Te Papa Plan and Plan Change 26 – Housing Choice
Summary of engagement
April - May 2020
Why did we engage with the community, tangata whenua and stakeholders?

We developed some ideas for the Te Papa Plan, and proposals for city plan rules and urban design guidelines for duplexes, townhouses and apartments based on previous feedback from the community, tangata whenua and stakeholders.

The focus of this stage of engagement was to involve project partners, stakeholders and the community in both the Te Papa Plan and the Housing Choice plan change and to ensure knowledge about both interlinked projects was as widely spread as possible. The engagement sought to provide people across Tauranga with an opportunity to give us their views on ideas for supporting growth in Te Papa, and on draft changes to the Tauranga City Plan to enable more housing choice. Engagement undertaken was not a formal consultation under the Resource Management Act.
How did we engage with the community, tangata whenua and stakeholders?

Due to COVID-19 Alert Level 4 and 3, we were not able to meet the community, tangata whenua and stakeholders face-to-face to talk about how we can shape the future of our city, neighbourhoods and homes together. Therefore, between 7 April and 19 May 2020 we provided a wide range of other ways people could provide feedback and get in touch or learn more about the projects. To ensure the project reaches all audiences, online engagement was supported by elements that targeted older audiences and audiences that are not online savvy, such as radio advertising, free community newspaper and newspaper advertising, as well as phone-in opportunities to speak to a member of the team and more to supplement the lack of face-to-face engagement.

Prior to the 6-week engagement period we met with a number of stakeholders in March 2020 (before COVID-19 Lockdown). Stakeholders were contacted during this stage of engagement with targeted emails for each stakeholder that provided communications collateral to share through stakeholders’ own channels and links to the webpage/survey. The purpose of this was to continue the dialogue about the project and also to raise awareness to the opportunities for engaging with the community. In addition, detailed presentations with video and technical documents were sent to some stakeholders and opportunities for conversations/feedback to project teams provided, virtual meetings were set up if requested. All stakeholders are on the distribution list for the Shape your city e-newsletter. During the pre-engagement period, a number of hui with iwi and hapū representatives were held, including attending the Te Rangapū Mana Whenua o Tauranga Moana hui to share information, provide an overview, invite questions, comments and clarification, confirm key issues and have further discussion around the plan change. Project emails were sent to key iwi/hapū stakeholders and tangata whenua groups received the regular e-newsletter. The Te Papa project team met with the tangata whenua representative group and held other project wananga (workshops).

Feedback on ideas for Te Papa and proposed plan changes has been received through an online survey, responses and queries from individuals via the website or email, feedback from stakeholders and direct engagement on a virtual one-to-one basis. A total of 950 responses were received to the online survey, covering both the Te Papa and Housing Choice components. In addition, for the Te Papa Plan we received 27 individual pieces of feedback and for the Housing Choice plan change we received 57 individual pieces of feedback via email, website, letter and one-to-one chats, and received feedback from 19 stakeholders.
Te Papa Plan

We are working on a blueprint for growth within the area from Greerton to the city centre, called the Te Papa peninsula. This blueprint aims to provide a 30-year plan for greater housing choice, safe and efficient transport options, local amenities and infrastructure needed to support healthy and connected neighbourhoods and communities.

In April and May 2020, we asked the community and stakeholders for their feedback on proposed ideas, potential projects and initiatives to support growth in the Te Papa peninsula.
What the community told us

The type of feedback we received shows that we are on the right track with the direction the Te Papa Plan is taking. Community feedback shows overall support for the ideas, projects and initiatives that support unique, liveable, connected and healthy neighbourhoods, and the need to take a coordinated, comprehensive and integrated approach in working towards these.

The way we move around was the biggest issue raised by the community. This is consistent with the outcomes of community engagement in August/September 2019 where transport was the main activity people wanted to see improved. Most of the feedback supports more choice for different transport options, encouraging more active modes and supporting higher-frequency public transport. However, there was also some feedback that prioritised increasing road capacity and carparking over everything else, given existing issues with congestion and accessibility. Some comments expressed support for consideration of rail and ferry opportunities.

The city centre presents the biggest area where change is required. Feedback pointed at issues with the current situation including retailers moving out to shopping malls where free parking is provided, lack of things to do that bring people into the city centre, and ongoing disruption to businesses from construction works. There was significant support for a higher density living environment acknowledging the benefits of having more people living in the city centre in order to support increased retail, hospitality and commercial activity, and to create a more vibrant city centre. This is interlinked with amenity improvements to the streetscape, open spaces, and community facilities, including continuing to develop the waterfront as a key destination.

Three areas were identified where more thought is required including taking a stronger stance on:

- environmental issues such as climate change
- the wide range of transport options that people could use including mobility scooters, electric scooters and e-bikes
- having a greater and more urgent focus on redevelopment opportunities in Merivale.

Some comments pointed at taking a more ambitious and bold approach to planning for the future of Te Papa, and learning from other cities in New Zealand and internationally. Several ideas were provided on public transport including making it free to young and old, using smaller buses in off-peak times, and ensuring wider city connections are in place to get people into Te Papa.

Opposition to developing the racecourse land for housing in the longer term was identified. This included comments made on the Greerton ideas and also feedback through other areas of the survey and general email/one to one feedback. Comments identified the value of having a significant green space in an area where we are planning for higher density development, likening it to Hagley Park in Christchurch and Central Park in New York. The future potential to develop open space connections from the racecourse to Kopurerera Valley and Greerton, and to create more community activities and events was also mentioned.

The expansion of the hospital campus was another area where the survey outcome identified this as the top priority, yet the comments did not support expansion, identifying the need for satellite services in Papamoa and that the land would be better utilised for housing developments.
Top ranked ideas*

*Top ideas under each of the survey sections

- **Environment:** Improve our environment and develop a programme to reintroduce native plant species and improve air and water quality (healthy and liveable neighbourhoods).

- **Public Transport:** Work with Bay of Plenty Regional Council, businesses and residents to implement public transport priority measures along Cameron Road, to provide for safe, easy and convenient use of public transport (connected neighbourhoods).

- **City centre vision:** Work with the community, stakeholders and other agencies to develop a refreshed and updated vision and plan for the city centre that responds to current challenges (city centre).

- **Extend hospital campus:** Work with the District Health Board to develop and support their plans for the hospital, including the potential to extend the campus and integrate with other health care related activities to provide a comprehensive accessible health and wellbeing precinct for the city (Gate Pa/Pukehinahina).

- **Meet community needs:** Continue to work with the Merivale community and agencies including Accessible Properties and Kāinga Ora to provide housing, public spaces, facilities and services that best meets the needs of this community (Merivale).

- **Green corridors:** Work with the community to identify and create green corridors that provide safe walking and cycling connections, connecting local parks, schools, the town centre and other key destinations (Greerton).
What our stakeholders told us

Key stakeholder feedback supports the direction that the Te Papa Spatial Plan is taking, with some areas requiring more discussion and thought including alignment with national direction, centres hierarchy, reflecting mana whenua aspirations, prioritisation of Merivale redevelopment, and the extent of project boundaries. Project partners identified the value of the approach taken to date in working together on developing the plan, with others requesting the opportunity to have more involvement in the process.

Mana whenua engagement

For the Te Papa project, a specific mana whenua representative group has been set up. Engagement, including regular hui and other project wananga (workshops) has taken place since October 2019 and is planned through to September 2020. Mana whenua representatives were involved in the design sprint option development early in the process and, over the coming months, will contribute towards the development of cultural outcomes and principles to be included within the Te Papa Spatial Plan. These outcomes and principles will assist in guiding ongoing engagement and partnership with mana whenua on future projects within the peninsula.

What will we do with this feedback and what are the next steps?

Development of the Te Papa Spatial Plan is underway. The Te Papa discussion document used for engagement will form the basis of the spatial plan which will be presented to Council in late 2020. Community feedback will be used, alongside technical information, to determine priorities for the implementation plan and to identify areas which require further work. We will continue to share what we heard from the community through this round of engagement, how this feedback will be used, and keep people informed as the project progresses.
Plan Change 26 – Housing Choice

To allow Tauranga to grow up as well as out, our city plan rules need to enable more housing choice. So, we are working on proposed changes to the city plan to make it easier for people to build – if they want to – different types of houses such as duplexes and terraced housing in suburban areas across the city, and residential buildings with additional height such as apartments along the Te Papa peninsula.

In April and May 2020, we asked the community and stakeholders for feedback on the details of the draft plan change.
What the community told us

The survey responses for the Housing Choice plan change indicate general support for the direction and rule framework for each of the proposed housing types/criteria in the Suburban Residential Zones, Te Papa area, residential activities in the Commercial Zone, and the Urban Design Assessment criteria.
Comprehensively designed development (such as terraced housing) in Te Papa

For comprehensively design development in Te Papa, the proposed rules received more support than opposition. Proposed rules on height received a high level of support. Those who sought to amend the height provision, supported greater height allowances – particularly around the city centre and shopping/transport hubs. Whilst a greater number of respondents supported the density provision than opposed it, overall this rule, along with car parking, received the highest level of opposition of the Te Papa topics. Respondents who opposed or wanted the density provision amended, considered that the existing density should be retained, or that density requirements should be specified and a minimum site area applied. Car parking again garnered comments about the street parking resource and considerations around public transport.

Comprehensively designed development (such as terraced housing) in the Suburban Residential Zone

The proposed rules for comprehensively designed development received broad support from the community. In particular, there was a high level of support for waste management and cycle parking rules. Density, whilst supported by most respondents, did garner a higher proportion of opposition than the other topics. Concerns were expressed about the ability to create visually attractive dwellings and quality of life considerations. As with duplexes, the car parking discussion included street parking, public transport proximity, and calculation of parking requirements.

Duplexes in the Suburban Residential Zone

The majority of feedback supported the proposed rules for duplexes, with the density provisions receiving the highest support. Car parking and private outdoor living space rules attracted the highest level of discussion. For car parking, impact on the street parking resource, the calculation of car parking requirements and proximity as well as use of public transport featured in respondents’ considerations. Responses around private outdoor living space ranged from comments around the size, shape, flexibility, location, accessibility and screening of outdoor living space and also balcony setbacks.
Residential activities in the Commercial Zone

For residential activities in the Commercial Zone, the proposed provisions received more support than opposition.

Moving residential activities from a permitted to a restricted discretionary activity status garnered more support than opposition by approximately 3:1. Comments in support of the change in status indicated that legitimate business should not be driven out of locations by reverse sensitivity effects, and that it is necessary to regulate to avoid poor outcomes including prevention of ad-hoc development with poor design and amenity outcomes. Comments in opposition or proposing an amendment highlighted that developers may consider resource consents as a barrier adding significant costs and delays.

Precluding residential activities from the ground floor of commercial spaces again was supported 3:1. Respondents supporting the restriction of residential activities to upper floors did not, on the whole, list the reasons for this support although the impacts of road noise/foot traffic/possibility of loiterers, etc., was highlighted. Cost and complexity, and consequent discouragement of development were indicated by those opposing the proposal for a more complex resource consenting process.

Comments addressing other changes to Commercial Zone rules proposed by the plan change were broadly supportive. Car parking garnered the most responses – removal or reduction of parking was considered appropriate looking to the future, and to support the production of affordable housing. A couple of comments did touch upon the need to partner living in commercial areas with more green space for residents.

Urban Design Assessment Criteria

Broad support was received for the urban design assessment, with movement networks and sustainability being the most frequently commented on. Discussions around sustainability included the need to improve current building standards, to incorporate renewable energy, low carbon materials, green infrastructure, and requirements for onsite stormwater retention. Discussions around movement networks included wanting to see car sharing and walking/cycling supported.

Climate change, capacity of infrastructure, and the importance of the public realm including requirements for shared green space in association with increased density, were also discussed.

In terms of what we missed, one-third of respondents wanted to see good quality open spaces to support housing intensification. Other comments referenced sustainable design, and the need to recognise and provide for cultural and historical aspects.
What our stakeholders told us

We conducted targeted engagement with central government agencies (Ministry for the Environment, Kāinga Ora, Ministry of Housing and Urban Development), tangata whenua, Property Developers Forum and major developers, Housing Affordability Forum, Community Housing providers, Property Council, house building firms, Waka Kotahi NZ Transport Agency, Western Bay of Plenty District Council, Bay of Plenty Regional Council, Bay of Plenty branch of the New Zealand Planners Institute, and the Bay of Plenty branch of the New Zealand Architects Institute.

Nineteen stakeholder groups provided responses. The feedback received was broadly supportive of the direction of the plan change. Comments ranged from a high-level to a rule-by-rule analysis. Matters discussed included activity status, notification provisions, Residential Outcomes Framework, inclusionary zoning, incentivising development, affordability considerations and the extent of the Te Papa ‘increased housing choice area’. Some respondents consider that not including Merivale, Parkvale and western Greerton as part of the current plan change is a missed opportunity.

General support was received for providing increased densities focused around centres and more intensive forms of housing (including duplex dwellings, townhouses and apartments). Removing a minimum site area and density requirements received general support too. Some stakeholders requested that the activity status for comprehensively designed development should be amended to permitted or controlled rather than Restricted Discretionary, stating that this would provide greater certainty for developers. As an alternative to duplex dwellings, some stakeholders requested that two detached dwellings on a 400m² site should be permitted in the Suburban Residential Zone and that the definition for comprehensively designed development is amended to remove the requirement to be ‘attached’. In addition, some stakeholders considered the rule framework to be too prescriptive.

Stakeholders were in general supportive of removing car parking minimums, and that it should be left to the market to decide. There was also general support for requiring a minimum number of cycle parks.
Tangata whenua engagement

Tangata whenua feedback included matters such as the transferability of the plan change to Māori and settlement land, alignment between Western Bay of Plenty District Council and Tauranga City Council, projected demand for smaller housing, infrastructure provision, social and affordable housing, Tauranga Moana Principles, sustainability and viewshafts.

What will we do with this feedback and what are the next steps?

The final proposed Plan Change 26 – Housing Choice will now be prepared, taking into account the feedback received during this round of engagement. In late 2020 the final proposed plan change will be notified – this is a formal round of consultation as prescribed in the Resource Management Act (RMA) providing the community an opportunity to make submissions. This process also includes the notification of the summary of submissions for further submissions. Hearings will take place in 2021, subsequently decisions will be released and depending on appeals to the Environment Court the plan change will become operative after that.
Where we are up to now

Te Papa Spatial Plan

- **2019**
  - **MAY TO JULY**
    Planning and setting the scene
  
  - **AUGUST TO OCTOBER**
    Community engagement on values - analysis and reporting
  
  - **OCTOBER TO MARCH**
    Design sprints and development of proposed ideas
  
- **2020**
  - **APRIL, MAY**
    Community engagement on proposed ideas
  
  - **MAY TO OCTOBER**
    Analysing feedback and progressing the Te Papa Spatial Plan
  
  - **OCTOBER TO DECEMBER**
    Final Te Papa Spatial Plan

- **2021**
  - **2021**
    Community engagement on projects as part of the LTP community engagement

Housing Choice Plan Change 26

- **2019**
  - **MAY TO JULY**
    Understanding what changes can be considered
  
  - **AUGUST TO MARCH**
    Drafting, testing, technical assessments and research. Awareness raising on citywide plan change
  
- **2020**
  - **APRIL, MAY**
    Pre-notification engagement on draft plan change
  
  - **MAY TO OCTOBER**
    Analysing feedback and finalising the proposed plan change.
  
- **2021**
  - **LATE 2020 TO EARLY 2021**
    Public notification of plan change. Summary of submissions and further submissions
  
  - **2021**
    Hearings. Plan change becomes operative. Keep community informed throughout statutory process