

13.2 Ohauti Site Access Assessment: Option Identification and Evaluation

File Number: A12893530

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Section under the Act	The grounds on which part of the Council or Committee may be closed to the public are listed in s48(1)(a) of the <i>Local Government Official Information and Meetings Act 1987</i> .
Sub-clause and Reason:	s7(2)(g), s7(2)(h) and s7(2)(i) - The withholding of the information is necessary to maintain legal professional privilege, The withholding of the information is necessary to enable Council to carry out, without prejudice or disadvantage, commercial activities and The withholding of the information is necessary to enable Council to carry on, without prejudice or disadvantage, negotiations (including commercial and industrial negotiations).

PURPOSE OF THE REPORT

1. To report the findings of the technical investigation of the options to enable access to Residential zoned land in Ohauti and obtain direction from Council on the next steps, if any, with this project.

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EXECUTIVE SUMMARY

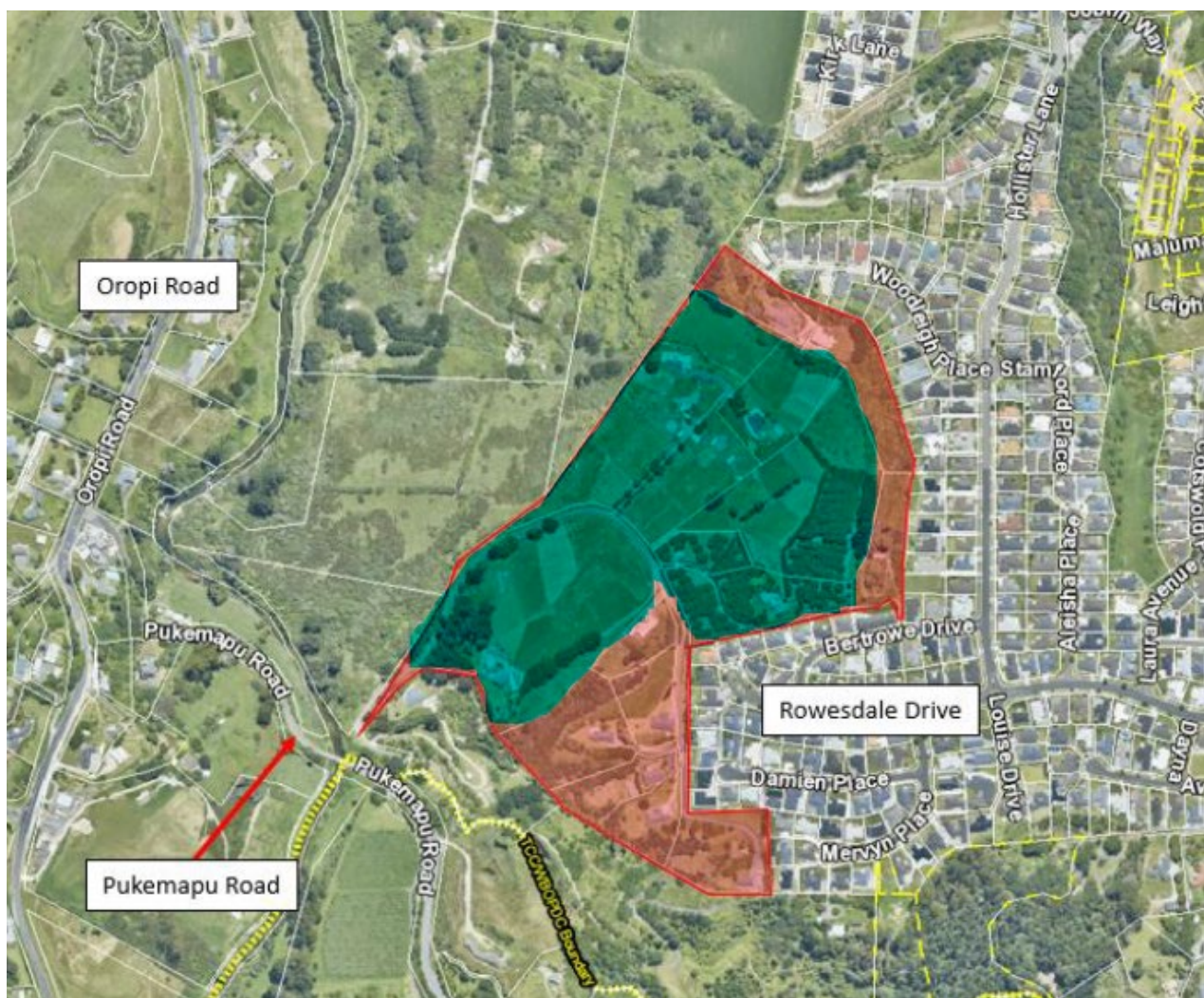
2. There is an area of largely under-developed Suburban Residential zoned land in Ohauti that could help to meet the City’s housing needs. The land is approximately 13-hectares in area and could potentially be developed to provide 200-300 homes. There is active developer interest in this land.
3. The current access to the land constrains its ability to be developed to its potential as anticipated by its Suburban Residential zoning. Given Tauranga’s urgent housing supply and affordability issues staff have investigated whether there are any feasible access options that would provide for development of this site.
4. A technical investigation has been undertaken to:
 - a) identify all reasonably practicable options for access to the residentially zoned land
 - b) assess the advantages and disadvantages of the options including the potential effects on the environment of the access options
 - c) recommend a preferential access option for more detailed assessment / consideration
 - d) prepare a concept design and indicative cost estimate for the preferred option to inform further assessment / consideration.
5. The technical investigation has ranked highest the construction of a new access road from the western cul-de-sac end of Rowsdale Drive (Access Option 8). This access would involve the removal of the current cul-de-sac and extension of Rowsdale Drive into the land.
6. Council owns the two properties, 202 and 206 Rowsdale Drive, that this access option would cross to provide access to the land. These properties were purchased by Council in late 2020 and early 2021. Both of these properties and others in the area are subject to private covenants which restrict their use to support residential activity.
7. The proposed options are summarised below:
 - a) To progress Option 8 access off the end of Rowsdale Dr through the two TCC owned properties as preferred through the technical options assessment.
 - b) To further consider / progress one of the other identified access options.
 - c) Not to proceed any further with access investigations.
8. Staff recommend that Council proceed with the first option to progress Option 8.

BACKGROUND

The Land and its Access

9. The land, which is approximately 13-hectares in area, is located generally between Pukemapu Road and Hollister Lane in Ohauti. The land is shown on Figure 1 below. While the total land area is shown in red, the green overlay shading highlights the key development parcels.

Figure 1: Undeveloped Residential Zoned Lane



10. The land is zoned Suburban Residential in the Tauranga City Plan. The land is currently made up of multiple rural residential properties.
11. Access to the land is via a formed accessway to Pukemapu Road. Where the accessway connects to Pukemapu Road (i.e. to the east of the Waimapu stream) is located within Western Bay of Plenty District Council.
12. The land is included in the Ohauti Structure Plan. The Structure Plan identifies the land for residential development and joined to the urban development to the east (i.e. towards Hollister Lane).
13. To the north and west of the land is multiple owned Maori land. This land is Rural zoned and accessed from Waimapu Pa Road. To the south of the land is Greenbelt zoning that has access to Pukemapu Road. To the immediate north-east of the land there is also Greenbelt zoning (i.e. strip of Greenbelt zoning which is across the gully that bounds the immediate north-east of the site). Beyond this Greenbelt zone and to the east of the land is Residential zoned and developed land that forms part of the Ohauti suburban area.
14. The proposed development site slopes from the existing Rowsdale subdivision down towards Pukemapu Road. Typically, these slopes are steep, ranging between 10% - 40%. The site is also bordered by relic slips. Both the existing subdivision and proposed development area have overland flow paths across them. There is a pond and wetland area on the eastern side of the site. Stormwater from the Rowsdale subdivision discharges into the pond. Additionally, the stream to the south/west is affected by flooding and harbour inundation.

202 & 206 Rowesdale Drive

15. 202 and 206 Rowesdale Drive are established residential properties with a single dwelling located on each. These properties are shown on Figure 2 below (highlighted in yellow).

Figure 2: 202 and 206 Rowesdale Drive



16. Council purchased these two properties in late 2020 and early 2021. The properties were purchased in case they were needed to be used as road access for the site development with the acknowledgment that if they weren't required for this purpose they could be resold.
17. Both properties are subject to private land covenants which restrict their use to support residential activity. This means that road access is not permitted unless the covenants can be altered or removed. The covenants were placed on the titles of these properties in 2010 as part of the subdivision of the land for residential purposes by the developer of the Rowesdale subdivision. The use and content of covenants is beyond the control of Council. The private land covenants are discussed in more detail in the 'Legal Issues and Complexities' section of this report.
18. It is noted that similar private land covenants are registered on the titles of 21 other properties in Rowesdale Drive, which are shown on Figure 6 in this report.

STRATEGIC / STATUTORY CONTEXT

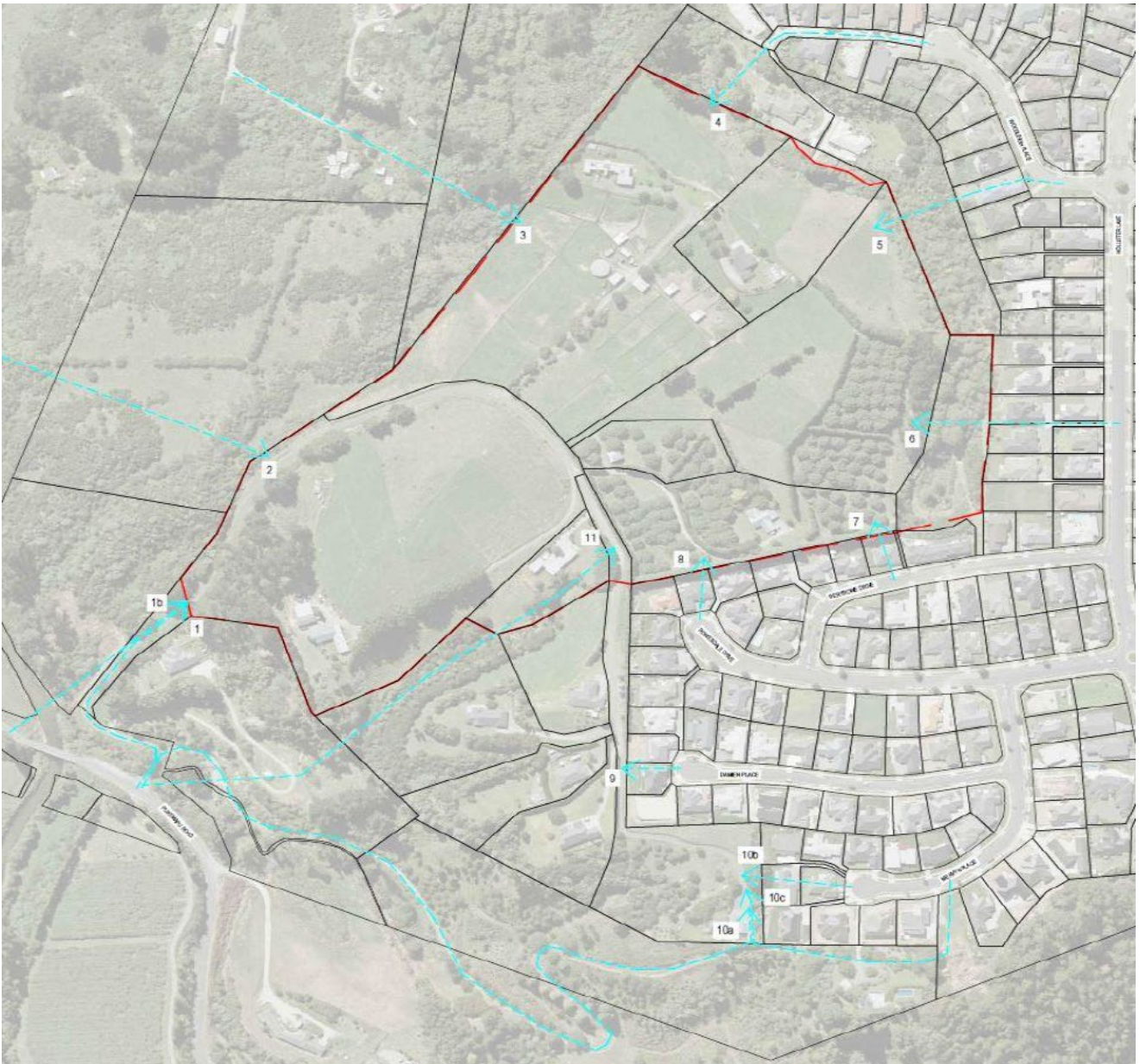
19. National direction highlights the need to enable urban zoned land for greater housing supply. A key initiative of the Urban Growth Agenda (UGA), which is a cross-government initiative designed to remove barriers to supply of land and infrastructure, is the development of National Policy Statement on Urban Development (NPS-UD). NPS-UD directs local authorities to tackle housing shortage and stresses the need to enable land to accommodate as many houses as possible.
20. Tauranga faces urgent housing supply and housing affordability challenges as the city does not comply with the development capacity requirements of the NPS-UD. This is the primary driver of investigating this housing opportunity.

21. The intended use of this potential residential development land would align with the Urban Form and Transport Initiative (UFTI) in regard to increased housing supply within the existing urban area. This housing supply should be supported by safe, multi-modal transport choices.
22. Furthermore, the current Long-term Plan (2021-31) of Tauranga City Council (TCC) stresses the need to find ways to make more housing availability a reality over the next decade and ensure there is balance between increasing housing options in established suburbs – creating more compact housing - and providing housing options in new growth areas. Through the LTP, Council is going to invest over \$2.6 billion over the next 10 years to establish more liveable places and homes within the current footprint of the city, as well as laying the groundwork for additional homes and businesses in new areas.
23. Funding of this infrastructure investment is a challenge and it is notable that if the land was developed development contributions of approximately \$6.5m to \$9m would be collected.

DISCUSSION

24. In March 2021 following Council's purchase of 202 and 206 Rowsdale Drive, a technical investigation was commenced by Beca to:
 - Identify all reasonably practicable options for access to the residentially zoned land;
 - Assess the advantages and disadvantages of the options including the potential effects on the environment;
 - Recommend a preferential access option for more detailed assessment / consideration;
 - Prepare a concept design and indicative cost estimate for the preferred option to inform further assessment / consideration.
25. The investigation identified 14 potential access options. The location of these options is identified in Figure 3 below and a brief description, identification of high-level constraints and general comments in relation to each is provided in Attachment 1 to this report.
26. Of the 14 access options only 12 were assessed through a Multi Criteria Analysis (MCA) framework to understand their advantages and disadvantages. Options 10b and 10c were not assessed through the MCA as they did not connect to the land and would have some similarities to Option 10a (which was assessed through the MCA).

Figure 3: Site Area Plan Showing the ‘Long List’ of Route Options

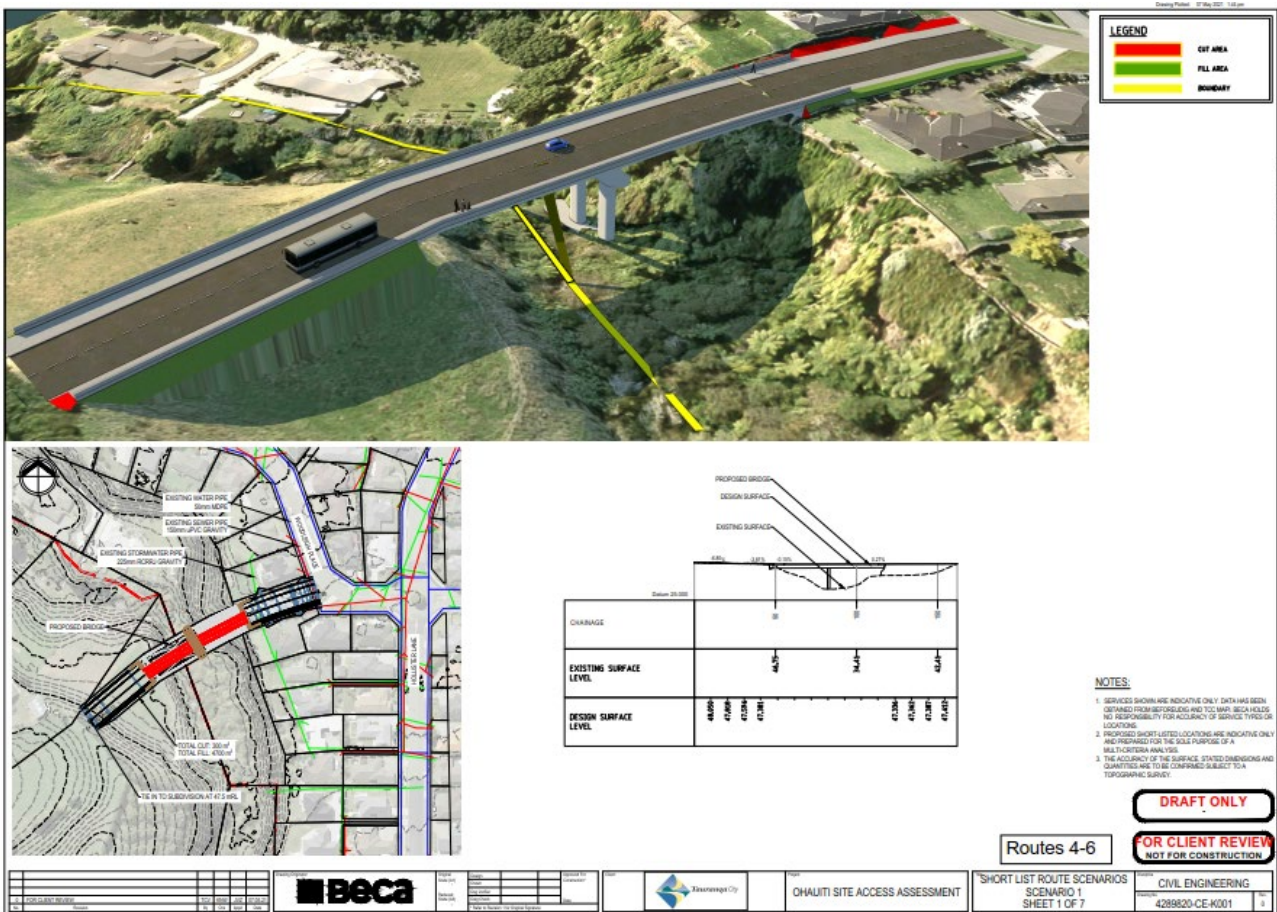


27. The MCA was led by Beca and involved specialists including chartered professional civil engineers, and Technical Directors in Planning and Environments, and Transportation. TCC staff including representatives from the City and Infrastructure Planning unit were also involved in the MCA and its review.
28. The criteria against which each option was assessed and scored (-3 for large negative impact to +3 for major positive impact) are summarised below and provided in Table 4 of the Technical Assessment:
 - a) Transport effect including network integration, land use integration, safety, and directness.
 - b) Geotechnical and Infrastructure effect including geotechnical, constructability, three waters, and alignment with Infrastructure Development Code.
 - c) Social or Cultural effect including cultural, historic heritage and archaeology, effects on existing and new community, and land ownership.
 - d) Natural and physical environment effect including noise, ecology, and impact of the access.

Agenda

- e) Site acquisition ease.
 - f) Consentability under the Resource Management Act.
 - g) Development outcomes including land use of access with development.
29. Detailed cost estimates have not been developed for each access option and costs were not scored or weighted in the MCA. However, the technical assessment does provide an indication of whether the estimated costs of the access option was likely to be high or low (refer Table 1).
30. To help inform the MCA, scenario sketches were developed to show indicatively what an access option could look like if it was developed in the general area of the long list routes and to define more information on potential associated impacts. An example scenario sketch is provided as Figure 4 below. This relates to Option 5 (Woodleigh Place, Hollister Lane roundabout) but also Options 4 and 6 as they would also need to extend across a gully area (approximately 13m deep and with a combined bridge structure and fill area totalling approximately 110m in length).

Figure 4: Scenario Sketch for Option 5



31. A summary of the MCA scoring and outputs is provided in Table 1 below, and in the following paragraphs some further detail is provided on specific access options.

32.

Table 1: MCA summary output

Effects	Weighting	Criteria	Option Scoring											
			1	1b	2	3	4	5	6	7	8	9	10a	11
Transport	1	Network integration	0	0	0	-1	1	2	2	1	1	1	1	0
	1	Land use integration	-1	-1	-1	-3	2	2	2	2	2	2	2	-1
	1	Safety	-2	-1	-1	-2	1	2	2	2	2	2	2	-2
	1	Directness	-1	-1	-1	-3	1	2	3	2	2	1	1	-1
Geotechnical and Infrastructure	1	Geotechnical	-1	-2	-2	0	-3	-3	-3	1	2	0	-1	-2
	1	Constructability	0	-2	-2	-1	-3	-3	-3	1	2	-1	-3	-1
	1	Three waters	1	1	3	1	0	1	1	0	0	0	0	1
	1	Alignment with IDC	-2	-2	-1	-2	-1	3	3	-1	3	-1	3	-2
Social / Cultural	1	Cultural	-3	-3	-3	-3	-1	-1	-1	0	0	0	-1	-1
	1	Historic Heritage and Archaeology	-1	-1	-3	1	2	2	2	2	0	-1	-1	-1
	1	Effects on existing community	2	2	-1	-2	-2	-1	0	-1	-2	-1	-3	-1
	1	Effects on the new community	3	3	0	-1	-1	-1	-1	0	-1	2	2	2
	1	Land ownership	1	1	1	1	-1	1	2	2	3	-2	-2	1
Natural and Physical Environment	1	Noise	2	2	2	-2	-1	-1	-1	-1	-1	-1	-1	1
	1	Ecology	-1	-1	-1	-1	-2	-2	-2	-1	-1	-1	-1	-2
	1	Impact of the access	-1	-2	-2	-2	-2	-2	-2	1	1	-1	-2	-2
Site Acquisition	1	Ease	-3	-3	-2	-2	-1	-1	-1	0	3	-1	-2	-1
Consentability	1	RMA	-2	-3	-2	-2	-1	-1	-1	1	1	-1	-1	-1
Development outcomes	1	Land use of access with development	3	3	3	3	-1	-1	-1	3	3	3	3	3
TOTAL SCORE			-6	-10	-13	-21	-13	-2	1	14	20	0	-4	-10
High-level Cost			\$\$\$	\$\$\$	\$\$\$	\$\$\$	\$\$\$	\$\$\$	\$\$\$	\$	\$\$	\$\$\$	\$\$\$	\$\$\$
Number of properties affected by covenants (refer para 35)			0	0	0	0	92	92	39	10	21	41	40	10

- Access Options 6, 7 and 8 achieved an overall positive scoring with Access Option 8 (Rowesdale Drive connection) achieving the highest ranking / overall cumulative score. In the MCA Option 8 scored positively for transport, geotechnical and infrastructure, land ownership and site acquisition. However, this option scored negatively for noise, effects on the existing and new community, and ecology (due to its impact on an overland flowpath).
- Access Option 7 (Bertrowe Drive connection) ranked second in the MCA. It scored positively for transport, geotechnical and infrastructure, and historic heritage and archaeology, while it was considered negatively for noise, ecology, and alignment with IDC.
- Access Option 6 (New access from Hollister Lane) ranked third in the MCA. It scored positively for transport, alignment with the IDC, historic heritage and archaeology, and landownership. However, this option scored negatively for geotechnical and constructability, ecology, impact of access site acquisition and consentability.

- Access Option 5 (New access from Woodleigh Place, Hollister Lane roundabout) scored positively against the transport criteria but negatively against most other criteria. This included the geotechnical, constructability, cultural, effects on existing and new communities, noise, ecology, impacts of access, site acquisition, consenting and development outcomes. This option involves bridging a gully and associated abutments, piers, retaining structures and earthworks. The option would directly impact at least 3 properties. The batters to achieve the required road level may mean additional properties are affected (but a level of design to confirm this hasn't been undertaken). The option may also appear overbearing and cause shading of adjoining properties as the road level is approximately at the roof level of the house on the northern side of the access option.
- Access Options 1 and 1b (via Pukemapu Road) scored negatively overall. While these options scored positively for development outcomes and effects on existing and new community, they scored negatively for most of the remaining criteria (e.g. transport, safety, cultural, site acquisition, and consentability).
- Access Options 2 and 3 (Oropi Road and Waimapu Road extensions) scored negatively overall. These options also scored positive for development outcomes, while scoring negatively in most of the other criteria including land use integration, safety and directness, cultural (access across multiple owned land), site acquisition, and consentability.

Access Option 8 (Rowesdale Drive connection): Concept Design Development

33. As the highest-ranking access option through the MCA, further investigation including the development of a concept level design and an associated cost estimate has been undertaken for Option 8. The concept design is shown in Figures 5 and 6 below.
34. The road corridor would be 20m wide in accordance with the Councils Infrastructure Development Code – Street Design Guide and the existing road reserve. Within the 20m road corridor, a 1.5m wide footpath on one side and a 3m wide shared path has been allowed for in design. It is noted while neither Rowesdale Drive or Hollister Lane currently have a shared path, Hollister Lane is identified as a Primary Cycle Route and as such in the future could be upgraded to provide a shared path which could connect to the potential access on Rowesdale Drive.

Figure 5: Concept Design – Plan

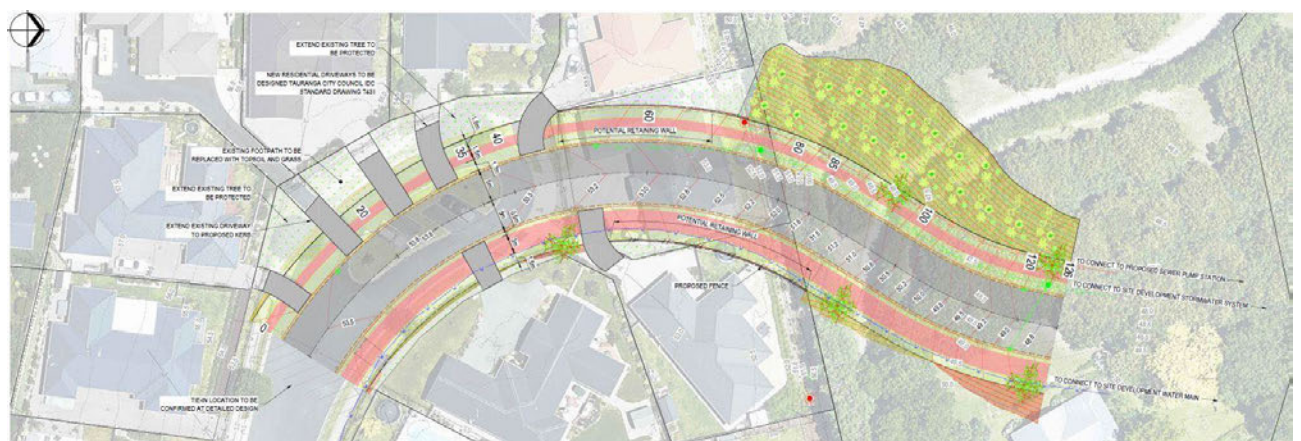
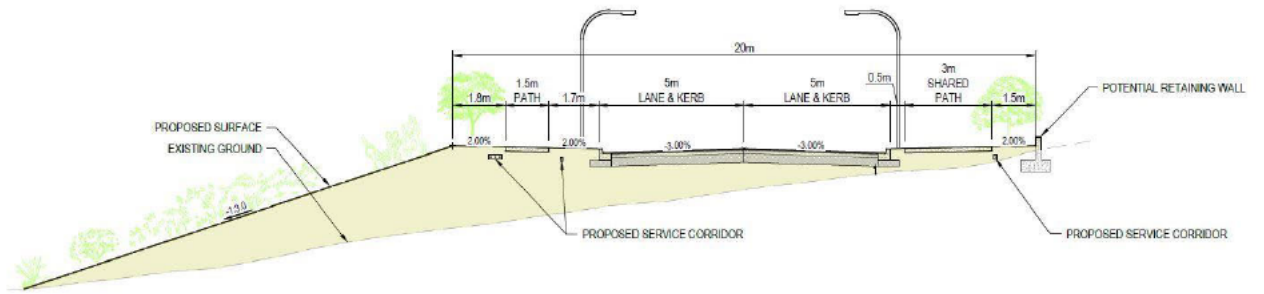


Figure 6: Concept Design – Cross-section



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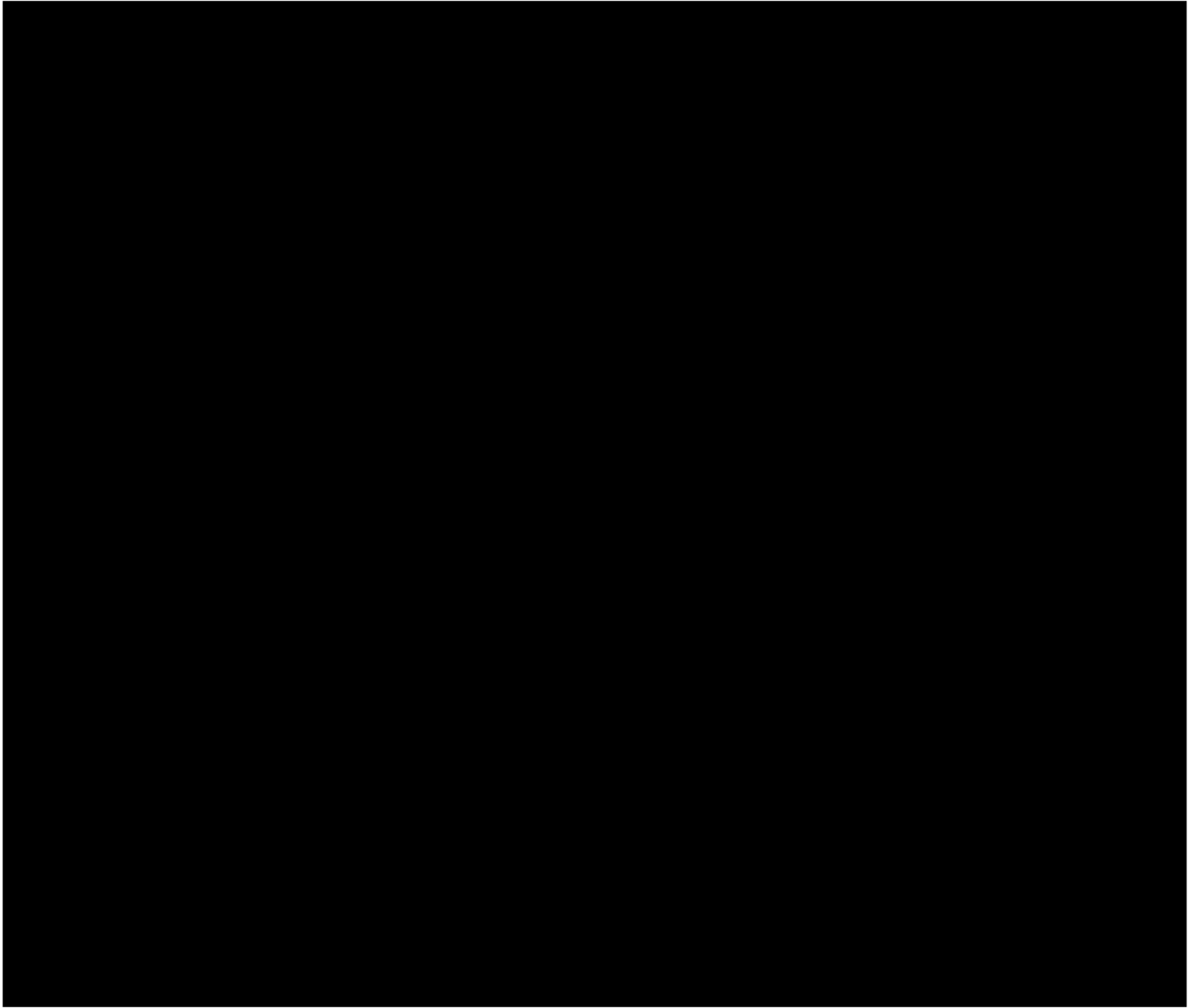


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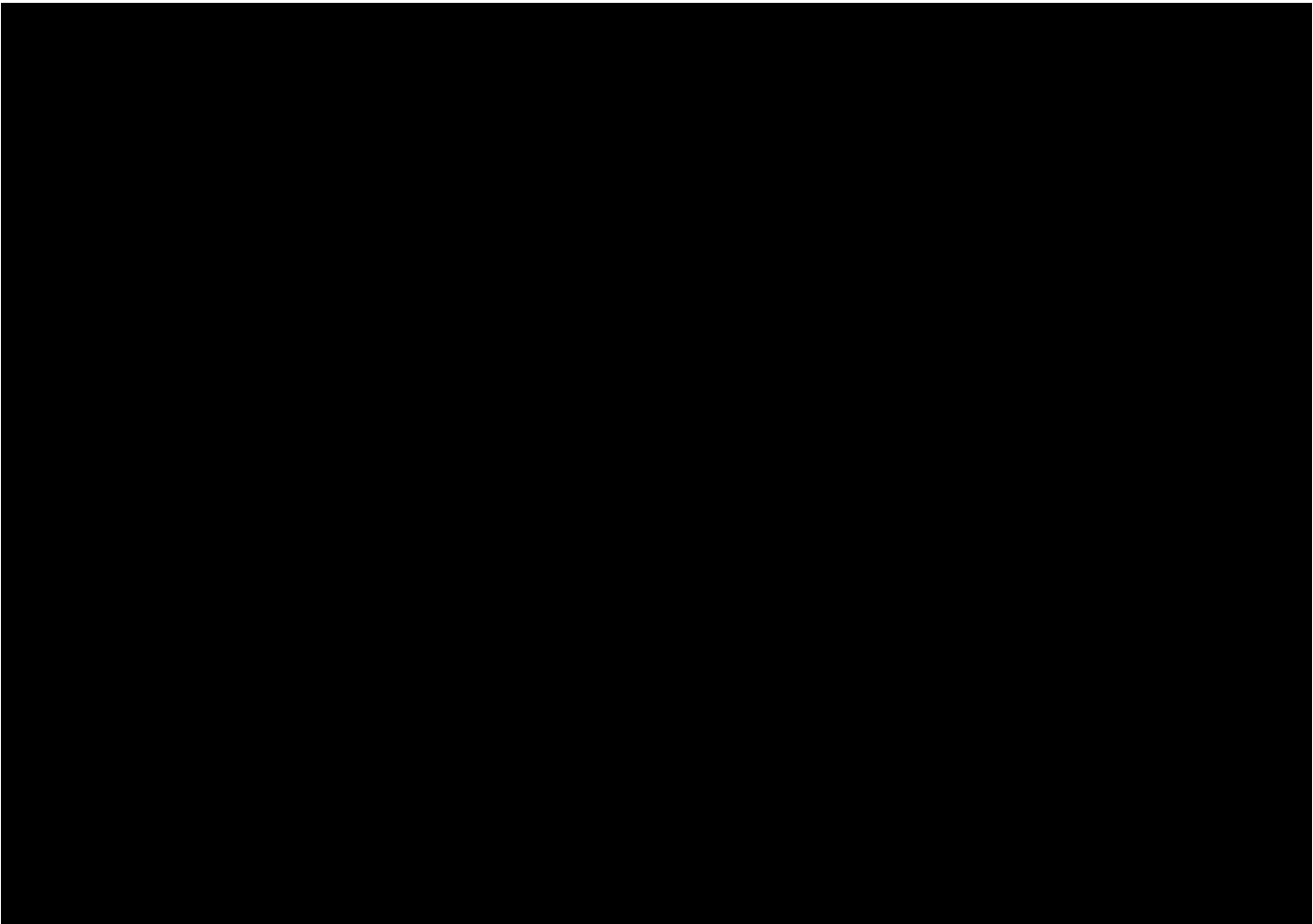
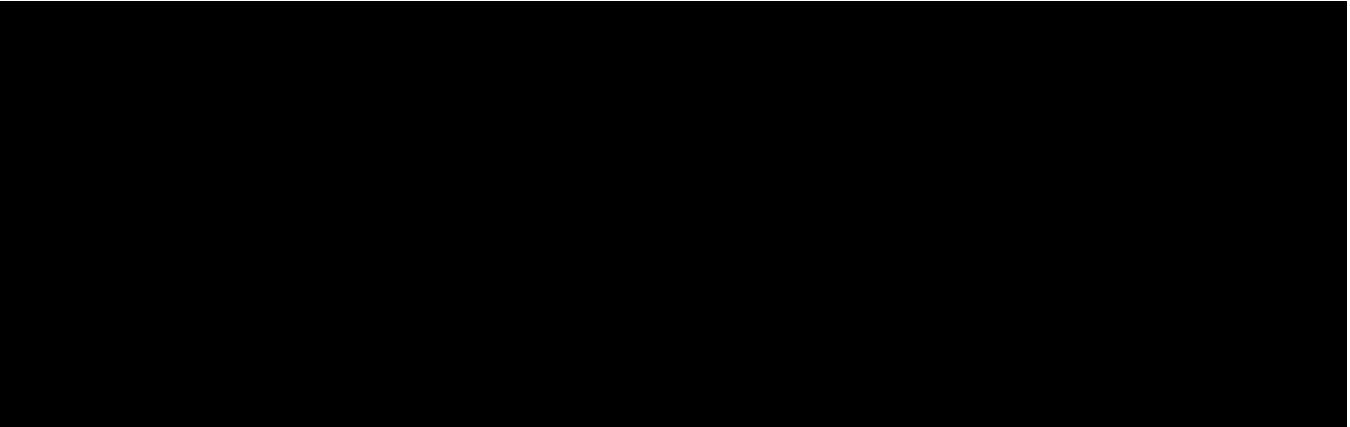
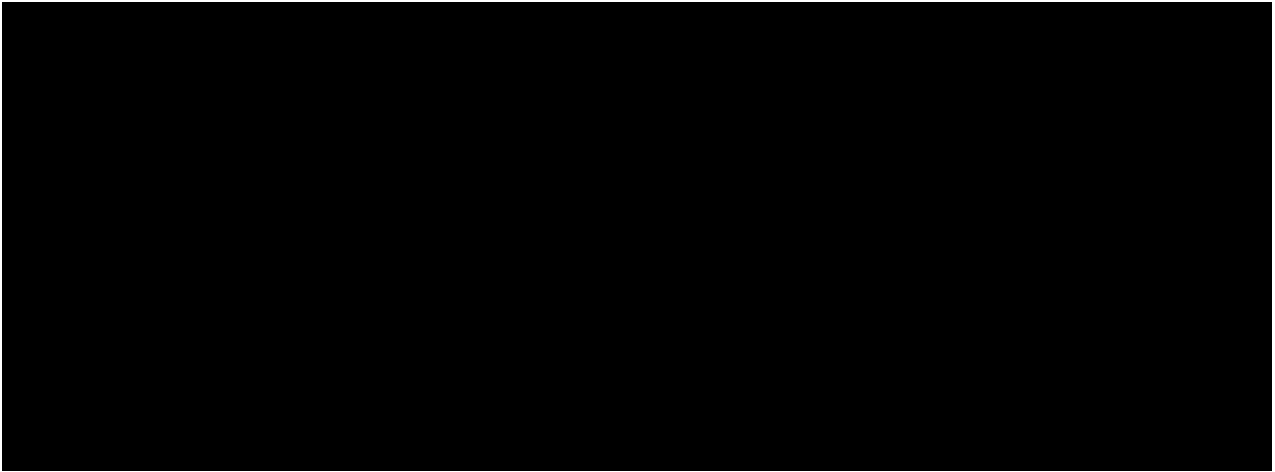
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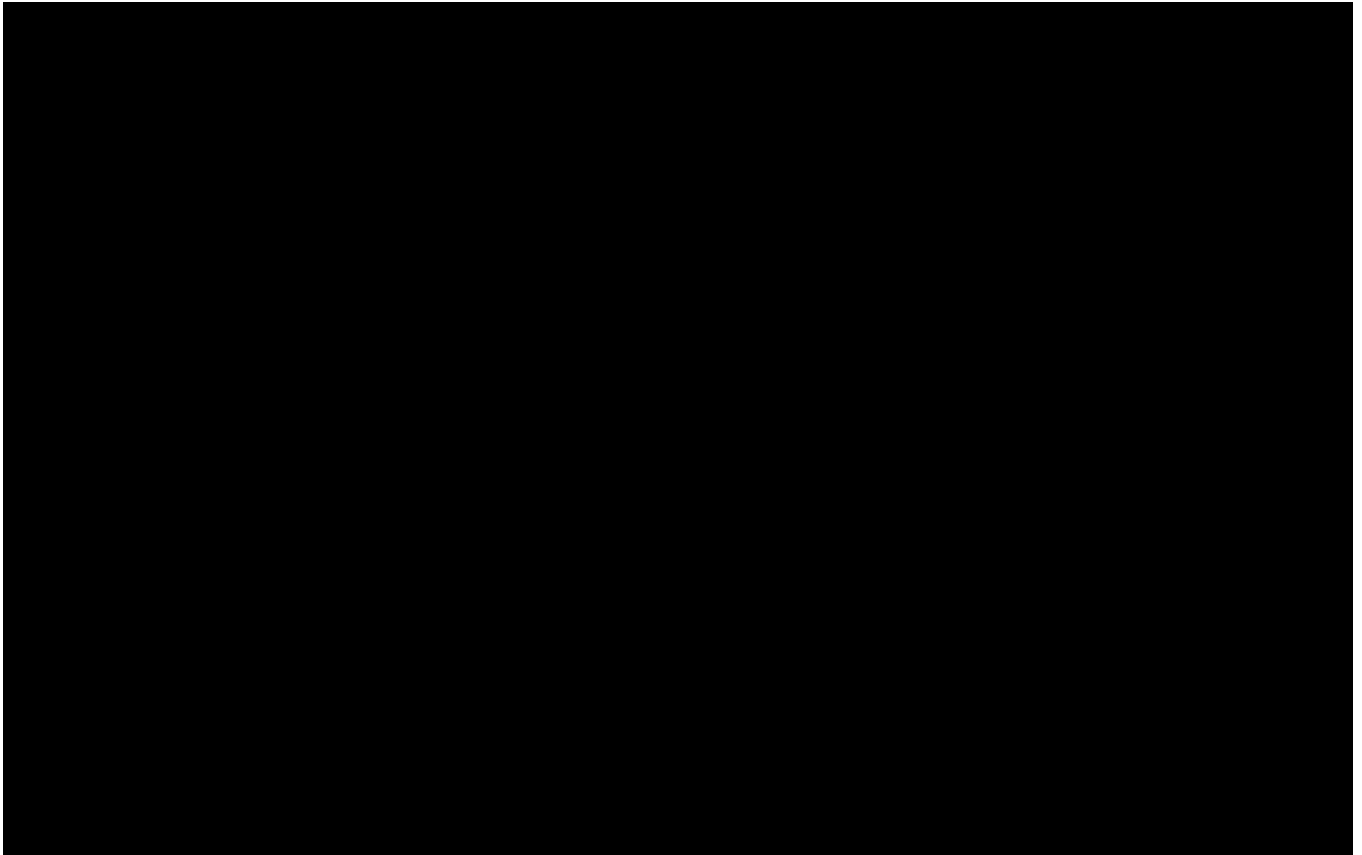
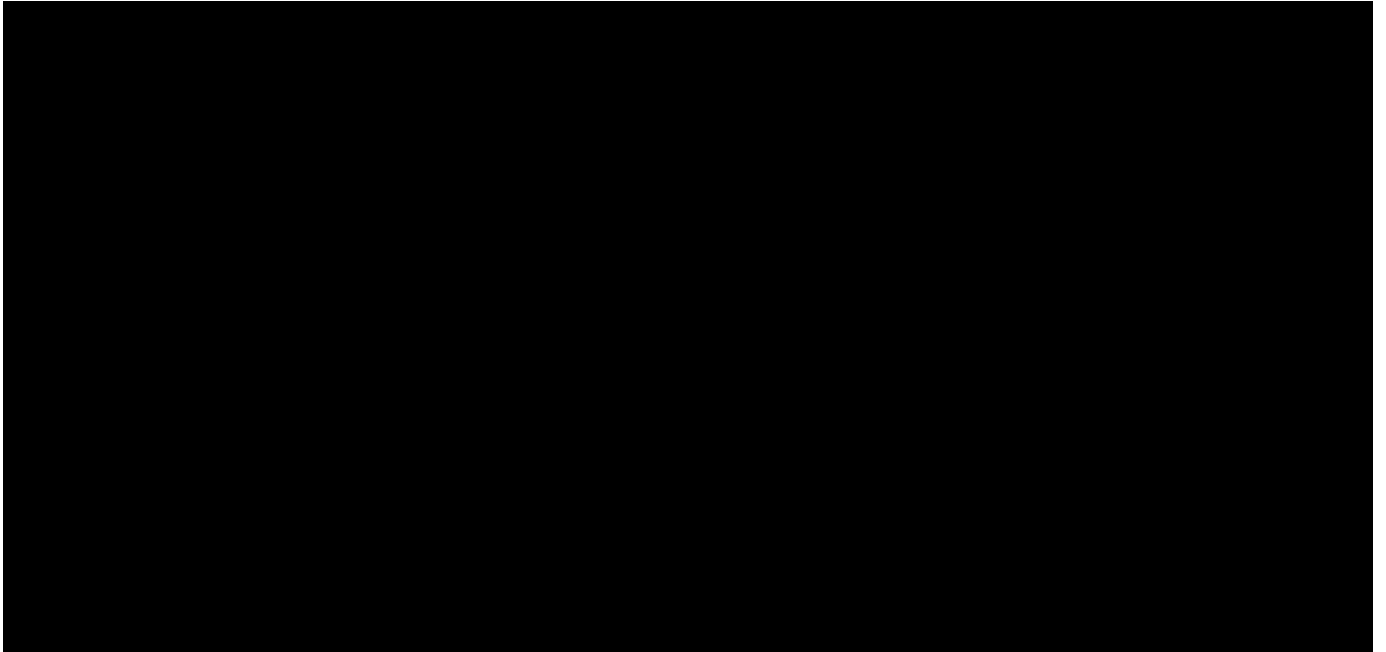
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CONSULTATION / ENGAGEMENT

- 53. The analysis undertaken to date has been for the purposes of assessing the technical merit of identified access options. As such, it has not involved consultation / engagement.
- 54. However, Council has sent two letters informing residents of the technical investigation. A first letter, sent in February 2021, informed residents of Councils purchase of 202 and 206 Rowsdale Drive and intent to commence an investigation of the various access options to facilitate residential development of the approximate 13-hectare area of land. The letter indicated the assessment could take around 6-months to complete. A second letter, sent in September 2021, informed residents that the investigation was close to complete and that

upon completion it would be reported to Council in a formal 'Issues and Options' report, to consider and provide direction on next steps.

55. Both letters sent to residents and a map showing who these letters were sent to are provided in Attachment 2.

SIGNIFICANCE

56. The Local Government Act 2002 requires an assessment of the significance of matters, issues, proposals and decisions in this report against Council's Significance and Engagement Policy. Council acknowledges that in some instances a matter, issue, proposal or decision may have a high degree of importance to individuals, groups, or agencies affected by the report.
57. In making this assessment, consideration has been given to the likely impact, and likely consequences for:
- (a) the current and future social, economic, environmental, or cultural well-being of the district or region
 - (b) any persons who are likely to be particularly affected by, or interested in, the .
 - (c) the capacity of the local authority to perform its role, and the financial and other costs of doing so.
58. In accordance with the considerations above, criteria and thresholds in the policy, it is considered that the activity decision is of medium significance.

ENGAGEMENT

59. Under the Significance and Engagement Policy 2014 (revised 2020), this matter will have medium significance as it affects a local community and is highly likely to attract a moderate level of public interest. Accordingly, it is recommended that if the preferred option 8 is progressed that a meeting is convened with the 21 affected property owners that benefit from the existing covenant as identified in Figure 7 to share the outcome of the options assessment and advise the legal process which will be progressed. Consideration should also be given to informing the wider Rowesdale community of decisions and next steps based on the distribution of the previous community letters (refer to attachment 2).



NEXT STEPS

61. The proposed next steps are set out in recommendation b).

ATTACHMENTS

1. Long list routes table including constraints - A12979050
2. Information letters including the map showing properties where these letters were sent to - A12969131