification of Proposed Change 4 was delayed. Follow up emails and phone calls have since been made with no response.

Follow up emails and phone messages to Ngāti Hinerangi have not been responded to.

Iwi have also been kept informed through a Tauriko for Tomorrow project update at the SmartGrowth Combined Tangata Whenua forum on 9 August 2017. Feedback received from the forum was in relation to storm water run-off. The forum indicated they would like to be involved in the process. Members were advised that this work will form part of the structure planning work carried out by Tauranga City Council and will be addressed during this part of the Tauriko for Tomorrow project.

The Tauranga Moana/Te Arawa Ki Takutai Partnership Forum were provided with a written update on Proposed Change 4 (Tauriko West Urban Limit) to the Bay of Plenty Regional Policy Statement at their meeting held on 13 March 2018. Representatives from Ngāi te Rangi and Ngāti Ranginui were present. No feedback was received or recorded in the minutes of this meeting.

A Tauriko for Tomorrow project update was given at the SmartGrowth Combined Tangata whenua forum on 11 April 2018. Ngāti Ranginui and Ngāi te Rangi iwi Authority representatives were invited but not present. No feedback on Proposed Change 4 was received.

Summary

There has been limited feedback on Proposed Change 4 from landowners, territorial authorities and tangata whenua. Early feedback from Te Kauae a Roopu members related to use of the Streamlined Planning Process and the Minister's Proposed/Direction to consult with iwi/hapū outside the area. These concerns were reflected in the Regional Council's letters to the Minister for the Environment on 26 January and 21 February 2018. Other feedback has been in the Tauriko for Tomorrow forum and relates to the NZTA State Highway and multimodal work, and land use/protection issues in relation to the structure plan process being led by Tauranga City Council for future plan change.

Te Kauae a Roopu hapū have not raised any issues with Proposed Change 4 or the draft 32 Evaluation Report.

Regional Council has also consulted with Te Kauae a Roopu hapū on whether it would be appropriate to include two Māori Commissioner have been nominated. Two Commissioners nominated by the local hapū.

In accordance with the Minister's Direction and as set out in Clause 3 of Schedule 1 of the RMA, iwi authorities have been provided the opportunity to provide feedback on Proposed Change 4 and the draft s32 Evaluation Report. No written feedback relating to the Proposed Change 4 has been received. It is important to note the Tauriko West area is outside of the traditional rohe of Ngāi te Rangi Iwi, and that Ngāti Hinerangi's area of interest as part of its Treaty Settlement claim with the Crown is to the west of the Wairoa River (adjacent to but outside of the Tauriko West area).

Ngāti Ranginui Iwi Society has not provided any written feedback on Proposed Change 4 or the draft s32 Evaluation Report. They have advised verbally that protecting the values of the the Wairoa River is important and have raised concern with future urban development along the length of the river, which is a significant awa for tangata whenua. This accords with earlier hapu feedback.

It is considered the lack of response from Ngāi te Rangi and Ngāti Hinerangi indicates they have no interest in Proposed Change 4 at this point in time.

From the limited feedback received no specific changes have been made to Proposed Change 4, which reflects the original proposed RPS changes set out in Appendix 5.

Part 6: Strategic context

Existing strategies such as the SmartGrowth Strategy 2013 and the Wairoa River Strategy 2013 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 greenfields growth area. The Wairoa River Strategy was developed as a rural strategy and may need to be reviewed in future to reflect the proposed urban development of the Tauriko West area.

SmartGrowth

SmartGrowth is the spatial plan for the western Bay of Plenty sub-region. Launched in 2004 and reviewed in 2013 and 2016, it sets the strategic vision and direction for growth, infrastructure planning and development across the sub-region. It is focused on key issues relating to social, environmental, economic and cultural planning.

SmartGrowth developed an evidenced based settlement pattern focusing on:

- Growth projections and demographic analysis;
- Staged development;
- Residential land supply
- Business land supply;
- Sub-regional infrastructure; and
- Transport.

The SmartGrowth Settlement Pattern is set within a corridor approach where integration is sought between the state highway network, land use, the supply of land for urban development, infrastructure delivery, infrastructure funding and the consideration of the commercial viability of development. Refer Figure 4.

The SmartGrowth Settlement Pattern had been given effect to in a number of ways, including through the RPS by way of urban limits in the Operative RPS (1 October 2014).

The RPS urban limits identify land within the limits able to be developed for urban purposes. The original urban limits identified required land to 2051 to accommodate expected population growth and demand for land for housing and business purposes. Land outside of the urban limits is not intended to be urbanised. The Tauriko West area is not included in the RPS urban limits. The SmartGrowth Settlement Pattern has changed since the earlier 2007 version on which the current urban limits for the western Bay of Plenty sub-region is based.

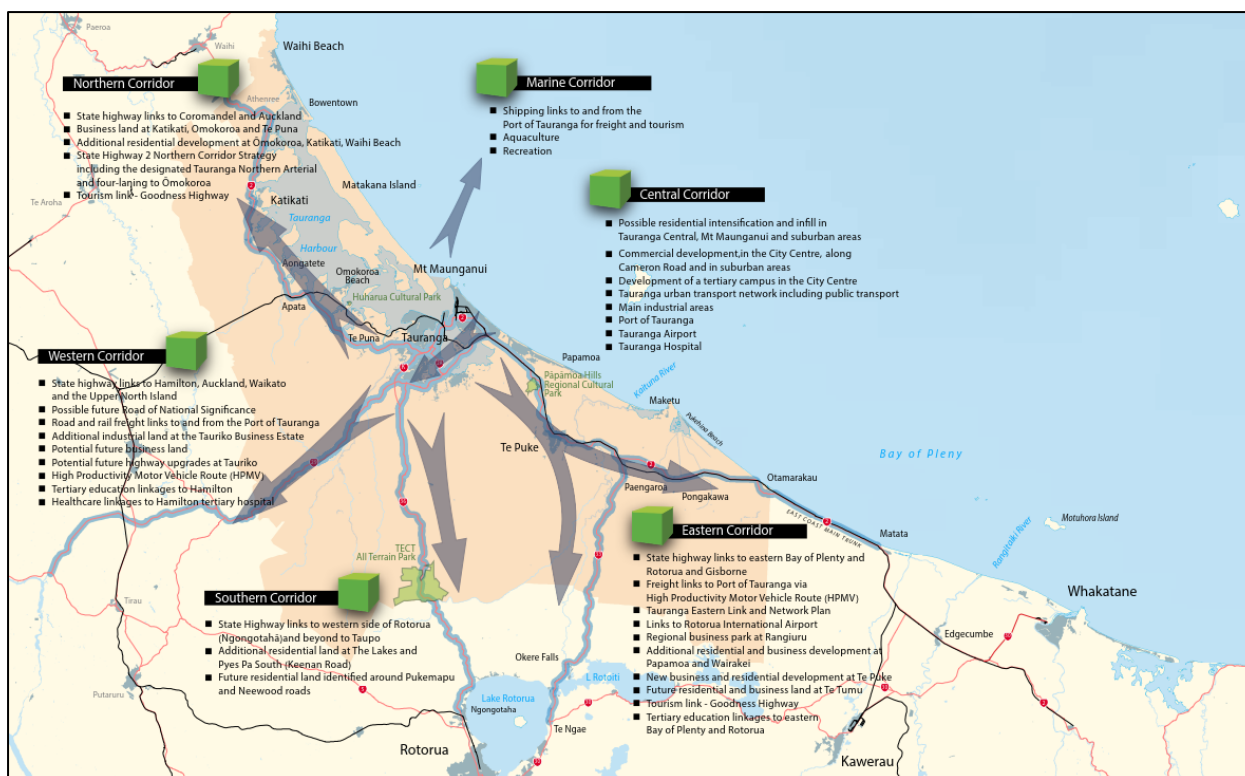


Figure 4: SmartGrowth settlement pattern corridors

National Policy Statement on Urban Land Capacity (2016)

The NPS-UDC, mentioned earlier, was issued by the government to provide direction to local authorities about matters of national significance which contribute to meeting the purpose of the RMA.

The NPS-UDC recognises the national significance of:

- urban environments and the need to enable such environments to develop and change
- providing sufficient development capacity to meet the needs of people and communities and future generations in urban environments.

The NPS requires councils to have sufficient short, medium and long-term housing and business land capacity and to provide an additional margin of feasible development capacity over and above projected demand of at least 20 percent in the short and medium term, and 15 percent in the long term (policies PA1, PC1⁵).

At present, Tauranga City Council's land supply falls short of that required under the NPS-UDC in the medium term (3-10 years) and long-term (10-30 years).

The pace of development Tauranga, and the wider sub region, is experiencing means this shortfall will only further increase. This requires new land to be rezoned, and serviced by significant infrastructure investment, within new growth areas. Tauriko West presents itself as a strong contender for being the next growth area to be structure planned and rezoned for

⁵ National Policy Statement on Urban Development Capacity 2016.

a number of reasons, including that it is located on the periphery of the existing Tauriko Business Estate and relatively easy to service with infrastructure.

As at 30 June 2017, Tauranga City has greenfield capacity for approximately another 9,782 dwellings. Most of this capacity is within the City’s newer growth areas including Pāpāmoa East (SmartGrowth Eastern Corridor) and Pyes Pa West (SmartGrowth Western Corridor). It is also important to note that within Tauranga’s estimated land supply availability approximately 20% is currently provided for as non-greenfield growth (i.e. infill/intensification).

While there is a focus on delivering a compact city and going ‘up,’ as a long-term strategic goal there is also a clear recognition of the need to go ‘out’ as well. For Tauranga City, the greenfield land supply is the best option to deliver on the significant growth and demand for housing in the short term.

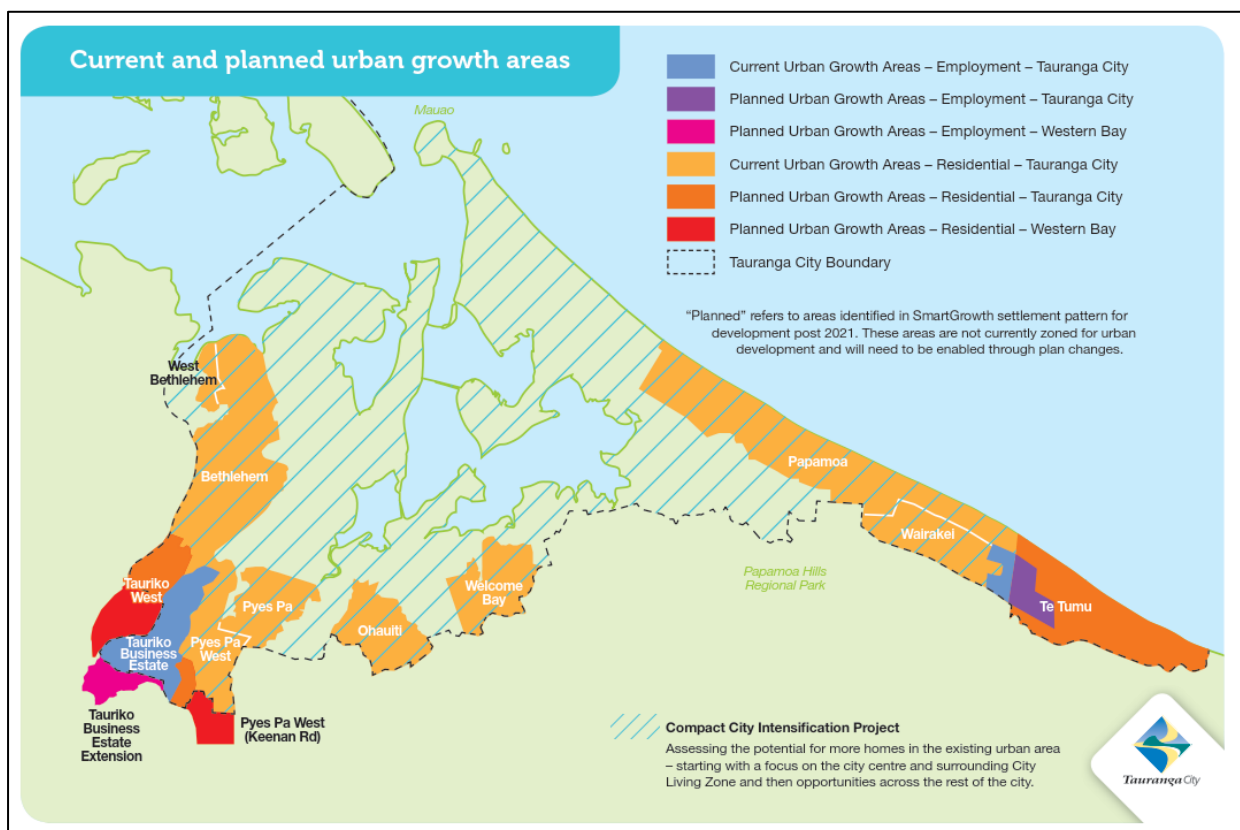


Figure 5: Current and planned urban growth areas

SmartGrowth, undertook three key studies (the Western Corridor Strategic Study, Keenan Road Growth Area Planning Study and the Te Tumu Strategic Planning Study) during the 2015/16 financial year. The purpose of the studies was to investigate future growth options that considered providing greenfield opportunities within its jurisdictional boundaries and outside of those boundaries on land within the western Bay of Plenty where logical extensions supported by infrastructure could be made. These three studies assessed a range of planning/infrastructure matters including the growth areas, financial viability, and risks in terms of growth delivery.

These studies have resulted in an agreed SmartGrowth position to deliver a range of greenfield land opportunities within the SmartGrowth Eastern Corridor (Te Tumu), and the SmartGrowth Western Corridor (Tauriko West and Keenan Road). These growth areas are shown in Figure 5 below.

Tauriko West is located adjacent to the Tauriko Business Estate and lower Belk Road (120Ha) growth areas and is considered a suitable location for greenfield residential growth that would complement these existing urban growth areas.

To comply with the land capacity targets of the NPS-UDC, the urbanisation of these growth areas needs to be brought forward.

The Keenan Road Urban Growth Area, located within the Western Corridor and partly within the Urban Limit line, is anticipated to be progressed on a timeframe some 2-3 years after the Urban Growth Areas of Te Tumu and Tauriko West are structure planned and rezoned.

Wairoa River Strategy

The Wairoa River Strategy (WRS) is a partnership between TCC, 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 SPR acknowledges the cultural importance of the Wairoa River and outlines the commitment made to engage with iwi and hapū whose rohe falls within the Wairoa River and surrounds. Working relationships have been formed and a commitment to ongoing engagement and liaison with iwi and hapū is occurring.

The WRS 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 viewshafts; 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 WRS was developed as a rural strategy in 2013 and as such is inconsistent with potential urban development of Tauriko West. There has been considerable growth and development in the city in the last five years leading to this proposed change. The WRS may require review and amendment to reflect urbanisation of the Tauriko West area and the subsequent increase in population.

Part 7: Growth challenge in Tauranga and Western Bay

The western Bay of Plenty subregion has grown rapidly over the past 20 years. Growth has been anticipated and planned for by local government and through the SmartGrowth Strategy⁶. However, the current pace of growth has more recently outstripped these projections and, as identified in the SPR, this pace is likely to continue.

In planning for this increased growth, the SmartGrowth partners (Regional Council, TCC, WBOPDC and Tangata Whenua) have undertaken forward planning assessments for key future growth areas focused on housing supply as well as supporting employment land delivery (i.e. industrial, business, commercial and retail) and community facilities like schools, libraries and reserves.

Tauranga City growth

Tauranga City's population has been increasing at a steady rate and so too has the need for dwellings. The figures below do not include projected growth for the wider western Bay of Plenty sub-region area which is also growing at a steady pace.

The Tauranga City Population and Household Projection Review 2017 showed the population projection for Tauranga City in 2017 was 131,400. Projections in the table below show that this figure is expected to increase by 3,200 in 2018 and continue to increase at a steady rate for decades to come.

Five Yearly Population and Household Projections, 2013-2063, Tauranga City		
Area	Year at 30 June	Resident Population
Tauranga	2013	119,800
	2018	134,600
	2023	145,800
	2028	154,900
	2033	164,084
	2038	173,949
	2043	181,293
	2048	186,693
	2053	190,623
	2058	194,769
	2063	198,373

Table 5 Tauranga City Population and Household Projection Review 2017

The western Bay of Plenty sub-region and Tauranga in particular, continue to experience strong population growth and this growth trend is projected to continue. Population

⁶ SmartGrowth Strategy 2013 (Spatial Plan for the western Bay of Plenty sub-region)

projections for Tauranga see it reaching a population of 198,373 by 2063 (an increase of 66,973 from 2017).

For Tauranga City an additional 35,449 dwellings are projected to be required by 2047⁷. The current zoned greenfield residential areas provide capacity for 9,782 dwellings⁸. It is estimated that this will provide for approximately 9 years of residential greenfield growth. However, based on the high number of dwelling consents issued over the last 12 months this capacity could be taken up more quickly. Therefore, additional area is needed to provide for urban growth capacity as required by the NPS-UDC. As discussed in the previous section, development of several future urban growth areas is required in order to meet growth demand and planning requirements. Tauriko West has the potential to yield approximately 3,000 dwellings which will contribute to the current shortfall in greenfield capacity.

There has been a major increase in people building new houses in Tauranga over the last two years. In the 2017 calendar year alone 1,455 building consents were issued by TCC for 1,649 new dwellings⁹. This trend is projected to continue through 2018.

The following graph demonstrates the increase in the number of dwelling consents over the period 2005 to 2017.

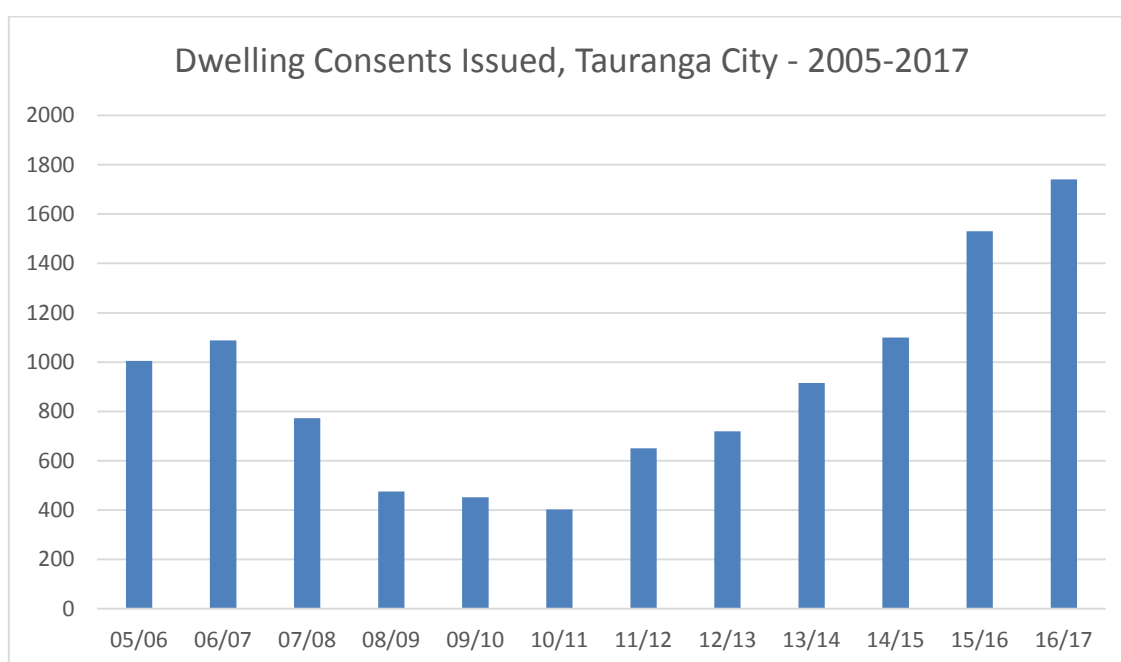


Figure 6: Dwelling consents issued (2005-2017)

This growth has been driven by a multitude of factors, including but not limited to:

- The Auckland Housing market which is a driver of internal migration to Tauranga;
- The desirability of Tauranga as a liveable and lifestyle City;
- Strong/growing employment based (locally and sub-regionally); and

⁷ draft Housing and Business Development Capacity Assessment. Pg. 4

⁸ draft Housing and Business Development Capacity Assessment. Pg. 26

⁹ <https://www.tauranga.govt.nz/living/building-and-renovations/before-you-build/building-consents-statistics>

- Available land supply (which has also been delivered through Special Housing Areas).

Such growth has implications in regard to placing pressure on infrastructure, the requirement to provide additional infrastructure ahead of time to cater to this growth, and the need to provide for social infrastructure for these new communities.

Part 8: Evaluation of Proposed Plan Change 4

Options considered

The following four options have been assessed.

Option 1: Status Quo (Do nothing)

The RPS Urban Limit line remains unchanged. Growth area timing and sequencing, including for Pa West (Keenan Road), Welcome Bay South and Papamoa East Stage 2, will continue to progress as set out in RPS Appendices C and D.

Option 2: Include Tauriko West growth area within the RPS Urban Limit (proposed option)

Amend the RPS Urban Limit line to include Tauriko West growth area. This involves amending Map 10 and Appendices C and D to the RPS to include Tauriko West urban growth area sequencing and timing to commence from the date the PC4 is made operative. This would enable the Tauriko West growth area to be developed for urban development in an integrated and coordinated manner through subsequent structure planning and city plan change processes.

Option 3: Full settlement pattern review, reconsidering the requirement for Urban Limit

This option involves a review of the planned settlement pattern and use of the Urban Limits for managing the western Bay of Plenty sub-region's urban growth issues, followed by an RPS change in line with Method 14 of the RPS.

Option 4: Advance a new greenfield growth area in another location

This option would see the advancement of another greenfield growth area other than Tauriko West.

Options rejected

Options 3 and 4 are not considered reasonably practicable options. They have been assessed and rejected for the following reasons:

Option 3: Under the NPS-UDC Tauranga is considered a high growth area. Various policies in the NPS-UDC require local authorities ensure that there is sufficient housing and business land development capacity for the short, medium, and long-term, as well as an additional margin of feasible development capacity. At present Tauranga City Council's land supply falls short of that requirement in the medium and long-term. The NPS-UDC requires local authorities to give immediate effect to these policies.

Commencing a full settlement pattern review now is unlikely to provide adequate capacity to achieve the NPS-UDC requirements due to the time required to undertake the review and implement any plan changes if required.

A full settlement pattern review is scheduled for 2019 where the requirements for an Urban Limit will be reconsidered in greater detail.

Option 4: Advancing a new growth area in another location has been considered as part of the SPR. The review assessed a number of other locations for suitability (discussed earlier in the *Overview of the development process* of this report). The review concluded that Tauriko West was the most suitable location to progress due in part to its close proximity to the Tauriko business park industrial and commercial hub.

Analysis of Options

Efficiency	Option 1 (Status quo)	Option 2 (Proposed)
Environmental benefits and costs	<p>There are no specific environmental benefits and costs resulting from not amending the RPS Urban Limit boundary to include the Tauriko West growth area.</p> <p>Environmental benefits and costs are unchanged from the original analysis in the Proposed Bay of Plenty Regional Policy Statement (Urban and Rural Growth Management) Section 32 and Section 32(2)(a) Reports.</p>	<p>There are no specific environmental benefits and costs resulting from amending the RPS Urban Limit boundary to include the Tauriko West growth area. However, it is a natural consequence that urbanisation of this area will be enabled and more detailed analysis of the associated costs and benefits will follow through the Tauriko for Tomorrow Project structure planning and plan change processes.</p> <p>There will be environmental costs to existing Tauriko West landowners/residents associated with urbanisation. Landowners or residents who value and wish to preserve a rural outlook and lifestyle on the city fringes will be adversely affected. Rural lifestyle values will be incrementally reduced as the area is urbanises. There will also be a prolonged period of large scale land use change associated with greenfield urban development including dust, visual effects, noise, light glare, vibration etc.</p>
Social benefits and costs	<p>Social benefits and costs are unchanged from the original analysis in the Proposed Bay of Plenty Regional Policy Statement (Urban and Rural Growth Management) Section 32 and Section 32(2)(a) Reports.</p> <p>There will be social benefits to existing Tauriko West landowners and residents who value and wish to preserve a rural outlook and lifestyle on the city fringes. Rural lifestyle values will be incrementally maintained in line with those expected in a rural zoned area.</p>	<p>There are no specific social benefits and costs resulting from the RPS Urban Limit boundary change.</p> <p>However, it is a natural consequence PC4 will enable urbanisation of the Tauriko West growth area.</p> <p>Social benefits and costs will be assessed in detail as part of the Tauriko for Tomorrow Project structure planning and plan change processes.</p> <p>Social benefits arising from urbanising Tauriko West may</p>

		<p>include, increased access to services and economic opportunities as well as increased availability of social and community infrastructure, activities and reserves within, through and connecting Tauriko West to the wider City.</p> <p>There will be social costs arising from urbanisation to existing Tauriko West landowners/residents who value and wish to preserve a rural outlook and lifestyle on the city fringes. Rural lifestyle values will be incrementally reduced as the area is urbanised.</p>
<p>Economic benefits and costs</p> <ul style="list-style-type: none"> • Economic growth • Employment growth 	<p>Economic benefits and costs are unchanged from the original analysis in the Proposed Bay of Plenty Regional Policy Statement (Urban and Rural Growth Management Section 32 and Section 32(2)(a) Reports.</p> <p>Economic and employment growth have not been assessed yet as they will be influenced by the Structure Plan which has not been finalised yet</p>	<p>There are administrative costs to Regional Council from amending the Urban Limit boundary to include the Tauriko West growth area associated with public notification, coordinating submissions, hearing, deliberations and Council's decisions.</p> <p>It is a natural consequence that urbanisation of this area will be enabled and more detailed analysis of the associated costs and benefits will follow through structure planning and plan change processes.</p> <p>There will be economic benefits to Tauriko West landowners as land values increase and associated land use change opportunities associated with urban zoning provisions.</p>
<p>Cultural benefits and costs</p>	<p>Cultural benefits and costs are unchanged from the original analysis in the Proposed Bay of Plenty Regional Policy Statement (Urban and Rural Growth Management Section 32 and Section 32(2)(a) Reports.</p>	<p>There are no specific cultural benefits and costs resulting from RPS Urban Limits boundary changes and new growth area development sequencing and timing requirements promoted by PC4.</p> <p>Specific cultural benefits and costs of developing Tauriko West will be assessed through structure plan and plan change processes as part of the Tauriko for Tomorrow project.</p>

		<p>As noted earlier, the Te Awaroa Ngāti Kahu Environmental Management Plan 2011, identifies a large number of sites of cultural significance in the Tauriko West area. Also, the Ngāti Kahu, Ngāti Rangī and Ngāti Pango Sites of Significance Inventory identified several sites of significance within or in close proximity to the area.</p> <p>Tangata whenua consultation during 2016 highlighted the importance of protecting and enhancing culturally significant values including increasing biodiversity, restoration of ecosystems for flora and fauna, improving access to and the protection of sites of archaeological and cultural significance.</p> <p>There may also be other areas or sites of historic heritage importance to non-Māori that require recognition and provision for as matters of national importance.</p> <p>Care will need to be taken during subsequent structure planning and plan change processes to ensure appropriate mechanisms are utilised to recognise and provide for the protection and enhancement of sites/areas of cultural value. This is required by RPS Method 19 which requires structure plans (i) identify significant cultural, natural and historic heritage features and values and show how they are to be protected.</p>
Overall efficiency of provision	Medium	Medium/High (provides for long-term development)

Table 6: Analysis of options - efficiency

Effectiveness	Option 1 (Status quo)	Option 2 (Proposed)
<p>Relevance and transparency</p> <ul style="list-style-type: none"> • Directed towards achieving the objectives of the RPS • Will clearly achieve, or partly achieve the objectives of the RPS 	<p>Option 1 is consistent with the objectives of the Regional Policy Statement (RPS).</p> <p>It is directed towards achieving the objectives of the RPS, and will clearly achieve the objectives.</p>	<p>The PC4 Urban Limit boundary change and development sequencing is consistent with RPS Objectives 23, 24, 25, and 26.</p> <p>Achieving other objectives in the RPS is dependent on subsequent structure planning and plan change processes under the Tauriko for Tomorrow project.</p> <p>Option 2 will promote achievement of the NPS-UDC medium to long-term urban development capacity requirements.</p>
<p>Usefulness</p> <ul style="list-style-type: none"> • Will effectively guide decision-making • Meets sound principles for plan provisions • Assumptions made • Risk involved. 	<p>Option 1</p> <ul style="list-style-type: none"> • Will effectively guide decision-making. • Meets the sound principles for plan provisions. 	<p>The assessment for Option 2 is the same as Option 1.</p> <p>It is expected that structure planning for Tauriko West will ensure coordinated development through the integrated provision of infrastructure and integrated management of related environmental effects.</p> <p>There is a risk that structure planning may not fully address environmental, social, cultural and economic effects.</p>

<p>Achievability</p> <ul style="list-style-type: none"> • Within Regional Council's functions and powers • Within the scope of Regional Council's available tools and resources. • Degree of uncertainty in the ability to achieve. 	<p>Option 1:</p> <ul style="list-style-type: none"> • Is within Regional Council's functions and powers under the Regional Policy Statement and NPS-UDC. • Within the scope of Regional Council's available tools and resources. <p>There is some uncertainty in the ability to achieve the RPS urban development sequencing due to the potential costs and constraints of developing certain growth areas. Structure planning will provide the detail around this.</p>	<p>Option 2:</p> <ul style="list-style-type: none"> • Is within Regional Council's functions and powers under the Regional Policy Statement and NPS-UDC. • Within the scope of Regional Council's available tools and resources. <p>There is less uncertainty in the ability to achieve the development of Tauriko West due to:</p> <ul style="list-style-type: none"> • Small number of landowners • Committed land developer <p>Structure planning will provide detail around development of Tauriko West.</p>
<p>Māori values Provides for Māori interests in the environment compatible with tikanga (where appropriate).</p>	<p>The urban boundaries and development sequencing in the RPS does not specifically provide for Māori interests.</p> <p>Providing for Māori interests and values in different urban growth areas will rely on consultation with tangata whenua and the extent to which their relationship, values and interests are recognised and provided for in structure planning, district plan change and resource management decision making processes.</p>	<p>The PC4 Urban Limit boundary change and development sequencing do not specifically provide for tangata whenua values and interests.</p> <p>Providing for Māori interests and values will rely on consultation with tangata whenua and the extent to which their relationship, values and interests are recognised and provided for in structure planning, district plan change and resource management decision making processes.</p> <p>Te Kauae a Roopu provides a vehicle for establishing and maintaining relationships and identifying and recognising tangata whenua values.</p>
<p>Overall effectiveness</p>	<p>Medium</p>	<p>Medium</p>

Table 7: Analysis of options - effectiveness

Assessment of preferred option against relevant RPS objectives

Based on the efficiency and effectiveness assessment above, Option Two has been progressed for assessment against relevant RPS objectives. It should be noted that while a s32 evaluation report under the RMA requires an examination of the extent to which the objectives of the proposal are the most appropriate way to achieve the purpose of the RMA, Proposed Change 4 does not contain any new objectives. The assessment below is included to show the preferred option is consistent with current RPS Urban and Rural Growth Management objectives. Achieving other objectives in the RPS is dependent on subsequent structure planning and plan change processes under the Tauriko for Tomorrow project.

The RPS objectives below relate to urban form and growth and infrastructure feasibility.

RPS Objectives	Assessment of preferred option
<p>Objective 23: A compact, well designed and sustainable urban form that effectively and efficiently accommodates the region’s urban growth.</p>	<p>The SmartGrowth Settlement Pattern and more recent SmartGrowth Western Corridor Settlement Pattern Review determine how the pressures of growth in the western sub-region will be best managed in a time, resource and cost effective manner. The Tauriko West growth area was identified as the next suitable greenfield growth area as part of the Western Corridor Settlement Pattern Review in 2016.</p> <p>Tauriko West is located in the Western Corridor within close proximity to a large commercial centre and a significant portion of the City’s available high demand for housing.</p> <p>Amending the RPS to include Tauriko West in the Urban Limit is necessary to enable the implementation of the SmartGrowth Settlement Pattern. Doing so will also enable potential development of more feasible land in preference to less feasible land. Considerations like density and design are more able to be accommodated within the structure plan design process. Tauriko West has fewer land owners which means more comprehensive designs can be accommodated.</p> <p>Extending the Urban Limit to include Tauriko West not only provides an opportunity to complement the existing mix of industrial, commercial and residential area but also enables the NPS-UDC future growth demand requirements to be met.</p>

RPS Objectives	Assessment of preferred option
<p>Objective 24: An efficient, sustainable, safe and affordable transport network, integrated with the region’s land use patterns.</p>	<p>The NZ Transport Agency is investigating options for the adjacent State Highway 29 and multimodal transport and connection options for the Western Corridor. This is part of a work programme already committed funding under the National Land Transport Fund. Out of 35 significant new improvement activities, the State Highway 29 Tauriko West network connection improvement activity is the highest priority improvement activity in the Bay of Plenty region under the Fund. This work provides a significant opportunity to achieve Objective 24. The Regional Land Transport Plan identifies State Highway 29 between Tauranga and Waikato as an important inter-regional connection corridor.</p>
<p>Objective 25: Subdivision use and development in the western Bay of Plenty sub-region is located and staged in a way that integrates with the long-term planning and funding mechanisms of local authorities, central government agencies and network utility providers and operators whilst having regard to the growth plans of relevant industry sector groups.</p>	<p>The Tauriko West area has been identified as an appropriate option for development taking into consideration existing long-term infrastructure and funding planning. The project is being developed collaboratively across the SmartGrowth partners taking into consideration planning and funding timeframes and the interests of multiple stakeholders.</p> <p>The Tauriko West growth area was identified as the next suitable greenfield growth area as part of the Western Corridor Settlement Pattern Review in 2016. Tauriko West is located in the Western Corridor within close proximity to a large commercial centre and would meet a significant portion of the City’s available high demand for housing. Urban development of Tauriko West is an appropriate means of achieving Objective 25.</p>
<p>Objective 26: The productive potential of the region’s rural land resource is sustained and the growth and efficient operation of rural production activities are provided for.</p>	<p>Most of Tauriko West is currently used for agricultural purposes with small areas of horticulture land use on more elevated land. The area is approximately 380ha in size (note: the urban growth area is larger than the urban limit change area) and most of the land within this area is classified as LUC>3 which means it is not highly versatile compared with land around Te Puke. There are two small areas of land classified as LUC3w1 (which has physical limitations due to wetness); and LUC2s1 (which has soil limitation). On the basis that this land is predominately lower versatility, Objective 26 is considered met.</p>

Table 8: Evaluation of the preferred option against RPS growth objectives and policies

Risk of not acting

Risk of acting or not acting	
Is there uncertain or insufficient information on the topic (urban growth needs for Tauranga City)?	There is sufficient information available (set out in earlier sections of this report) to demonstrate the Western Corridor, and specifically Tauriko West, is feasible and appropriate for significant greenfield urbanisation due to the proximity of a large commercial centre, a significant proportion of the City's available greenfield industrial zone, and surrounding residential growth areas that are experiencing high demand for housing. The information shows that additional urban growth capacity is needed and Tauriko West is an appropriate location for urbanisation.
Is the topic of high significance or complexity?	Yes. Urban development capacity is a topic of high significance in the NPS-UDC. Tauranga City is a high growth area under the NPS-UDC. Urban growth sequencing and timing is also a complex issue requiring the collation of data from various sources and collaboration among multiple organisations.
Risk of acting or not acting (risk is a factor of potential consequence and the likelihood of a consequence occurring).	The risk of not acting is high. There is sufficient information to determine that if no action is taken there will not be sufficient developable land within the Urban Limits to meet either the medium or long term development capacity requirements of the NPS-UDC or the projected growth demand for Tauranga City.

Table 9: Risk of not acting

Summary of assessment

Options Assessed	Efficiency	Effectiveness	Most appropriate option?	Summary of reasons for selection
Option 1.	Medium	Medium.	No	Option 1. Is not the most appropriate. This option does not sufficiently provide for projected urban growth in the Tauranga City area and it does not meet the development capacity requirements of the NPS-UDC
Option 2.	Medium	Medium/High	Yes	Option 2. Is preferred. This option has been assessed and it provides for projected urban growth in Tauranga City while meeting the NPS-UDC requirements.

Table 10: Summary of assessment

Appendices

- Appendix 1** Technical Reports considered during the development of this report
- Appendix 2** Direction of the Minister for the Environment to use the Streamlined Planning Process for PC4, 27 February 2018
- Appendix 3** The Western Corridor Strategic Study SmartGrowth Option 3B Settlement Pattern Review (Executive Summary)
- Appendix 4** Meetings, Hui, Engagement and Consultation held with BOPRC – Proposed Change 4 (Urban Limits Tauriko West) to the Bay of Plenty Regional Policy Statement
- Appendix 5** Proposed Change 4 (Tauriko West Urban Limit) to the Bay of Plenty Regional Policy Statement

Appendix 1

Technical Reports considered during the development of this report

Draft Housing and Business Development Capacity Assessment.

Livingston and Associates Ltd/Community Housing Solutions Ltd. 2017. Research Report: Housing Demand and need in Tauranga and Western Bay of Plenty. Prepared for SmartGrowth Bay of Plenty Partnership, Tauranga City Council, Western Bay of Plenty District Council, and Bay Trust.

Ministry for the Environment. 2017. *A guide to section 32 of the Resource Management Act: Incorporating changes as a result of the Resource Legislation Amendment Act 2017*. Wellington: Ministry for the Environment.

National Policy Statement on Urban Development Capacity 2016.

SmartGrowth Strategy 2013 (Spatial Plan for the western Bay of Plenty sub-region).

Tauranga City Council – Tauranga Housing Accord 2016.

The Western Corridor Strategic Study SmartGrowth Option B Settlement Pattern Review 2016.

Wairoa River Strategy 2013.

Appendix 2

Direction of the Minister for the Environment to use the Streamlined Planning Process for PC4, 27 February 2018

Minister for the Environment’s Direction on the Application From the Bay of Plenty Regional Council to Use a Streamlined Planning Process to Amend the Urban Limit Line at Tauriko West in its Regional Policy Statement (Plan Change 4)

The Minister for the Environment received an application from the Bay of Plenty Regional Council on 8 August 2017, pursuant to section 80C and clause 75 of Schedule 1 of the Resource Management Act 1991 (“RMA”), to use a streamlined planning process to prepare a planning instrument known as Plan Change 4 to the Bay of Plenty Regional Policy Statement.

In accordance with clause 78 of Schedule 1 of the RMA the Minister directs that the following streamlined planning process is used for proposed Plan Change 4 to the Bay of Plenty Regional Policy Statement.

	Step	Timeframes
1	Undertake the requirements specified in clauses 3, 3A, 3B and 3C of Schedule 1 of the RMA to the extent applicable and not already undertaken.	To be completed no later than 30 working days after gazettal of the Direction.
2	Undertake further pre-notification requirements with iwi authorities in accordance with clause 4A of Schedule 1 of the RMA.	To be completed no later than 30 working days after gazettal of the Direction.
3	Publicly notify Plan Change 4 for written submissions in accordance with clause 5 of Schedule 1 of the RMA (excluding 5(3) of Schedule 1). A minimum period of 30 working days for submissions must be specified in the public notice.	To be completed no later than 30 working days after the completion of Step 2.
4	Provide an opportunity for written submissions under clause 6 of Schedule 1 of the RMA (to the extent applicable under this direction).	Public Submissions to be received no later than 30 working days after public notification (Step 3).
5	Conduct a public hearing under clause 8B of Schedule 1 (to the extent applicable under this Direction).	Hearing to commence no later than 25 working days after close of submissions (Step 4).

6	<p>Bay of Plenty Regional Council to provide a written report showing how submissions have been considered and the changes (if any) recommended to the proposed planning instrument, including:</p> <ul style="list-style-type: none"> a. the evaluation under section 32 and 32AA; and b. a report summarising how the persons making the recommendation have had regard to the evaluation report; and c. the reports and documents required by clause 83(1) <p>for the Minister's consideration.</p>	<p>To be provided to the Minister for the Environment no later than 20 working days after completion of hearing (Step 5).</p>
<p>The maximum total time period within which Plan Change 4 to the Bay of Plenty Regional Policy Statement must go through the Streamlined Planning Process as outlined here and in the RMA. The process is considered to be completed when the report referred to in 6 above is submitted to the Minister for the Environment.</p>		<p>Steps 1–6 to be completed no later than 7 months after gazettal of the Direction.</p>
<p>In accordance with clause 78(5) of Schedule 1 of the RMA, the Minister directs that the hearing panel convened to hear submissions under step 5 must include at least one independent hearings commissioner.</p>		

Statement of Expectations

The Minister for the Environment's expectations for the Bay of Plenty Regional Council are that in undertaking the Streamlined Planning Process as directed it will:

- a. consult with Te Kauae a Roopu iwi/hapū and Ngāti Hinerangi; and
- b. provide identified dates on its website to match the Direction once gazetted so members of the public can be informed about the actual anticipated timeframes of the Streamlined Planning Process.

Reporting Requirements

The Bay of Plenty Regional Council shall provide a written report to the Minister within 10 working days of the completion of step 2 (pre-notification consultation) and step 4 (written submissions). The reports shall demonstrate compliance with the steps and timelines, and identify any issues which may have bearing on meeting the Minister's Direction and Statement of Expectations.

Notes

- i. This Direction must be complied with.

- ii. Section 80B(2)(a) and (b) specifies all mandatory Schedule 1 requirements in any Streamlined Planning Process (to the extent they are applicable to the particular planning instrument).
- iii. Clause 80 of Schedule 1 of the RMA provides the Minister with the ability to amend this Direction on his own initiative or following a request from the local authority.
- iv. The Local Authority may, in accordance with clause 81 of Schedule 1 of the RMA apply in writing to the Minister for an amendment to the direction or extension of timeframes.
- v. Clause 89 of Schedule 1 of the RMA provides the Minister with the ability to revoke a Direction made under clause 78 of Schedule 1 of the RMA.
- vi. Clause 89 of Schedule 1 of the RMA provides for the Council to withdraw the planning instrument at any time prior to the Minister making his/her decision on the proposed planning instrument under Clause 84 of Schedule 1 of the RMA.

Dated at Wellington this 27th day of February 2018.

Hon DAVID PARKER, Minister for the Environment.

Appendix 3

The Western Corridor Strategic Study SmartGrowth Option 3B Settlement Pattern Review (Executive Summary)

Executive Summary

The Western Corridor Strategic Study (the Study) seeks to identify the appropriateness of urban development within the western corridor study area beyond the current extent of urban zoning. The Study considers the potential need and provision for growth areas over the short, medium and long term. It is part of a broad SmartGrowth Settlement Pattern Review that is being undertaken in response to ongoing growth pressure in the Western Bay of Plenty sub-region.

Additional capacity is required to address a projected shortfall in capacity for greenfield residential land supply. It is anticipated that without the capacity provided by the Western Corridor Strategic Study and the other Option 3B projects, there would be no more residential greenfield land available by 2026. New greenfield areas need to be identified and planned well in advance of this date, to ensure capacity can be taken up at the appropriate time. The Western Corridor Strategic Study represents a key part of this forward planning for future capacity.

The western corridor is attractive as a corridor for greenfield urbanisation at scale due to the established mix of a sub-regional commercial centre, a large proportion of the City's available greenfield employment zone and surrounding residential growth areas experiencing high demand for housing. There is therefore an opportunity to provide an urban form that promotes the 'live, learn, work and play' pillar of the SmartGrowth Strategy. These features make the western corridor an attractive area to complement the significant greenfield land supply being planned in the Wairakei and Te Tumu areas in the eastern corridor. Capacity needs to be provided in both the east and west of the City to meet the projected demand for greenfield residential land beyond 2026.

This study has been undertaken in parallel with the NZ Transport Agency Tauriko Programme Business Case. This has been of benefit to both workstreams to determine the preferred combination of urban form and the strategic transport network in the corridor. Three waters infrastructure provision has also been considered to serve potential new growth areas. No fatal flaws in terms of infrastructure provision were identified. Similarly, an analysis of potential planning constraints did not reveal any fatal flaws to urbanisation of the study area. Nonetheless, infrastructure sequencing considerations and planning/site constraints will influence the shape and yield of growth areas as they are planned in detail.

Given the known importance of the Wairoa River to Tangata Whenua, there is a commitment to engage with iwi and hapu whose rohe falls within the Wairoa River and immediate surrounds. Throughout March and April 2016, engagement with iwi and hapu was undertaken via a series of hui. Feedback received from each of these hui highlighted the importance of protecting and enhancing the values Tangata Whenua hold for the Wairoa River and surrounds. These values include: increasing biodiversity, restoration of

ecosystems for flora and fauna, improving access and recreational opportunities for the Wairoa River and the protection of sites of archaeological and cultural significance.

The Tauriko West area presents itself as a strong contender for being the next growth area to be structure planned and rezoned. To avoid doubt, it is recommended that Tauriko West is prioritised for urbanisation prior to the Keenan Road area that was previously signalled as the next growth area in the western corridor. Key benefits of the Tauriko West area include that it is:

- Located on the periphery of the existing city;
- Relatively easy to service with infrastructure;
- Adjacent to State Highway 29;
- Owned by a limited number of land owners (not fragmented into many titles), the majority of whom are keen to advance development;
- A high amenity location for urban place-making, as it faces north-west and slopes gently towards the Wairoa River

More fine-grained planning work will be required to advance Tauriko West as an urban area. This will involve structure planning and in turn will require the NZ Transport Agency to lead work on an Indicative Business Case to determine the preferred option for providing access to Tauriko West. It is therefore recommended that SmartGrowth identify the Tauriko West area as a priority area for the Councils and Transport Agency to undertake detailed planning with the aim of advancing a structure plan and plan change in the next three years.

The Keenan Road area remains suitable for urbanisation in the future however there are a range of complexities to the development of this area that will take a number of years to work through, such as the fragmented nature of land holdings. Hence it is recommended that the urbanisation of the Keenan Road area occurs after Tauriko West. Investigation and preparatory work for a structure plan of the Keenan Road area, potentially including Merrick Road should continue to position SmartGrowth to promote plan changes to the Regional Policy Statement and District Plans within five years.

Part of the Keenan Road area is currently within Tauranga City and also within the pre-2021 urban growth boundary in the Regional Policy Statement. This area is in a single ownership and adjoins 'The Lakes' development. There may be an opportunity for this area to be developed more quickly as the first stage of a wider growth area. It is recommended that this opportunity is explored further.

Should growth demand continue strongly the sequencing of further growth areas should be determined based on the best opportunities to deliver the 'live, learn, work and play' pillar of SmartGrowth. By 2020, the following factors will allow for the potential future urban form of the western corridor to be better understood and therefore may influence further planning undertaken in the medium term:

- Further development will have occurred to take up the existing urban zoned land;
- Structure planning and rezoning for Tauriko West completed;
- Specific transport interventions to deliver the Tauriko Programme Business Case confirmed, and potentially implemented.

Into the long term, SmartGrowth should continue to monitor growth demand and advance the land use and infrastructure planning and subsequent release of additional areas within the western corridor as required. To protect the ability to deliver future growth areas the SmartGrowth partners should review District Plan provisions to ensure future urban areas are not subject to fragmentation or land use change that could compromise their potential for urbanisation.

The following recommendations are made to SmartGrowth through this Study:

1. By 2017 initiate detailed planning of Tauriko West including:
 - Undertake a cultural assessment and engage further with iwi and hapu;
 - Consult with land owners;
 - Investigate road access options to service Tauriko West that are compatible with the Tauriko Programme Business Case, this may include state highway and/or local road connections;
 - Advance a structure plan and commence the preparation of District Plan and Regional Policy Statement plan changes.
2. At the same time, continue planning work for the future urbanisation of the Keenan Road area including the option for urbanisation of the land already within Tauranga City as an initial stage.
3. Undertake an investigation of changes required, if any, to District Plans to avoid land fragmentation or land use change that would hinder the ability to deliver future Urban Growth Areas.
4. Within the next five years undertake a structure plan for the Keenan Road area (possibly including Merrick Road extension) and associated plan change.
5. Should growth demand continue strongly, by 2020 determine the next growth area in Western Corridor study area, potentially Belk Road and/or Merrick/Joyce Road areas.

Appendix 4

Meetings, Hui, Engagement and Consultation held with BOPRC – Proposed Change 4 (Urban Limits Tauriko West) to the Bay of Plenty Regional Policy Statement

Date	Event	Event purpose	Meeting/ Correspondence with...	In attendance
March/April 2016	Hui with iwi and hapu was undertaken on the Western Corridor Study	Obtain feedback from hapū during the SmartGrowth Settlement Review	Ngati Kahu, Ngati Pango, Ngati Rangī, Pirirakau, Ngati Hangarau, Ngati Ranginui	Western Corridor Group
3 April 2017	Tangata Whenua Engagement Hui	To provide Tangata Whenua with an overview of the Tauriko West Urbanisation Proposal	Ngati Kahu, Ngati Pango, Ngati Rangī, Pirirakau, Ngati Hangarau (Ngāti Ranginui and Ngāi Tamarawaho invited but did not attend)	TCC, NZTA, WBOPDC, BOPRC
28 April 2017	Letter sent to Tauriko West residents from Western Corridor Group	Advise residents that Tauriko West has been identified as the next urban growth area and provide an overview of the Tauriko for Tomorrow project. Advise of upcoming Public information days.	Affected residents – identified through GeoView	
25, 26, 27 May 2017	Tauriko West Public Information Open Days	To provide an early overview of the Tauriko West Urbanisation Proposal and to listen/document any concerns/questions	Key stakeholders and community	TCC, NZTA, WBOPDC, BOPRC
31 May 2017	Meeting to discuss Tauriko for Tomorrow project and RPS changes required to accommodate Tauriko West Development	Seek feedback from hapū on issues and concerns about proposed urbanisation of the Tauriko West area	Ngati Kahu, Ngati Pango, Ngati Rangī, Ngati Hangarau, (Ngāi Tamarawaho and Pirirakau invited but did not attend)	TCC, WBOPDC, BOPRC
5 July 2017	Cottage meeting with River Oaks Drive residents	To provide an early overview of the Tauriko West Urbanisation Proposal and to listen/document any concerns/questions	River Oaks Drive residents	TCC, NZTA, WBOPDC, BOPRC

Date	Event	Event purpose	Meeting/ Correspondence with...	In attendance
9 August 2017	Te Tumu and Tauriko West update – Historic Village	To provide an update of the Tauriko West Urbanisation Proposal and to listen/document any concerns/questions	SmartGrowth Combined Tangata Whenua Forum, BOPRC, WBOPDC, NZTA, TCC	BOPRC, WBOPDC, TCC, Ngāti Ranginui Iwi RMU
23 August 2017	Western Corridor Landowner Meetings – Cottage Meetings	To provide an overview of the Tauriko West Urbanisation Proposal and to listen/document any concerns/questions	Belk Road landowners	TCC, NZTA, WBOPDC, BOPRC,
23 August 2017	Western Corridor Landowner Meetings – Cottage Meetings	To provide an overview of the Tauriko West Urbanisation Proposal and to listen/document any concerns/questions	Redwood Lane landowners	TCC, NZTA, WBOPDC, BOPRC
24 August 2017	Western Corridor Landowner Meetings – Cottage Meetings	To provide an overview of the Tauriko West Urbanisation Proposal and to listen/document any concerns/questions	SH29/Silkwood Lane/Oakwood Lane landowners	TCC, NZTA, WBOPDC, BOPRC
30 August 2017	Cottage Meetings – NZTA Corridor Focus Only	To provide an overview of the Tauriko West Urbanisation Proposal and to listen/document any concerns/questions	Whiore Ave/Tauranga Crossing landowners	TCC, NZTA, WBOPDC, BOPRC
30 August 2017	Cottage Meetings – NZTA Corridor Focus Only	To provide an overview of the Tauriko West Urbanisation Proposal and to listen/document any concerns/questions	SH29A/Takitimu Drive/Barkes Corner landowners	TCC, NZTA, WBOPDC, BOPRC
From February 2017	Western Corridor Group – Fortnightly Meetings	Regular meeting on progression of the project.	WBOPDC, NZTA, SmartGrowth, TCC staff	BOPRC, WBOPDC, NZTA, SmartGrowth, TCC staff
From February 2017	Western Corridor Group – Fortnightly Meetings	Regular meeting on progression of the project.	WBOPDC, NZTA, and TCC staff	

Date	Event	Event purpose	Meeting/ Correspondence with...	In attendance
From April to December 2017	Various hui with local hapu	To develop a Engagement Partnership Agreement	Ngati Kahu, Ngati Pango, Ngati Rangī, Ngati Hangarau, Ngāi Tamarawaho and Pirirakau	BOPRC, WBOPDC, TCC, NZTA
21 December 2017	Te Kauae a Roopu – Partnership Agreement signing meeting	Sign Partnership Engagement Agreement – Te Kauae a Roopu	Ngati Kahu, Ngati Pango, Ngati Rangī, Pirirakau, Ngati Hangarau, Ngāi Tamarawaho, TCC, NZTA, WBOPDC, BOPRC	Ngati Kahu, Ngati Pango, Ngati Rangī, Pirirakau, Ngati Hangarau, TCC, NZTA, WBOPDC, BOPRC
From January 2018	Te Kauae a Roopu Partnership meetings	Regular meetings on progression of the project.	Te Kauae a Roopu Group members – TCC, WBOPDC, NZTA, Hapū, BOPRC	Te Kauae a Roopu Group members – TCC, WBOPDC, NZTA, Hapū, BOPRC
26 January 2018	Western Bay Local Government and Iwi Leaders hui	To discuss working together on specific key issues including – PC4, RMA Streamlined Planning process, and MfE Direction re consultation	Local Government representatives and Iwi Leaders	BOPRC, WBOPDC, TCC, Ngāi te Rangī Iwi Trust, Ngāti Pūkenga Iwi Trust
7 March 2018	Email - Letter, s32 report, list of Independent Commissioners with expertise in tikanga Māori	Seek feedback from Te Kauae a Roopu hapū on draft s32 report and Māori Commissioner	Te Kauae a Roopu hapu	Te Kauae a Roopu hapū Ngati Kahu, Ngati Pango, Ngati Rangī, Pirirakau, Ngati Hangarau
8 March 2018	Letter sent seeking feedback on draft change and s32 (via email)	Seek feedback	NZTA, WBOPDC, TCC	
8 March 2018	Letter sent seeking feedback on draft change and s32 (via email)	Seek feedback	Ngāti Ranginui Ngāi te Rangī	
12 March 2018	Landowners/developers meeting	Update main landowners/developers	Tauriko West Ltd/ (Element IMF), Clarkson, Hoppings and land owner representatives	TCC, BOPRC, developers and landowners
13 March 2018	Tauranga Moana/Te Arawa Ki Takutai Partnership Forum	Te Kauae a Roopu Pirirakau representative and BOPRC provide a memorandum update on PC4 and SPP to members	Tauranga Moana/Te Arawa Ki Takutai Partnership Forum members	

Date	Event	Event purpose	Meeting/ Correspondence with...	In attendance
16 March 2018	Letter sent seeking feedback on draft change and s32 (via email)	Seek feedback	Ngāti Hinerangi	
16 March 2018	Letter sent to landowners/occupiers	Advise 38 landowners/occupiers within the proposed area to be included in the Urban Limit	Affected landowners	
March to May 2018	Follow up emails and phone calls	To obtain feedback on s32 Evaluation Report	Ngāti Ranginui, Ngāi te Rangī, and Ngāti Hinerangi	
4 April 2018	Meeting with Ngāti Ranginui Iwi	Clarify consultation concerns, build understanding about PC4 & SPP, clarify future consultation methods	Ngāti Ranginui Iwi	
11 April 2018	SmartGrowth Combined Tangata Whenua Forum	To provide an update on the Tauriko for Tomorrow work	SmartGrowth Combined Tangata Whenua Forum members (Ngāti Ranginui and Ngāi te Rangī representatives invited but did not attend)	

Appendix 5

Proposed Change 4 (Tauriko West Urban Limit) to the Bay of Plenty Regional Policy Statement – May 2018

This is the version of the proposed change that was consulted on following earlier consultation.



May 2018
Version 4.0

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

VERSION 4.0

This version shows the effect of the changes to the Operative Bay of Plenty Regional Policy Statement.
Text proposed to be added is underlined. The map and diagrams proposed to be replaced are struck through.

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Note to Reader (not part of Change)

The purpose of Proposed Change 4 (Tauriko West Urban Limit) is to adjust the current Urban Limits Line and indicative timing of growth in the Regional Policy Statement to provide for the development of Tauriko West.

Proposed Change 4 involves the following amendments:

- Add Tauriko West (under Tauranga West) to Table 17 in Appendix C – ‘Indicative growth area timing and business land provision’;
- Add Tauriko West details to Diagram 1 of Appendix D ‘Indicative growth area sequencing’; and
- Amend the urban limits line in Appendix E (Map 10) – Tauranga Central – Pyes Pa) to include Tauriko West.

No changes are proposed to any of the objectives, policies, or methods contained in the RPS.

Key terms

For the purpose of this Change the terms defined or otherwise used in the Bay of Plenty Regional Policy Statement apply. For ease of reference these include the following:

Act: Unless the context otherwise requires, “Act” means the Resource Management Act 1991 and any amendments to it.

Urban activities include:

- Residential accommodation at a density of more than one dwelling per 2000 m² of site area;
- Commercial and industrial business, retailing and other commercial activities;
- Papakāinga or other Marae-based housing; and
- Any other land use for which reticulated wastewater and water supply is a requirement.

Urban limits: The outer extent of the areas (shown on Maps 5 to 15 in Appendix E) within which urban activities are located or which are committed for future urban expansion.

The Statement: refers to the Bay of Plenty Regional Policy Statement of which this change will form a part.

Appendix C – Indicative growth area timing and business land provision

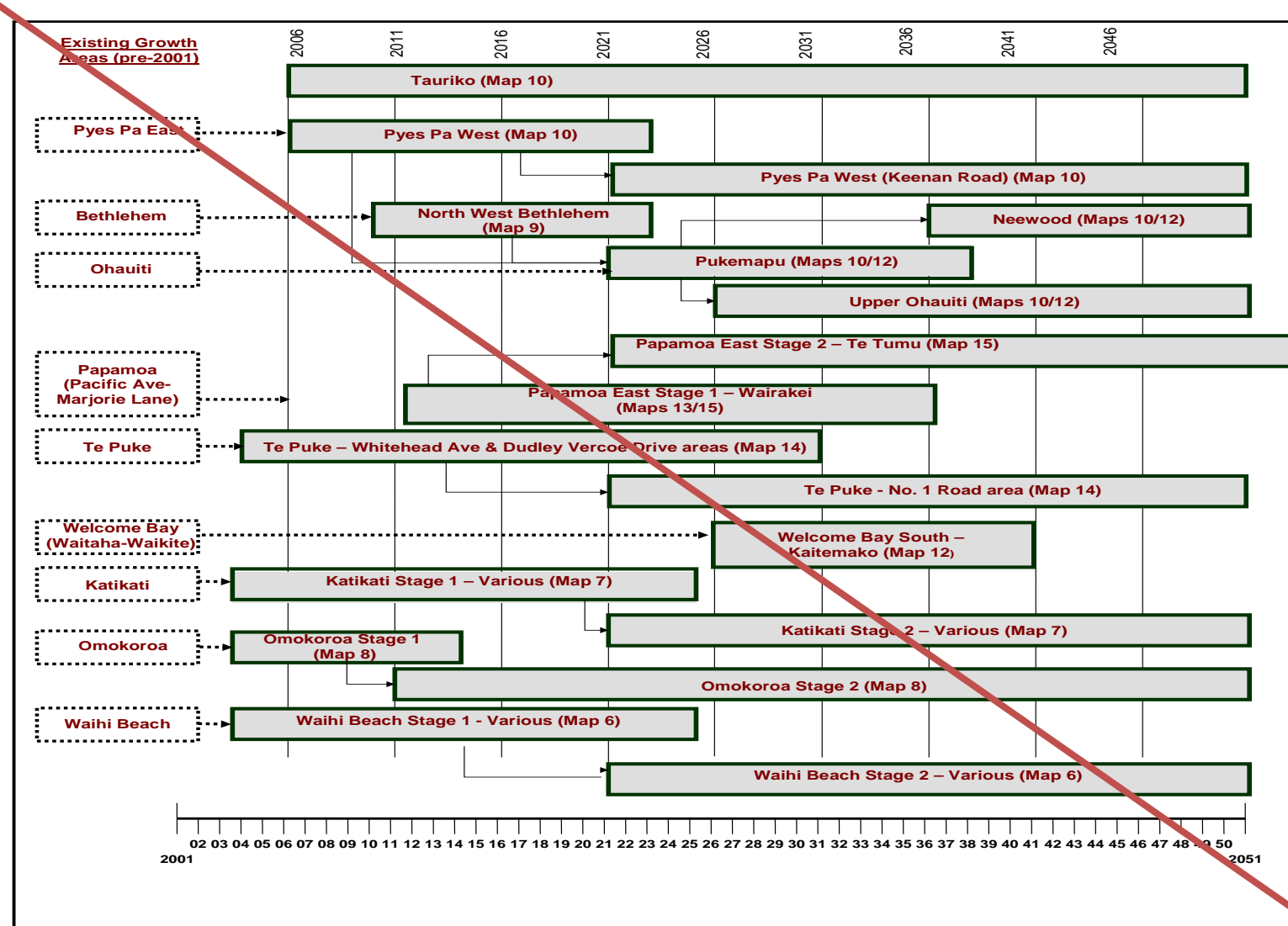
Table 17 Indicative growth area timing and business land provision table.

Management area	Growth Area	Development begins	For residential growth area development estimated capacity reached by	Provision of approximately 1000 ha net for large-scale business land
Waihi Beach	Stage 1 (various) Stage 2 (various)	Underway 2021	2041	Business land is provided at Waihi Beach through the Emerton Road Industrial Zone.
Katikati	Stage 1 (various) Stage 2 (various)	Underway 2021	2041	Existing business land and developments contiguous to it will provide for the needs of this community.
Omokoroa	Stage 1 Stage 2	2006 2011	2011 2041	Business land has been provided as part of Ōmokoroa Stage 2.
Tauranga West	North-west Bethlehem Tauriko Tauriko West	2010 Underway 2019	2045	New business land is located at Tauriko.
Tauranga Central	Infill/intensification Pyes Pa West Pyes Pa West (Keenan Rd) Pukemapu Neewood	2006 2006 2021 2021 2036	Unknown 2021 2041	Existing business land and developments contiguous to it will serve the Tauranga Central area.
Tauranga South	Welcome Bay South (Kaitemako) Upper Ohauti	2021 2026	2041 2041	
Mount Maunganui	Infill/Intensification	2006	Unknown	
Papamoa	Pāpāmoa East Stage 1 Pāpāmoa East Stage 2	2011 2021	2036 2041	The start date of 2021 for development in Pāpāmoa East Stage 2 is for residential development only. Developments that are predominantly non-residential in character may start before 2021. Any developments at Pāpāmoa East Stage 2 shall be subject to consideration of Policies UG 6A and UG 10B.
Te Puke	Dudley Vercoe Drive and Whitehead Ave areas No. 1 Road area	Underway 2021	2041	Business land will be provided at Te Puke to support the local community.
Paengaroa	Rangiuru	2007		Rangiuru business park.



Appendix D – Indicative growth area sequencing

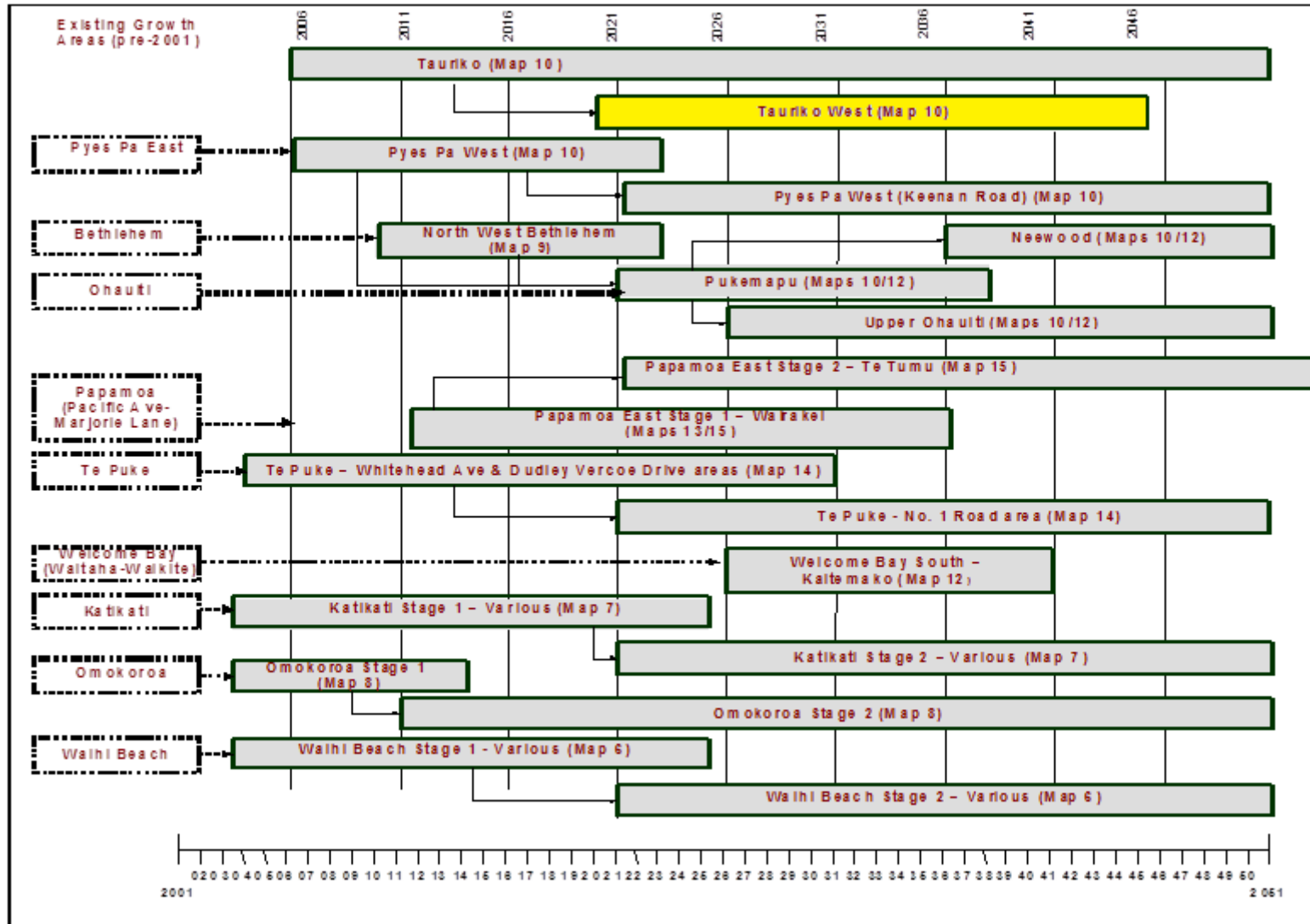
Diagram 1: Indicative growth area sequencing



Note - The start date of 2021 for development in Pāpāmoa East Stage 2 is for residential development only. Developments that are predominantly non-residential in character may start before 2021. Any developments at Pāpāmoa East Stage 2 shall be subject to consideration of Policy UG 6A and Policy UG 10B.

Appendix D – Indicative growth area sequencing

Diagram 1: Indicative growth area sequencing



Note - The start date of 2021 for development in Pāpāmoa East Stage 2 is for residential development only. Developments that are predominantly non-residential in character may start before 2021. Any developments at Pāpāmoa East Stage 2 shall be subject to consideration of Policy UG 6A and Policy UG 10B.



