

Attachment B:

Te Puna Village Commercial Area

Issues and Options

Scope

The focus is on the commercially zoned land at the intersection of SH2, Te Puna Road and Minden Road. This area is commonly known as Te Puna Village.

The commercial zone is approximately 5.5 hectares in size.

For the majority of the commercial area the adjacent District Plan zone is rural, with the exception of the Post Harvest zone on the corner of Te Puna Road and Armstrong Road.



Issues and Options

Based on the community engagement outcomes, five key issues have been identified:

1. Wastewater
2. Transport
3. Commercial zone
4. Amenity
5. Bigger picture

For each issue, a summary of the community feedback, a brief explanation of the current situation and high-level options for discussion are provided. Further detail on the options will be provided as a next step depending on the direction given, as for some options it is likely that a more comprehensive analysis will be required to inform future decision-making.

Key considerations are outlined after the issues and options section of this attachment.

Issue 1: Wastewater

Community feedback summary

Recognise the non-performance of existing wastewater systems and impact on the environment, high cost of onsite treatment and removal, limited land area available to deal with wastewater on site, and the limitations this all has on the ability to grow business in this area, despite there being demand to do so.

An option identified in the feedback was to develop a community waste water treatment facility. This would be better for the environment and enable efficient use of the zoned land.

Current situation

Te Puna Village commercial zone is not currently serviced by Council's wastewater infrastructure. Council has stated that no reticulation will be provided to this site. It is not currently identified as an urban growth area and is not within a BOPRC maintenance zone. Therefore, landowners need to manage their wastewater in accordance with the BOPRC Onsite Effluent Treatment Plan (OSET).

Within the Te Puna Village a number of wastewater issues have been identified due to failing systems and resultant issue of wastewater not being treated to the required standard and or properties experiencing wastewater overflow. Generally commercial development is not compatible with onsite wastewater disposal, as it needs approximately one third of the site to be set aside for a disposal area, especially with businesses that have high water usage that requires discharge into wastewater systems.

Options for discussion and consideration

Option	Pros	Cons
<p>1A <u>Status quo</u></p> <p>BOPRC to continue with undertaking an on site effluent compliance programme through working with consent holders.</p> <p>Council to ensure all consents in or adjacent to the commercial zone are provided to BOPRC to assess compliance with the OSET Plan and ensure the rules are adhered to.</p>	<p>The wastewater issues are current and need to be resolved in the short term to prevent any potential environmental impact.</p>	<p>Impact on business operations in the area.</p>
<p>1B <u>Investigation into issues/options for a community wastewater scheme for the Te Puna commercial zone</u></p> <p>Work with BOPRC and business/landowners to explore options for a community wastewater scheme including system and land requirements, costing, and funding options.</p>	<p>Potential to provide a long term solution to the wastewater issue.</p>	<p>Likely to require significant investment from the businesses.</p>
<p>1C <u>Investigation into issues/options for connecting the Te Puna commercial zone to the Omokoroa wastewater pipeline</u></p> <p>Analysis and monitoring of Te Puna West and Omokoroa to understand capacity is underway which will provide a basis for a discussion on where any additional capacity could be provided and how.</p>	<p>Potential to provide a long term solution to the wastewater issue, and contribute to costs of pipeline.</p>	<p>Impact on capacity to provide for Omokoroa development.</p> <p>Precedence likely to trigger further requests in Te Puna to connect to reticulated system.</p> <p>Impact on TCC/WBOPDC</p>

Option		Pros	Cons
			contractual arrangements.
1D	<u>Investigate options for strengthening District Plan rules</u> Explore options for how District Plan rules may better manage wastewater in this commercial zone in the future.	Could have more specific requirements for different types of retail activity (if they generate more wastewater).	The wastewater issues are current and need to be resolved in the short term to prevent any potential environmental impact.

Relevant to all options is that if a decision is made through the Future Development Strategy to explore Te Puna urbanisation, then wastewater infrastructure capacity will need to be considered over the next three years. However this is likely to be a long term option (20+ years) and will not solve existing problems.

Issue 2: Transport

Community feedback summary

There are issues with speed limits on SH2, access/egress from the commercial area onto Minden Road, and conflict between vehicles and trucks on Te Puna Road.

Need improved pedestrian connectivity between and within all four corners of the commercial area and then extending up Te Puna Road and Minden Road. This is not safe and does not encourage walking and cycling activity.

Need bus shelters.

Need park and ride facilities.

Tauranga Northern Link should have a positive impact in terms of reducing traffic volumes and providing a safer pedestrian environment. Some concerns about lack of profile and loss of business.

Current situation

A speed limit review of SH2 between Katikati and Bethlehem is intended to be undertaken by NZTA in 2019. This will look at the potential lowering of the speed limit through Te Puna. The Tauranga Northern Link construction timeframes have yet to be confirmed.

The existing gravel walkway from Armstrong Road to the commercial area will be replaced with a concrete path in 2019/20 to connect to the concrete path that extends east of Armstrong Road along Te Puna Road. This is currently being costed by transport staff. There are no current plans by NZTA to improve pedestrian connectivity across SH2 or provide bus shelters or park and ride facilities.

The Omokoroa to Tauranga cycleway will go along Borell Road (from Snodgrass Road), connect into Te Puna Road and then head along Lochhead Road. Along with recreational and

tourism opportunities this cycleway will provide an alternative, safer transport route to SH2. The Te Puna Village could become a popular destination and stop off point for users of the new cycleway.

Options for discussion

Council could choose one or more options.

Option	Pros	Cons
2A	<p><u>Status Quo</u></p> <p>No change.</p>	<p>Does not respond to a key issue raised by the Te Puna community.</p>
2B	<p><u>NZTA/BOPRC discussions regarding pedestrian access within and around the commercial zone.</u></p> <p>Discuss with NZTA/BOPRC options for improving pedestrian access across SH2, bus routes, and park and ride facilities. Determine viability of improvements how this relates to decisions on the Tauranga Northern Link timing.</p>	<p>Community plan supports improved and safe pedestrian connectivity across SH2 and across local roads (council).</p> <p>District Plan Lifestyle zone - consideration will be given to vehicle, walking and cycling connectivity between the Minden and the Te Puna peninsula to retain the integrated character of the community.</p> <p>Could be part of a package of improvements considered as part of Tauranga Northern Link project.</p>
2C	<p><u>Council prioritisation of wider walkway development in Te Puna</u></p> <p>Include consideration of further development of walkways on Te Puna Road and Minden Road to connect people to the commercial area. Te Puna Road is in the prioritisation of the annual work programme for 2019/2020. Minden Road is not in the programme.</p>	<p>Community plan supports improved and safe pedestrian connectivity across SH2 and across local roads (council).</p> <p>Lifestyle zone - consideration will be given to vehicle, walking and cycling connectivity between the Minden and the Te Puna peninsula to retain the integrated character of the community.</p>

Issue 3: Commercial Zone

Community feedback summary

High utilisation by local community, especially Nourish, ITM, BP, Farmlands, Waterforce, Four Square, Te Puna Deli, Bostock Butchery, Te Puna Vets, Te Puna Liquor Centre.

Value this area providing local services to local community, and not having to drive into Bethlehem and Tauranga for these services due to traffic and convenience.

Village feel is important and needs to be retained (and incorporated more into the whole area and new developments). Many referenced Matakana Village (north of Auckland) as an example of what could be achieved. Concern that 'big industry' or large scale development would not be a good fit and would lose community, rural, small scale and village feel in the area.

Limitations to growth as not much commercial land is available to do this and issues with consents and wastewater (from a local business). Demand is there to expand existing services and provide new services primarily to the local community. Need to deal with existing issues first.

New businesses should be focused on providing services to the local community.

Differing views as to whether the area needs to grow – Most are concerned that if it does grow it will lose its village appeal and impact on rural character. Some feel that there is demand for further commercial activities in this area and that this should occur within and adjacent to the existing zone (with better controls in place to manage how this occurs). Industrial to go to Te Puna Station Road.

Retail shops and more cafes to create community hub vibe.

Family friendly restaurant, compliment existing cafes, provide an evening venue.

More convenience type providers would add to the area and help create more of a village atmosphere i.e. General Store, Medical Centre (pharmacy, doctors, dentist, physio), speciality shops

Te Puna Markets to support local growers and local small businesses.

Need to ensure sufficient carparking if it does expand.

New community centre will be great for this area and contribute to community hub and village atmosphere.

Ensure Te Puna Community Plan is a key consideration of options for commercial zoning alterations, in particular reflecting our identity and maximising opportunities from the Tauranga Northern Link.

Manage impacts of commercial (and Post Harvest Zone) activities on surrounding areas e.g., light building design, environmental impacts, amenity, traffic etc.

Current situation

Plans to extend commercial zone and provide for light industrial activity on the north eastern side of Te Puna Road. The landowner has indicated they want to work together to look at

how wider objectives could be achieved through this development (but recognise extent of compromise or trade off in this).

Plans to redevelop the ITM site once they vacate the premises (as the lease has expired).

Potential to extend the commercial zone on Minden Road (southern side) to complete the block to the edge of bank. Part of this is currently zoned rural.

Other than that, we are not aware of any other proposals to extend the commercial zone.

Options for discussion

The ability to commence these options is largely dependent on the outcome of Issue 1: Wastewater. Council could choose one or more options.

Option		Pros	Cons
3A	<p><u>Status quo</u></p> <p>No further work done to explore options for the potential extension of the commercial zone at Te Puna Village.</p>	<p>Concentres activity within existing commercial zone.</p>	<p>Landowner/developers wanting to expand their activities.</p>
3B	<p><u>Explore options for the potential extension of commercial zone on the Te Puna Road northern side.</u></p> <p>Look at options for achieving wider objectives for the site (identified by the community through this process). Consider adjacent landowner issues with any potential expansion. Consider the type of activities that might be accommodated in an expansion. Consider outcome of Issue 4. Previous plans have indicated the need for light industrial as well as commercial.</p>	<p>May help achieve wider objectives for the site, including better layout and landscaping.</p> <p>Assists landowner/developer to realise their objectives and investment.</p> <p>Potential to provide local employment opportunities and more local services to the local community.</p>	<p>Impacts on adjacent landowners and rural character.</p>
3C	<p><u>Explore options for the potential extension of commercial zone on the Minden Road southern side (and to follow property boundaries).</u></p> <p>Look at options for achieving wider objectives for the site (identified by the community through this process).</p>	<p>May help achieve wider objectives for the site.</p> <p>Assists landowner/developer to realise their objectives and investment.</p>	<p>Impacts on adjacent landowners and rural character.</p>

Option		Pros	Cons
	<p>Consider adjacent landowner issues with any potential expansion.</p> <p>Consider the type of activities that might be accommodated in an expansion.</p> <p>Consider outcome of Issue 4.</p>	<p>Potential to provide local employment opportunities and more local services to the local community.</p>	

Issue 4: Amenity

Community feedback summary

The commercial area needs to be tidied up. General look and vibe of village is not very inviting due to random mix of retailers, building design, rubbish everywhere, and lack of landscaping.

More control over the design and layout of developments, including landscaping. This area is a gateway to Tauranga and Te Puna and needs to be attractive and inviting. Opportunity to reflect Te Puna's history and rural character through design standards.

Further expand and create village theme. Opportunity to become the Matakana of Tauranga.

Identify opportunities to provide cultural, art and history in the area.

Provision of a playground and public open greenspace. Could use this area for markets and community events and would add vibrancy to the area.

Current situation

Only design and landscaping or amenity controls are through District Plan objectives, policies and rules.

Opportunity for new hall landscaping to add amenity and incorporate identity elements.

The closest playground is at Te Puna School.

Options for discussion

Council could choose one or more options.

Option		Pros	Cons
4A	<p><u>Status quo</u></p> <p>No change to current approach. Not a funding or resourcing priority for Council at this time.</p>		<p>Does not respond to a key issue raised by the Te Puna community.</p>
4B	<p><u>Public open space</u></p> <p>Location options include to provide as part of hall development or work with landowners to tidy up vacant</p>	<p>Meets local/visitors needs if integrated with retail/café activities</p>	<p>Cost to establish and to maintain</p>

Option	Pros	Cons
<p>space or consider use of rural land or consider in any expansion/development. Consider playground if safe and appropriate location for this.</p>		
<p>4C <u>Facilitate community project to incorporate/promote village theme and art, heritage, cultural features into commercial zone</u></p> <p>Work with the community and landowners/businesses to come up with a plan for how this can be realised including consideration of design elements and landscaping, and explore options for funding implementation of this.</p>	<p>Aligns with community plan and community feedback through this process.</p>	<p>Costs of process and implementation.</p>
<p>4D <u>Investigate options for strengthening District Plan rules</u></p> <p>Look at how design/landscaping objectives/policies/rules can be strengthened to achieve improved outcomes for commercial zones such as Te Puna.</p>	<p>Aligns with community plan and community feedback through this process.</p>	<p>Only applies to new activities – cannot be retrospective to existing activities</p>

Issue 5: Bigger picture

Community feedback summary

Te Puna Community Plan focus on green wedge and protecting rural character. Pirirakau do not want more residential development in Te Puna.

Comprehensive approach through tools such as a structure plan. The commercial area is too separated and disjointed with ad hoc development undertaken to date. The whole area lacks cohesiveness and needs a better layout.

Consider opportunity to provide housing and social services around the commercial zone – think outside the square.

Current situation

District Plan objectives/policies/rules aim to protect productive land and rural amenity.

The Draft Future Development Strategy raises the question as to whether Te Puna should be considered for urban development in the long term (20-30 years). If the conclusion was to consider such action, then detailed studies would be undertaken over the next three years to see if it would be feasible to urbanise the area, and how it might be achieved. Consideration of any further housing activity in Te Puna (including a potential Special Housing Area around the commercial zone) needs to be a part of the Future Development Strategy process.

No structure plan in place for the Te Puna commercial area.

Options for discussion

Council could choose one or more options.

Option	Pros	Cons
5A <u>Status quo</u> No action taken to specifically respond to these issues.		Does not respond to a key issue raised by the Te Puna community.
5B <u>Structure Plan</u> Develop a structure plan for the Te Puna commercial zone (and potential adjacent land to consider future development). Consider how all key issues raised in this paper could be responded to through the structure plan process. Community engagement essential part of the process.	Provides a comprehensive approach to future development of the Te Puna commercial zone.	Significant resource required to undertake this process. This is not currently prioritised in Councils work programme. Question how much of the current situation can be changed/improved.

Key Considerations

Te Puna Community Plan

The Te Puna Community Plan was developed in 2017, updating the previous 2007 version. The Plan provides an insight into community aspirations for Te Puna and how these might be achieved. The Plan recognises that our commercial areas are extremely important for our resilience (food, services, and resources) but considers that commercial/retail activity should be limited:

- Te Puna is to be kept an essentially rural area by limiting industrial and commercial areas to current locations and focusing on local services.
- This involves recognising the existing commercial activity at Te Puna Village and Clarke Road and consolidating any future development at these locations to serve the local catchment.

It is recognised that Te Puna residents earn their living in a variety of ways, both within and outside of the area, and that there is room alongside farming and horticulture for commercial, retail and home-based businesses:

- Retain and monitor current District Plan controls on home-based businesses.
- Conduct a survey to accurately measure the scale and type of business enterprises in Te Puna.
- The Plan tests the concept and framework for identifying, maintaining and protecting the areas 'rural character' from a community perspective. Bethlehem is recognised as a larger commercial area (with a supermarket) that also plays an important role to the people and businesses of Te Puna.

The Plan outlines future opportunities for commercial activities in the area:

- Maximising opportunities from the Tauranga Northern Link to achieve the best outcomes for local businesses: support and encourage participation in consultation processes with transport agencies to achieve good outcomes for connections and amenity values.
- Preservation and interpretation of landmarks and places of significance, both ancient and modern, will help people recognise and identify Te Puna.

Relevant Council direction to date

In 2015 the Policy and Strategy Committee declined to proceed with a proposed plan change for Te Puna that would increase the commercial zone and include a light industrial zone on the Rex McIntyre land (behind the BP and Four Square).

In 2015 Zariba Holdings made a submission to the 2015-25 Long Term Plan requesting to work with Council to investigate the opportunity to connect the growing Te Puna commercial area and adjacent post-harvest zone to the wastewater pipeline. Zariba noted that the current situation is unsustainable and is restricting economic development. Council's response was that the Tauranga City Council (TCC) agreement for the pipeline was amended to only allow properties to connect to the scheme that are within the Te Puna residential zone and cannot comply with the BOPRC Onsite Effluent Treatment Plan. The Te Puna commercial zone did not meet these requirements (at the time) and therefore cannot connect.

In 2018 further correspondence with developers discussed issues with effluent soakage and the potential this could have on halting further development. The issues are difficult to resolve

as there is little room to provide a land treatment area. Council response was that Council's position has not changed and opportunity to reticulate and connect to Omokoroa pipeline is not an option in short to medium term due to capacity issues (and capacity to be picked up in Omokoroa as an urban growth area). Council suggested consideration of a community scheme with all commercial property owners contributing.

In 2018 a further proposal to extend the commercial zoning was presented to a Policy Committee workshop on 10 April 2018. The landowner was proposing to do this via a Private Plan Change. Council asked staff to produce a paper that discussed the options for the planning for the future of the village, the land around the SH2/Te Puna Road/Minden Road intersection. The outcome was direction to undertake a community engagement exercise with the Te Puna community to understand their expectations for the future of the commercial zone, and appetite for expansion.

Te Puna growth

The Draft Future Development Strategy raises the question as to whether Te Puna should be considered for urban development in the long term (20-30 years). If the conclusion was to consider such action, then detailed studies would be undertaken over the next three years to see if it would be feasible to urbanise the area, and how it might be achieved.

In 2013, the population of Te Puna (Te Puna and Minden Area Units) was 6,834 and projected to be 7,385 in 2018. This is estimated to increase to 8,093 by 2028 (an additional 708 people over the next ten years) with no further growth projected. This equates to 2,954 dwelling units in 2018 and 3,354 dwelling units by 2028.

The Minden Lifestyle zone (operative in 2012) provides opportunities for lifestyle living close to the City of Tauranga with good views over the Harbour and wider Bay of Plenty. This is envisaged as being a lifestyle location with 1730ha that will be developed over a period of up to 40 years. This growth is factored into the above projections.

Commercial zone

The commercial zone for Te Puna was inserted into the District Plan many years ago in recognition of the activities that existed or were planned at that time. The aim of commercial zones throughout the District is to provide a vibrant commercial environment that encourages social and cultural interaction in our communities. The rules are fairly permissive in that retail is retail so there is no consideration of the implications of different types of commercial activity (e.g. book shop vs a butcher).

For an area like Te Puna, there is no set formula used to determine how much commercial land is needed. It is a given that a community of this size should have access to a commercial centre to service the immediate catchment but how big that is and the types of services it provides is largely driven by land use zones, infrastructure capacity and the market response to community demand.

The current mix of services provided by approximately 30 businesses operating within the commercial zone can be categorised as follows:

Type	Businesses
Cafes and bars	Nourish, Te Puna Tavern and Minden Restaurant, Top Shot Bar
Retail food/liquor outlets	Te Puna Four Square, Te Puna Deli, Naked Meats Butchery, Te Puna Liquor Centre, Minden Munchies Lunch bar
Accommodation	Minden Backpackers, Accommodation Te Puna
Service providers	Farmlands, Waterforce, Te Puna Vets, BP Connect, Te Puna Motors
Education	Above and Beyond, Te Puna Kindergarten
Building construction companies	Federation Homes, Supermac Group (portable buildings, industrial construction and equipment hire), Skyline Buildings, Canam Construction, Advanced Housing Systems, ITM.
Real estate	Ray White, Professionals.
Retail (clothes and homeware)	Heaven and Home, Dorje Boutique
Design	Quarry Commons (co-working space and design)

Bethlehem Town Centre is approximately 4.5km from Te Puna Village, a 5-minute car journey depending on traffic. Bethlehem provides a larger commercial area and includes a supermarket, retail clothes and homeware, fast food, restaurants, cafes, and Kmart.

Clark Road Village (zoned rural) is 1km away and has a café, accountancy, gallery and homeware, dog day-care and grooming.

Wastewater

Te Puna Village commercial zone is not currently serviced by Council's wastewater infrastructure. Council has indicated that no reticulation will be provided to this site. It is not currently identified as an urban growth area and is not within a BOPRC maintenance zone. Therefore, landowners need to manage their wastewater in accordance with the BOPRC Onsite Effluent Treatment Plan, or store wastewater for frequent collection by a contractor. On-site effluent treatment systems include septic tanks and associated soakage fields and advanced aerobic systems.

Within the Te Puna Village a number of wastewater issues have been identified due to failing systems and resultant issue of wastewater not being treated to the required standard and or properties experiencing wastewater overflow. BOPRC is aware of these issues and is currently undertaking an on-site effluent compliance programme through working with consent holders directly to ensure compliance.

Any future development in the Te Puna Village needs to carefully consider requirements around on-site wastewater. Generally commercial development is not compatible with onsite wastewater disposal, as it needs approximately one third of the site to be set aside for a disposal area, especially with businesses that have high water usage that requires discharge into wastewater systems. Many commercial wastes need special treatment which can be expensive and the treatment systems require regular servicing.

Council has an agreement with TCC to take the wastewater from Omokoroa only and treat it at their wastewater treatment plant on Chapel Street. This agreement has been amended to allow the connection of properties in Te Puna West. However, this amendment only allows properties to connect to the scheme that:

- Are within the Te Puna West residential zone (in the current District Plan); and
- Cannot comply with the BOPRC OSET Plan.

Council has advised commercial landowners that have requested for this connection to occur, that the designed capacity of this pipeline precludes addition of other areas connecting to the pipeline as the focus is on servicing Omokoroa in the first instance as one of Council's four urban growth areas. The design of the wastewater system for Te Puna West, being a sealed system, meant that very little additional pipeline capacity was required to service this residential catchment. If the monitoring undertaken at Te Puna West shows that a similar system could be utilised for Omokoroa and this could result in capacity in the pipeline, the likely option is for Council to seek greater development density in Omokoroa, rather than connect additional developments.

Transportation

NZTA recently completed the Te Puna/Minden Road intersection upgrade with development of the roundabout. The intent of this was to improve safety at a high risk and increasingly busy intersection, and accommodate future traffic demands as the population grows. The project included purchase of Council land and removal of the hall, as well as purchase of part of the McIntyre land for an access road and now for the future location of the hall. A pedestrian access point was provided near where two bus stops are located (in front of the motel). A small park and ride facility (6-8 carparks) has been allowed for but this is not a formalised space for this purpose.

The roundabout was built to deal with a potential expansion of the commercial zone as well as further intensification of the DMS Post Harvest zone. However, this was done at a time when it was assumed that the Tauranga Northern Link would be commencing construction now which isn't the case.

SH2 in Te Puna has an estimated 20,000 – 22,000 vehicles per day travelling through this area, an increase of 3,000 vehicles per day since 2015. NZTA recently announced that they have confirmed the need for the Tauranga Northern Link and that this will be a two-lane route, one in each direction between Te Puna and Tauranga based on current alignment. Options for additional lanes on SH2 could include a range of uses such as public transport. NZTA will work with Councils to discuss the broader network approach in the context of government focus on safety and mode neutrality. These discussions will need to take into account landuse pattern (current and future) and the role and function of Council's local road network. The construction timing and form of this route is dependent on growth and funding priorities across New Zealand so no timeframes are confirmed at this stage.

SH2 safety improvements between Omokoroa and Te Puna include an upgrade of Omokoroa intersection, and working with partners to improve and encourage public transport use including allowing greater space for public transport and high occupancy vehicles.

A speed limit review of SH2 between Katikati and Bethlehem will be undertaken by NZTA in 2019. This will look at the potential lowering of the speed limit through Te Puna.