SmartGrowth

Building our futures together

SMARTGROWTH STRATEGY 2024–2074

He Mihi Whakatau

Tū mai rā e koro Ōtawa upoko ki te rangi
Tirotiro kau ana ki ngā wai riporipo o Tauranga Moana,
te tauranga o ngā waka
Ko Tākitimu ko Mātaatua.

Ka māwhitiwhiti ki waho rā ki Te Moana a Toi
Ka mau ki te Ihu o Tamatekapua.
Kaikanohi ki uta rā ko ngā rauawa o Te Arawa waka.

Ko Te Ika nui o Te Rangi
Kapokapo kau ana ki runga rā
Rangi pūkohukohu,
kua heia tōu māhunga ki te pare kawakawa

Rere mai ngā roimata i ngā kōawaawa
He puna aroha e kore rawa e mimiti

Mānawa mai ai te putanga mai o Tama
Whiti ao, whiti, whiti mai te ora!
Hihiri te rā, hihiri te moana!

Tikina mai e Tāne te toki atahuakirangi
Ka tākirikiri mai te ata hāpara
Horahia tō mata,
He mata rongomaiwhiti
Tō mataraunui ki ahau e.

Kōkiri.

"Stand tall with your head to the heavens,
o ancient one, Ōtawa.
Look towards the rippling tides of Tauranga,
the anchorage of Tākitimu and Mātaatua canoes.

Cast your sight outwards to the ocean of Toi,
grasp sight of Maketu.
Gaze inland, behold the top boards of the Te Arawa canoe.

The vast number of stars
that glisten above (a reminder)
as the mist shrouds your head,
a wreath, a symbol of your lament.

Your streams of tears flow from your springs,
an everlasting love, ever flowing.

Welcome the emerging sun,
radiating life, lighting up the world.
Energizing and invigorating as the sun and ocean.

Grasp the adze of Tāne,
bring forth the dawn of day.
Illuminating your face
of inherent prestige, a multifaceted being
of great inspiration to me.

We advance."

Foreword

Tēnā koutou,

Anticipating the challenges of tomorrow is never easy, especially in the face of rapid and sustained growth.

However, it is in navigating such challenges that we come together to create smart and sustainable solutions, ensuring our communities can thrive amidst change, both now and into the future.

I am delighted to introduce the SmartGrowth Strategy, our 50-year direction for consideration of how housing, land, infrastructure, transport, community development, tāngata whenua values and aspirations, and the natural environment need to be looked at together to achieve effective long-term growth, whilst seeking to safeguard and protect what we know our communities value most about where they live.

The SmartGrowth Strategy is about you. It is about how we work together to create a better place for ourselves and for our tamariki and rangatahi.

This is why, in developing this strategy, we have committed to being inclusive, being guided by community insights, daily challenges and local knowledge, and to adding and including things and making changes based on the feedback we received in submissions and through the hearings process.

I am very proud to say we have done that, considering more than 500 community summary points from 86 submissions and 30 public speakers, and making changes based on this feedback where it made sense to do so.

We heard impassioned pleas from tāngata whenua, businesses owners, environmental groups, the social sector, whānau, housing providers and everyone in between for more robust transportation infrastructure,

innovative solutions to housing challenges, and urgent action on environmental sustainability.

The breadth of input underscores and exemplifies the depth of passion and commitment within our community.

While the core pillars of our strategy remain unchanged, it's important to recognise the significant impact community feedback and insights have played in making adjustments that strengthen the strategy's relevance and effectiveness.

Your perspectives have provided valuable clarity on areas where our vision aligns with your aspirations and needs. In these instances, feedback has not only confirmed our strategic direction but has also reinforced our confidence in the path we've chosen. In particular, "Connected Centres" as the underlying strategic direction for long-term growth and development and achieving the SmartGrowth "live, learn, work and play" vision.

At the same time, there have been occasions where your feedback prompted us to reconsider certain aspects of the strategy. For example, we have committed to an in-depth analysis of how District Plans are enabling housing for Māori on whenua Māori and in urban areas to ensure consenting and other Council processes support efficient housing development, and have added an inter-regional passenger rail business case as an action in the Implementation and Funding Plan.

While these adjustments may seem relatively minor, they reflect our commitment to inclusivity and responsiveness. By hearing and heeding community insights, we have refined our approach to better address the challenges and opportunities within our sub-region.

It's also important to acknowledge that external factors, such as legislative changes and shifts in government policy and priorities, have also changed the environment in which we are working. This dynamic landscape underscores the need for agility and adaptability in our strategic approach.

But this is not the end of the kōrero. A strategy is only meaningful if it leads to measurable improvements in people's lives, with clear concrete actions and outcomes which are capable of being implemented.

Now, it is up to our SmartGrowth partners - Tauranga City Council, Bay of Plenty Regional Council, Western Bay of Plenty District Council, tāngata whenua, and central government - to put the strategy into practice. This includes prioritising delivery and funding, ensuring along-term plans and budgets align with the strategy, and reflecting strategic priorities through the Implementation and Funding Plan.

Creating smart and sustainable solutions is no easy task, and will require significant resources and collaborative efforts, but we share a collective agreement that we must do things differently to manage our growth effectively.

Reflecting the aspirations and needs of our diverse community will require hard work, understanding and patience, but it is important that we ensure inclusivity and relevance both now and, in the future, as we do so.

Together, we have the power to shape a region that is not only a great place to live, learn, work and play but which can also be a beacon of sustainable growth and inclusive prosperity.

Ngā mihi nui,

Andrew Turner
SmartGrowth Independent Chair

Partners

Western Bay of Plenty District Council

Tauranga City

Bay of Plenty Regional Council Toi Moana

"Kia Tū Pakari ai Tātou"

New Zealand Government

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Please refer to the following websites for further information, including information at a detailed scale:

- Tauranga City Council **maps.tauranga.govt.nz/exploring/maps**
- Western Bay of Plenty District Council maps **map.westernbay.govt.nz/Gallery**
- Bay of Plenty Regional Council maps **maps.boprc.govt.nz**

Photos: Photos in this document were kindly provided by the SmartGrowth partners.

Cover photo: Fishing Pāpāmoa Beach – Ray Blennerhassett

Tohu

The shape of the tohu (motif) is the rae puta (whale tooth), which reflects our marine coastal environment. The four koru represent the SmartGrowth partnership.

The remainder of the illustration references the moana and people with a nod to the geography - mai Nga Kuri a Wharei ki Otamarakau from Waihī Beach to Otamarakau.

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Part 1
Introduction and Context

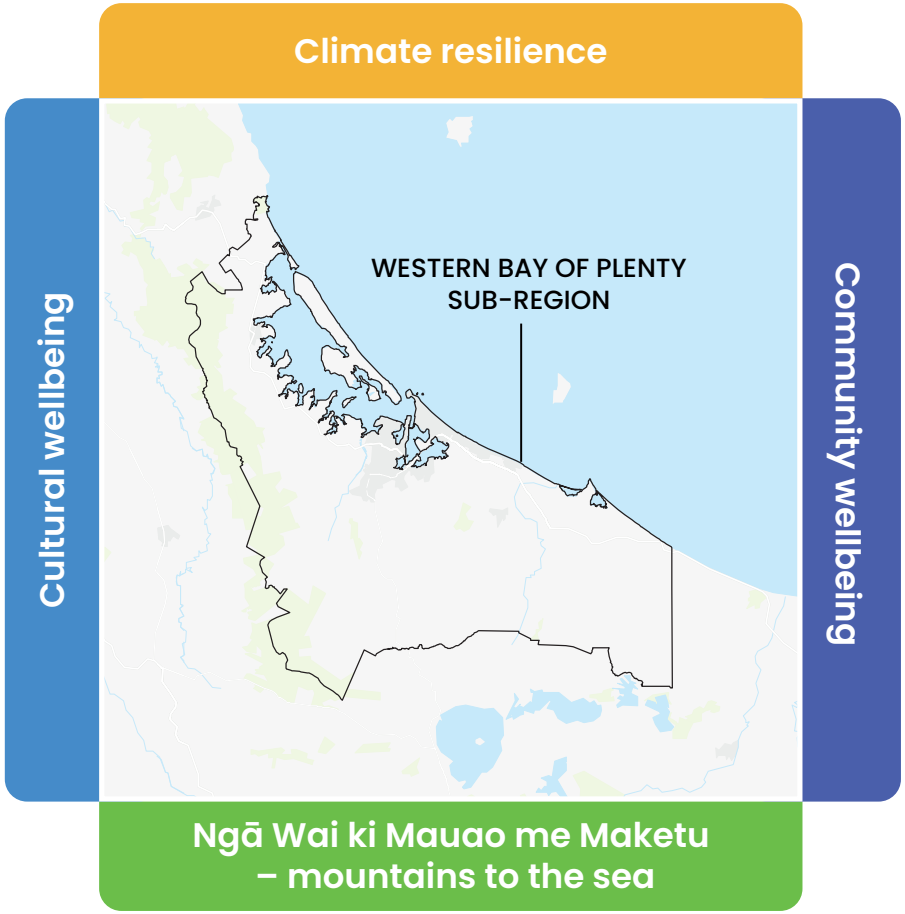
Our sub-region

The western Bay of Plenty sub-region is defined by its natural environment - maunga (mountains), ngāhere (forests), awa (waterways), tāhuna (estuaries) and moana (harbours and ocean). The linkages between these are described by tāngata whenua as "Ki uta ki tai", recognising the interconnected nature of these elements as evident through the journey of water from inland areas (uta) to the sea (tai).

The sub-region is the ancestral home to generations of Māori. The natural environment and cultural heritage are fundamental to our vibrant sub-region. The name Tauranga means anchorage or resting place. Its rich natural resources, unique landscape and mild climate have made it a popular place for strong growth and development, both rural and urban. It is also a very constrained environment because of the topography, natural hazards and natural resources that need protecting.

The sub-region has experienced sustained growth for many years. It is one of the only areas in the country to have an identified housing and business land shortfall over a 30 year period. Addressing the housing crisis is a critical issue for the sub-region. At present there are not enough houses being built to support the population and cater for demand which is pushing up house prices. Accommodating growth is an ongoing challenge given the constrained and sensitive environment. At times there will have to be trade-offs between providing sufficient housing and employment for our sub-region and protecting the environment. Despite the best efforts of the SmartGrowth partnership, significant implementation challenges remain and are likely to become more complex.

As our sub-region continues to grow and change, we have to find our place within the natural and cultural environment. This means recognising natural limits, such as natural hazards and other constraints, and the need to protect and enhance the environment. This has to be done while taking care of the community – both existing and future. This Strategy seeks to safeguard what people love about the sub-region while providing for people's future wellbeing.



What is SmartGrowth?

Background

The SmartGrowth Strategy is the growth management strategy for the western Bay of Plenty sub-region.[1]

SmartGrowth is a comprehensive, 30 year plus strategy which sets the strategic vision and direction for the growth and development of the sub-region. The strategy provides a framework to manage growth in an integrated and collaborative way in order to address complex planning issues, especially matters that cross over council boundaries.

The SmartGrowth partnership is made up of Bay of Plenty Regional Council, Tauranga City Council, Western Bay of Plenty District Council, tāngata whenua and central government. Te Whatu Ora (Health NZ), the Transport System Plan, Priority One[2] and a future water services delivery entity (depending on the form this takes) are also implementation partners. The partnership is underpinned by Te Tiriti o Waitangi (Treaty of Waitangi) principles of partnership, making informed decisions, and active protection.

SmartGrowth was initiated in 2000 when leaders in the western Bay of Plenty recognised the need to work together to positively shape the future of the sub-region. The first SmartGrowth Strategy was launched in 2004 and brought together all the issues relevant to managing growth in the western Bay of Plenty sub-region. It provided a framework which allowed other plans, policies and implementation to be coordinated efficiently and effectively. In 2013 a comprehensive update to the strategy was undertaken which focussed on a broad range of environmental, social, economic and cultural matters. The strategy identified short, medium and long-term opportunities for 'building the community'.

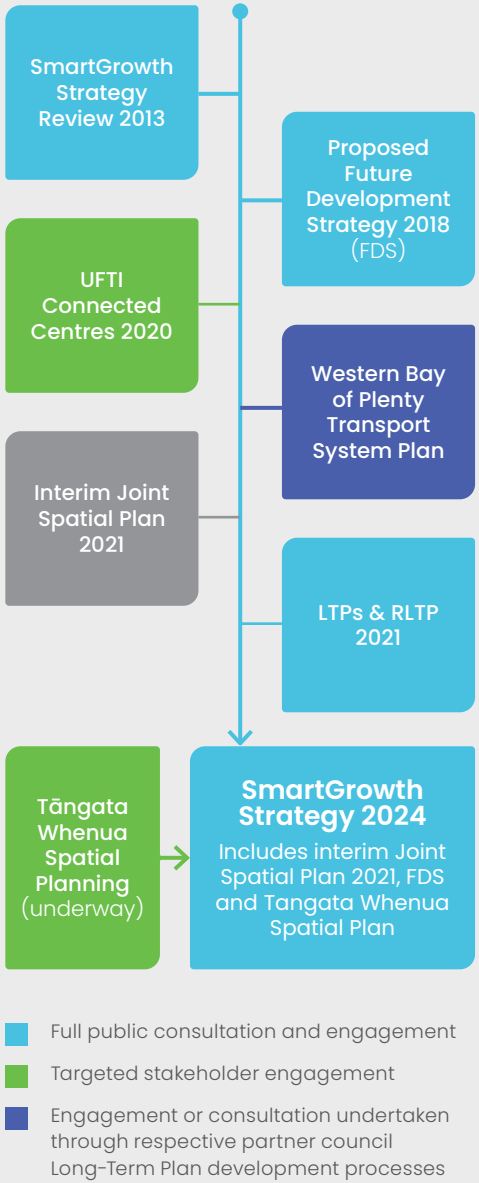
In 2020 the Urban Form and Transport Initiative (UFTI) was launched by the SmartGrowth partners. UFTI seeks a step change towards more sustainable urban settlement focussing on building up, not out, and a shift away from private car dependence. UFTI sets out an integrated land use and transport programme, and delivery plan for a "Connected Centres" settlement vision for the sub-region. This strategy builds on the direction and programme laid out in UFTI.[3]

In 2021, SmartGrowth began work on a Joint Spatial Plan. This Plan was put on hold so that it could integrate with a wider update of the SmartGrowth Strategy as a whole. This updated Strategy includes a future development strategy as required under the National Policy Statement on Urban Development (2020).

This strategy represents a continuation of the work we've been doing since the launch of the first SmartGrowth Strategy in 2004. Figure 1 illustrates the journey that SmartGrowth has been on over the last decade.

1 The territorial areas of Tauranga City and Western Bay of Plenty District.
2 The western Bay of Plenty sub-region's economic development agency.
3 The Urban Form and Transport Initiative is an active programme that SmartGrowth is implementing. For further information go to: https://www.smartgrowthbop.org.nz/categories/ufti

Figure 1: **SmartGrowth Journey**



Leadership and Collaboration

SmartGrowth has been founded on the following pillars:

1. Partnership	2. Collaborative Leadership	3. Integration	4. Evidence-based

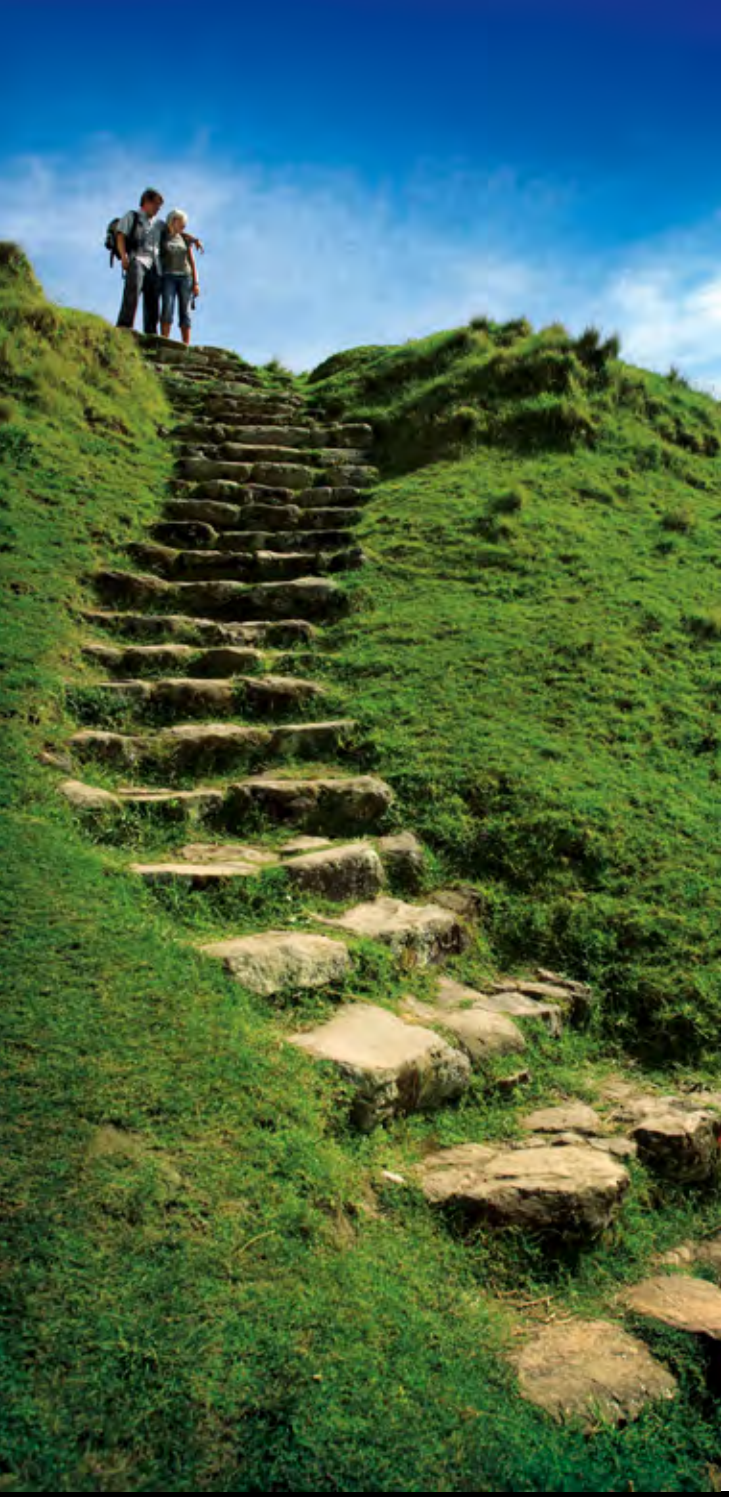
The principles of partnership and collaborative leadership are key. This is about recognising that the western Bay of Plenty community needs to plan and implement together as a sub-region, rather than as separate authorities and districts. SmartGrowth provides a collaborative leadership approach to the management of key issues facing the western Bay of Plenty. Collaborative and aligned funding approaches are an important part of successful implementation which benefits the community by increasing effectiveness and efficiency in how we plan for growth and resolving the challenges we face. This includes recognising the needs of existing communities.

A strong governance framework that supports strategy implementation and an integrated planning approach is embedded in all aspects of SmartGrowth. This includes accountability, monitoring and reporting to the partners.

SmartGrowth plays an important role in providing the foundation for others to plan from, both in the public and private sectors. A strong evidence-base behind the growth scenarios, and commitment to where, how and when development will occur in the sub-region increases the level of confidence for other sectors to plan and make major investment decisions.

Collaboration with our neighbours is also key and has helped to inform this Strategy. There are opportunities for greater collaboration within our region and with surrounding regions. This encourages mutually beneficial planning approaches as well as opportunities for shared services.

While SmartGrowth has been successful at establishing a strong partnership approach, there is a need to continually strengthen the relationship with implementation partners and stakeholders. Leadership and collaboration will be key to the successful implementation of this Strategy.



Why a SmartGrowth Strategy?

This Strategy has been developed to proactively plan for and manage future growth in a way that supports tāngata whenua values and aspirations, delivers on central government policy directives, and builds on the SmartGrowth vision, and the Urban Form and Transport Initiative (UFTI).

This Strategy is based on an envisioned population scenario of 400,000 people over the next 50 plus years.[4] It has a particular focus on the next 30 years but does consider growth over a 50-year period. This Strategy provides for an urban structure that could accommodate a population of 400,000. It is important to note that this is not a growth target. Growth is monitored on an annual basis and this Strategy will be adjusted to respond to changing needs.

High rates of population and economic growth create constant changes to the urban and rural environment. Providing for our communities' social, economic, environmental and cultural wellbeing is an important part of managing growth and change. Existing and future residents need access to a choice of homes and a range of employment opportunities, with good connections between them. Accommodating growth will mean developing both 'up' through intensification, and 'out' through greenfields. Communities need access to high quality physical and social infrastructure, and spaces that enable people to meet, play and connect with the natural environment.

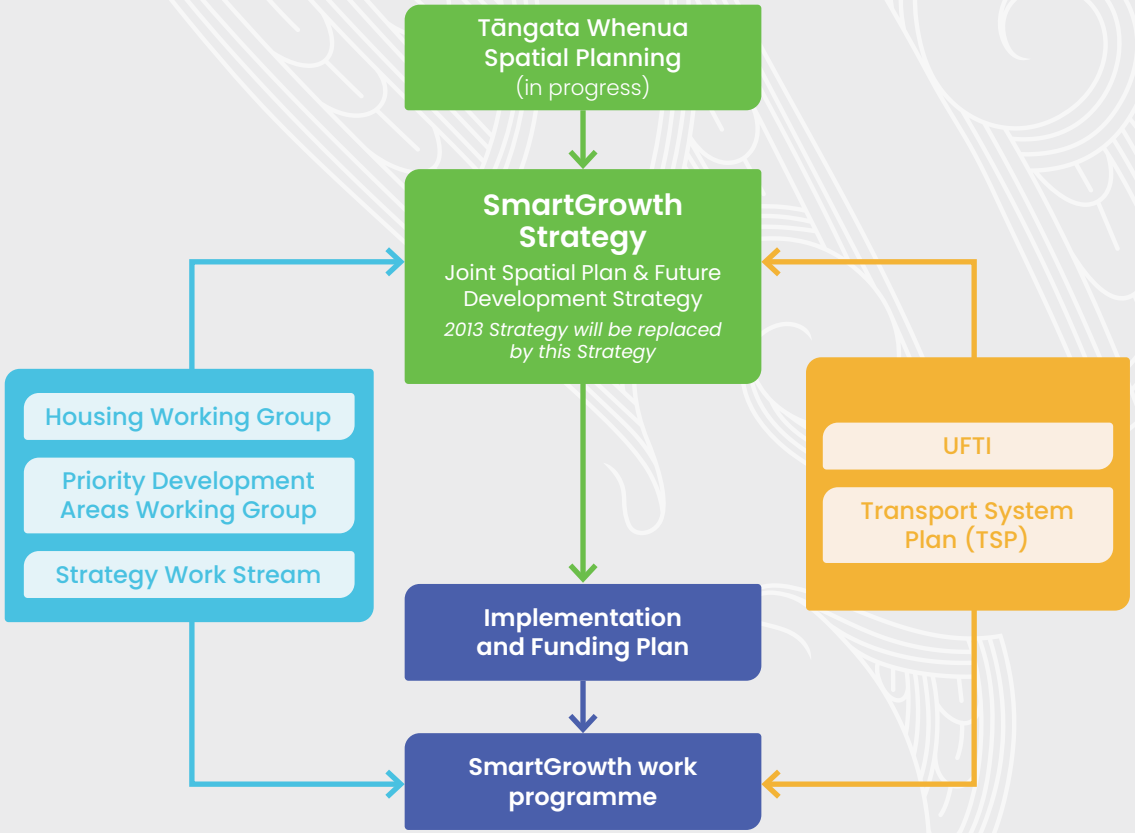
This Strategy reflects the UFTI Connected Centres programme.[5] The Connected Centres programme has a land use settlement pattern and multimodal transport system that enables people now, and in the future, to continue living, learning, working, playing, and moving in the western Bay of Plenty in a way that is both desirable and sustainable. Over time, this programme will deliver greater housing and transport choices, improve and enable safe access to the sub-region's many social and economic opportunities, help reduce transport-related greenhouse gas emissions, move goods efficiently and reliably, contribute to more social and affordable housing choices, and manage environmental and cultural impacts often associated with unplanned growth.

4 Population forecast based on NIDEA long-term scenario for the sub-region.
5 https://www.smartgrowthbop.org.nz/categories/ufti

This Strategy has been informed by existing strategies, plans and information as well as data held by the partners. This includes UFTI, the Western Bay of Plenty Transport System Plan, local spatial plans, the Housing Action Plan and other key documents. Figure 2 illustrates the relationship between the various key documents.

This Strategy aims to provide the blueprint for delivering on a well-planned and well-functioning urban environment and wider sub-region. It incorporates the requirements for a future development strategy under the National Policy Statement on Urban Development (NPS-UD) and elements of Tāngata Whenua Spatial Planning outlining tāngata whenua values and aspirations. A separate Implementation Plan will be prepared which will set out how the strategy will be delivered.

Figure 2: **Relationship Diagram**



Benefits of Long-Term Planning

The SmartGrowth Strategy provides a platform for coordinating land use, infrastructure and funding. This integration is achieved by:

- Collaborating with partners to provide a joined-up view of the key issues and the priorities that need to be advanced to address these;
- Identifying areas of significant urban growth and change and the infrastructure that will be needed; and
- Integrating policy and investment decisions across local, regional and central government and across different legislative functions (Resource Management Act 1991, Land Transport Management Act 2003, Local Government Act 2002, Climate Change Response Act 2002).

The benefits of the type of long-term planning provided by SmartGrowth include:

- ✔ Better partnership with tāngata whenua to achieve their social, cultural, environmental and economic objectives alongside other partners.
- ✔ Better co-ordination between planning and funding agencies to identify and respond to the planning challenges impacting the sub-region.
- ✔ A combined case for investment to all levels of Government and the private sector.
- ✔ Better guidance for infrastructure and service investment, and policy change, to manage growth.
- ✔ A coherent story and prospectus to the wider community (including business) for the management of growth, including optimising external investment and jobs.
- ✔ A long-term approach to growth to avoid deterring private investment due to changes in policy from one electoral cycle to another.
- ✔ The ability to collectively address the big challenges facing the sub-region – responding to climate change, addressing housing affordability, placemaking for our communities, social and economic inequities in our communities and other support for achieving social, economic, environmental and cultural wellbeing of present and future generations.
- ✔ Positioning the western Bay of Plenty to respond to a changing legislative and policy landscape.

There are some significant benefits from the type of change set out in this Strategy that can be realised. The likely and expected outcomes for the sub-region of implementing the SmartGrowth Strategy include:

- Improved community wellbeing and liveability to meet the expectations of communities and support a thriving live, learn, work, and play lifestyle.
- Improved environmental outcomes – greenhouse gas emissions from transport will decline in part due to greater levels of intensification, an increase in public and active transport use, as well as new technology uptake including non-fossil fuel powered vehicles.
- Improved access to social and economic opportunities by providing people with greater multi-modal transport choices via an effective, safe, and efficient transport system and enable social and economic opportunities in or near centres.
- Increased and sustained economic productivity – labour markets will be more productive as people spend less time travelling to and from employment hubs and markets, and goods travel more efficiently across the system.
- Increased housing supply and choice, offering more housing options, including more design choice to meet community expectations and needs.
- Increased business land supply.
- Improved value for money – land use patterns will make the best use of existing infrastructure and transport nodes and focus future investment for the best returns.
- Continued consideration of the impacts of climate change in planning for urban growth - this includes ensuring that future development is appropriate to withstand increasing temperatures and natural hazards exacerbated by climate change.

Equity (or equitable) means taking a consistent approach to implementation, but one that also considers each level ('sub-regional, citywide' or 'local') having different requirements to reflect the size of the area both in terms of population and physical boundaries, the expectations of the community, and the makeup of the community.

Understanding where deficits are in the service or network and the likely flow on effects from diminished or improved provision provides opportunity to enhance supply relative to demand and need. Each community has a different starting point in terms of what is currently provided and their priorities, demographics and deprivation profile.

While the strategy sets the intent of what we want to achieve, how we achieve it on the ground might be different from community to community.

While there are a number of benefits from a long-term and coordinated planning approach, it should be acknowledged that despite the best efforts of SmartGrowth, significant challenges still exist. Key issues facing the sub-region around housing and business land, infrastructure and funding remain and are likely to become more complex.

Planning for growth at the sub-regional level will be impacted by changing national directives. The SmartGrowth Strategy will need to align with future requirements under any legislative reforms and other national direction.

Vision, Objectives and Transformational Shifts

The SmartGrowth **vision** is:

Western Bay - a great place to live, learn, work and play

"Live, learn work, and play" is a concept that emphasises the need for balance within the management of growth. It has relevance at different spatial levels:

At the sub-regional and city scale, it includes the provision of land and infrastructure for housing, business, community activities and recreation. It emphasises the interrelationships of these activities in connected centres to provide for social, cultural and economic wellbeing, accessibility, minimised energy use, and reduced congestion and vehicle emissions.

At the local or neighbourhood scale, it includes providing the opportunity for people to meet most of their daily needs within their own community and promoting community cohesion and more harmonious lifestyles within a 15 minute walk or bike ride. It gives an opportunity for people to remain active through all stages of life, in a healthy and safe environment.

At site scale, it includes provision and design of development that meets the diverse needs of the community, and maintaining and enhancing environmental quality in both public and private spaces.

Four wellbeings:

Sustainable Development

The Local Government Act 2002, sets out that in taking a sustainable development approach, a local authority should take into account—

- the social, economic, and cultural wellbeing of people and communities; and
- the need to maintain and enhance the quality of the environment; and
- the reasonably foreseeable needs of future generations.

This Strategy seeks to address the four wellbeings through the following objectives:

Environmental

Encourage sustainable development and adaptive planning.

Respond and adapt to climate change through building resilience, support the transition to lower carbon and improving biodiversity.

Achieve an integrated approach and accommodate growth within the limits set through Ngā Wai ki Mauao me Maketu which:

- Recognises the importance of the waters (coastal and freshwater bodies) that flow to Mauao and Maketu and the significance of these two places to tāngata whenua; and
- Recognises the linkages between the maunga (mountains), ngāhere (forests), awa (waterways), repo (wetlands), tāhuna (estuaries) and moana (harbours and ocean).

Cultural

Support tāngata whenua values and aspirations, in particular papakāinga development on Māori land.

Social

Enable and shape an inclusive, safe, sustainable, efficient, and more vibrant urban form.

Enable and support sufficient housing supply in existing and new urban areas to meet current and future needs, this includes a range of housing types, tenures and price points.

Enable and support social infrastructure that is accessible and meets the needs of our community – where they can connect, socialise, learn and participate in a wide range of social, cultural, art, sporting and recreational activities, as well as broader support for community wellbeing.

Economic

Enable a sufficient supply of business land, support access to employment and foster a high-value, low carbon circular economy as the western Bay of Plenty grows.

Improve measurable transport outcomes such as congestion levels, road safety, travel choice and private vehicle dependency, and environmental impacts (including CO_2).

Ensure long-lasting economic, social, environmental and cultural benefits and value for money from the agreed strategy.

Enable and support the continued establishment, operation and maintenance of existing industrial activities that contribute to the regional and national economy, provided the health and wellbeing of people and the environment are safeguarded.

Transformational Shifts

This Strategy identifies six transformational shifts for change. These will guide the priorities for the Implementation Plan.

The shifts outlined set out the significant areas that we need to progress to deliver the Strategy. These are not business as usual components but reflect the major areas that require attention to bring about change for the sub-region.

At the heart of the Strategy and underpinning all of these transformational shifts is the fundamental principle of **Ngā Wai ki Mauao me Maketū.**

This embodies a commitment to environmental sustainability to ensure that population growth and social and economic development can be accommodated within natural resource limits.[6]

This principle recognises:

- the interconnected nature of people and environment. Growth planning within the sub-region can have far-reaching impacts on both the wellbeing of communities and ecosystems.
- the connection within the environment from the maunga (mountains) to the moana (harbours and ocean), including ngāhere (forests), awa and manga (rivers and streams), repo (wetlands) and tāhuna (estuaries). This highlights the importance of integrated catchment planning and taking into account cumulative impacts on the natural environment.
- the cultural significance of the two landmarks to the many hapū and Iwi of the sub-region: Mauao as the visual and cultural icon to all who live in Tauranga Moana; and Maketu as the landing place of Te Arawa waka.

6 The limits referred to in this context are set by National Policy Statements and Environmental Standards; and the Regional Policy Statement and Regional Plans.

01.
Homes for Everyone

The homes and communities we live in are the foundation of our wellbeing. All residents in the western Bay of Plenty sub-region deserve to live in a safe, warm, dry home that they can afford.

Targeting actions across all agencies that will strengthen the segments of the housing system that are facing the most significant challenges. This will be addressed through the Housing System Plan[7].

Growth Directives:

- A range of housing types, tenures and price points is provided within all growth areas and Māori land.
- Public housing supply is increased and aligns the typologies of new and existing housing stock to match the needs of the community.
- Proactively support the delivery of social and affordable housing in existing urban areas and growth areas.
- Provide land and infrastructure sufficient to address identified short-, medium- and long-term shortfalls in housing and business development capacity.

7 SmartGrowth partners are developing a sub-regional housing system plan - discussed in more detail in the Housing Chapter of this Strategy.

02.
Marae as Centres and Opportunities for Whenua Māori

Marae as cultural, social, and economic centres, activating the affordable development of housing on whenua Māori and opportunities for papakāinga (housing, education, social, hauora facilities). This bottom-up, marae community-driven approach supports mana whenua practice and exercise of "ahi ka / ahikāroa" being the occupation of the whenua in a new and evolving context. Such an approach not only strengthens marae communities at the grassroots level but also empowers them to actively shape the development and decisions that impact their whenua, fostering self-determination and resilience for present and future generations.

Growth Directives:

- Support and realise tāngata whenua aspirations for Māori land and papakāinga development in urban areas and in the rural environment.
- Improve access to collectively owned Māori assets in the region for benefit of iwi, hapū and whānau.

03.
Emissions Reduction through Connected Centres

A substantial shift towards integrating emissions reduction through Connected Centres including:

- Accessing local social, economic and environmental opportunities within a 15-minute walk or bike ride. This encourages strong local centres and connected neighbourhoods while reducing distances travelled by vehicles.
- Increasing the number of dwellings by intensifying our existing urban and new growth areas. This is to maximise the land available for development and support a well-functioning multimodal transport system, while maintaining access to green open space.
- Provide frequent and reliable public transport and safe, connected cycle facilities within and between centres, supporting intensification areas and higher densities.

Growth Directives:

- Transport and land use planning are integrated to achieve the SmartGrowth live, learn, work and play vision and '15 minute' neighbourhoods (local social and economic opportunities within a 15-minute walk or bike ride).
- Residential density in existing urban areas is increased to a minimum of 30-50 dwellings per hectare over time, and new growth areas have a minimum of 30 dwellings per hectare over time.
- Frequent and reliable public transport and safe, connected cycle routes are provided within and between centres.
- An interconnected network of open spaces, reserves and ecological corridors is developed.

04.
Strong economic corridors linking the East and West to the City and the Port

A strong and productive economic, land use and multimodal transport corridor that links the western and eastern growth areas with the Tauranga City Centre and the Port. This includes the employment areas of the Port, City Centre, Tauriko and Rangiuru. The economic corridors should link with key growth areas so that jobs are provided close to where people live. This integrated corridor approach supports emissions reduction.

These economic corridors also provide important intra and inter-regional linkages into the Eastern Bay of Plenty, Rotorua and the Waikato. International connections for freight and tourism are provided through the Port and Airport.

Growth Directives:

- An efficient freight network is enabled to support movement to Port of Tauranga and contribute to local and wider economic wellbeing.
- Transport solutions are future proofed, adaptable, resilient and integrated with the system view.
- Economic growth:
  - Is integrated within sub-regional spatial planning.
  - Supports the UFTI connected centres approach.
  - Supports environmental protection and enhancement.
  - Takes account of wider regional and Upper North Island economic plans.

05.
Restore and enhance eco-systems for future generations

Ensuring what's special about the western Bay of Plenty environment is restored and enhanced – the beaches, harbour, open spaces, native bush, wetlands and air. Development has placed unsustainable pressure on ecosystems, and we are seeing the negative impacts from this. Natural hazard resilience is needed along with understanding the impacts of climate change, including consideration of climate change adaptation.

Growth Directives:

- A full range of ecosystems in the western Bay of Plenty are maintained or restored to a healthy functioning state.
- Development avoids areas with important environmental, cultural and heritage values; or that are at risk from coastal erosion (including inner harbour erosion).
- Take a precautionary approach to development in areas identified as 'go carefully' consistent with national policy statements and the Regional Policy Statement.
- Coastal, terrestrial, and freshwater ecosystems are enhanced to improve carbon storage and resilience to climate change.
- Nature-based solutions and water sensitive urban design are prioritised and used in urban areas.

06. Radical change to the delivery, funding and financing model for growth

New ways of funding, financing and delivering development including growth-related infrastructure are urgently needed. Tauranga and the Western Bay have a significant infrastructure deficit and SmartGrowth cannot deliver on this Strategy without this. A coordinated and aligned approach for enabling housing, business and infrastructure to better meet the needs of the community is required.

Growth Directives:

- Funding and financing models, including public and private sector partnerships where appropriate, are established to support agreed priority infrastructure for urban growth.
- New and enhanced streamlined planning processes are provided to address regulatory barriers for infrastructure and development.
- Shared service models for social and community infrastructure capital and operation costs are explored.

Sub-regional Context

The western Bay of Plenty sub-region is one of the fastest growing areas in New Zealand. The sub-region has grown significantly over the past 60 years and has experienced a sustained period of growth due to its sought-after lifestyle, natural environment and economic opportunities. In 1945, the sub-region had a population of around 19,000 people – today the western Bay of Plenty's population is around 218,000.[8] It is projected to reach between 246,100 and 317,500 people in the next 30 years.

The hapū and Iwi of Tākitimu, Mataatua, and Te Arawa waka settled across the sub-region and lived for generations in prosperous kāinga (settlements), surrounded by abundant natural resources. The enduring ancestral relationship that tāngata whenua have with their whenua, wai, and taonga is central to their identity as mana whenua and key to their roles and responsibilities as kaitiaki over their respective rohe (areas of interest).

Characteristics of the western Bay of Plenty, such as its harbour-based geography, ageing population, and location of the economically important port and industries, create distinctive planning challenges. The western Bay of Plenty is vulnerable to a number of natural hazards, many of which are exacerbated by climate change.

The sub-region has a growing, ageing and increasingly diverse population. The number of people aged 75 years and over in the SmartGrowth sub-region is projected to increase by 229% over the next 15 years. The rapidly ageing population means that there are now more grandparents than children. For Māori, it is a different story with the biggest increase expected to be in the under 15 years of age group with approximately 44% of the Māori population in this age group already.

There are pockets of deprivation and poverty, with the most deprived areas being largely urban and close to the centre of Tauranga. 42% of Tauranga's population live in the two most deprived quintiles (4-5), compared to 34% living in the least deprived (1-2).[9] Average household incomes in the sub-region are below the national average.[10] Figure 3 illustrates the demographic changes facing the sub-region.

These significant demographic changes are having, and will continue to have as they evolve, a profound influence on how we plan for our sub-region. The SmartGrowth Partners will need to cater for these changes through their planning.

8 Stats NZ, as at 30 June 2022
9 NZDep2018 Index of Deprivation
10 MBIE Regional Economic Activity, 2019

Figure 3: **Western Bay of Plenty sub-region demographics**

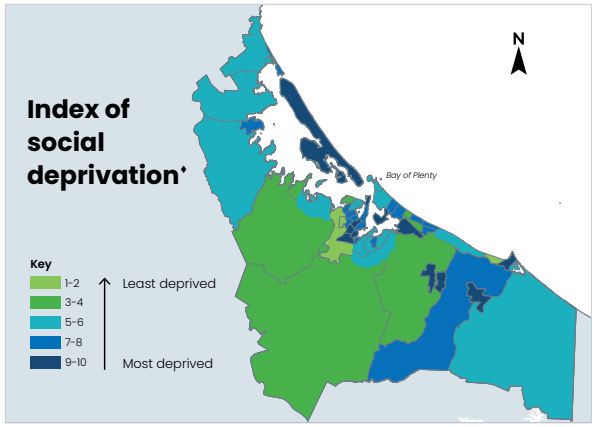
Population estimate 2022*

New Zealand **5,151,600**

Tauranga **158,300** 2018: 136,713

Western Bay **59,700** 2018: 51,321

Social deprivation



Population weighted deprivation index 2018*

Tauranga & Western Bay **5.2**

New Zealand **5.6**

Least deprived — Most deprived

Households with internet access 2018*

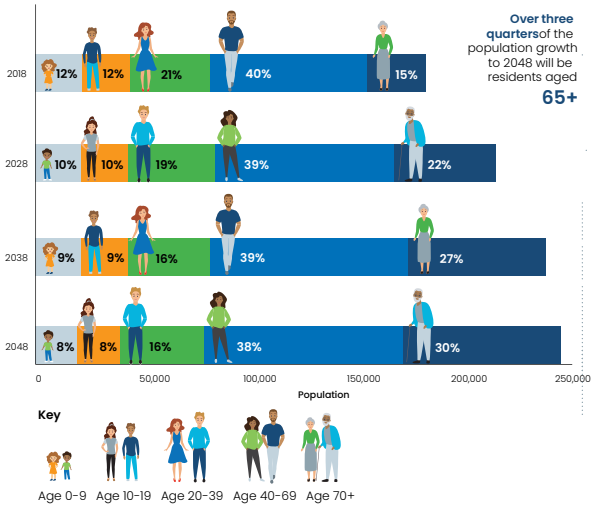
New Zealand **86.1%**

Tauranga **87.8%**

Western Bay **86.2%**

Demographic change

Projected demographic change in our sub-region 2018-2048♦

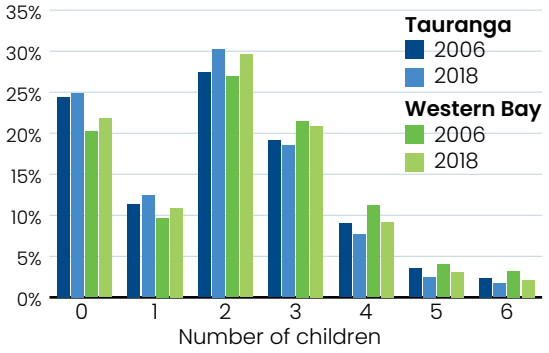


Median age 2018♦

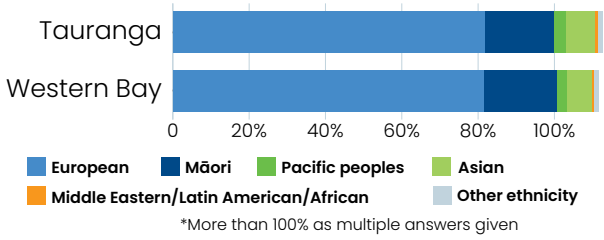
Tauranga: **40.4 years**

Western Bay: **45.2 years**

Children born to each female 2006 & 2018♦



Ethnicity 2018♦

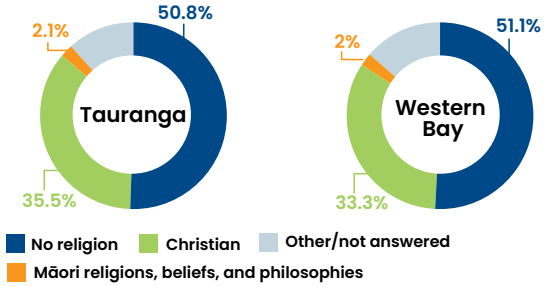


*More than 100% as multiple answers given

Birthplace 2018♦

Born in New Zealand: Tauranga **78.1%** Western Bay **80.5%**

Religion 2018♦



* Source: Regional economic activity report (mbie.govt.nz)

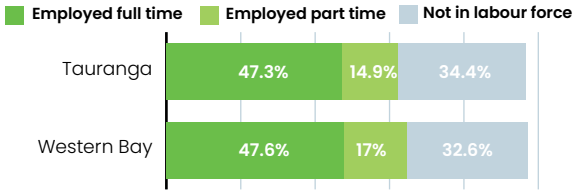
♦ Source: UFTI-Foundation-Report-V13

❖ Source – Stats NZ (Census 2018)

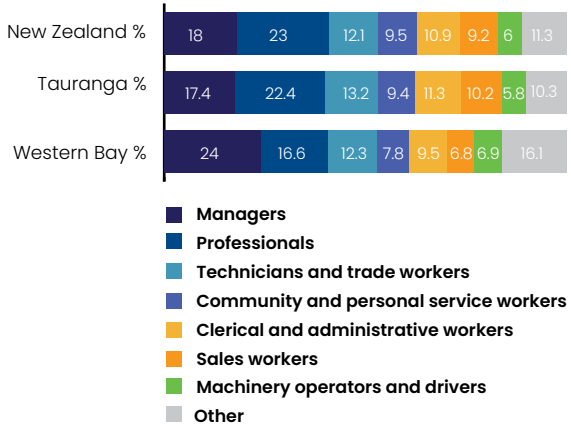
The sub-region's economic story is one of strong growth which has brought with it more jobs and opportunities. For the last several years, the western Bay of Plenty has had GDP growth above the national average. There has been strong growth in employment in the sub-region and as a result the unemployment rate is low. However, the majority of that growth is in low paying jobs. Figure 4 summarises the sub-regional economy and labour force.

Figure 4: **Western Bay of Plenty Sub-region Economy and Labour Force**

Work and labour force status



Occupation 2018



Qualifications 2018

No qualification

Tauranga	**18.5%**
Western Bay	**20.4%**

Bachelor's degree and level 7 qualification

Tauranga	**13.1%**
Western Bay	**11%**

Income 2018

Median income

Tauranga	**$31,600**
Western Bay	**$30,300**

Over $70,000

Tauranga	**16.0%**
Western Bay	**15.4%**

Economic measures

Average household income 2019

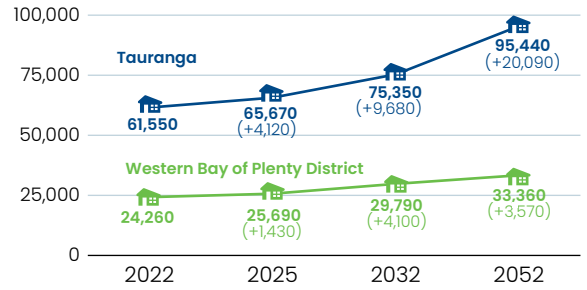
Mean weekly rent 2021

GDP per capita 2020

Regional economic activity report (mbie.govt.nz)

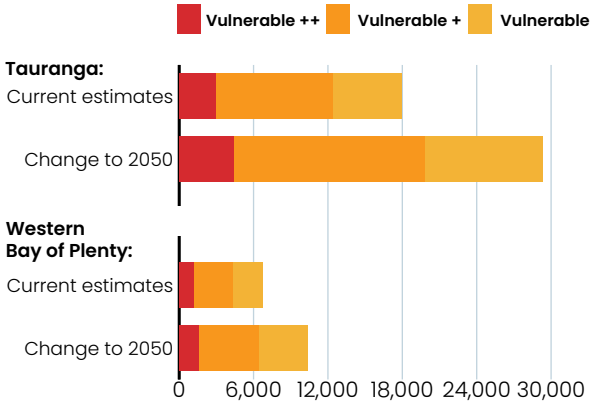
Figure 5: **The Sub-regional Housing Challenge**

Housing demand



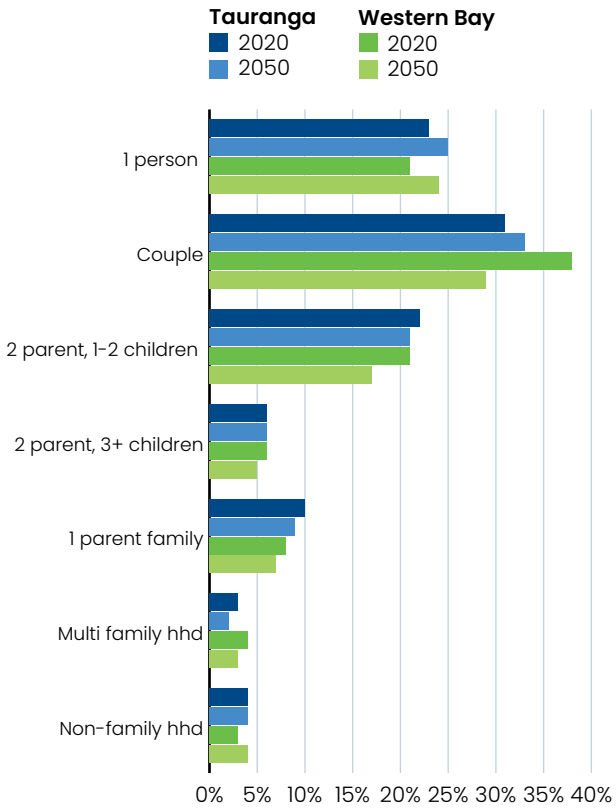
Vulnerable households

Extra households per category



Source: Update to SmartGrowth Housing and Business Capacity Assessment 2022

Household types



Housing stress

Public housing register: 755 applicants – up 307%
since 2017

Market rents up 75%
since 2010

Housing prices up 107%
since 2010

Emergency Housing Special Needs Grants up 1,300%
since 2017

Source: SmartGrowth Housing Action Plan

Home ownership

Owned or partly owned

Tauranga	**50%**
Western Bay	**52.8%**

Source – Stats NZ (Census 2018)

The sub-region is facing a significant housing challenge with Tauranga City having one of the least affordable housing markets in the country.[11] As a result, home ownership rates are declining and are projected to drop further in the future. The waiting list for public housing has grown 307% since 2017. There are significant financial pressures on those who are currently priced out of the housing market and are under served by the wider housing system. The sub-region does not have enough housing to support current and future demand. Figure 5 illustrates the housing challenge.

Growth over a relatively short timeframe has put increased pressure on the sub-region's infrastructure and services, especially on transport and housing. The sub-region is under increasing financial strain as a result of the need to fund infrastructure and services and Tauranga City Council has reached its debt ceiling. However, growth is not something we can stop as we have no effective tools to influence our increasing population numbers and economic development.

The western Bay of Plenty sub-region plays a significant role in the upper North Island and New Zealand's current and future wellbeing. The western Bay of Plenty is home to the country's largest export port, and the sub-region's productive rural and horticultural land resource is a major contributor to the regional and national economy. The sub-region serves as the gateway to the broader Bay of Plenty and provides critical connections to, and services for, the Eastern Bay of Plenty and Rotorua.

The settlement pattern set out in this strategy will support enhanced linkages to other parts of the Bay of Plenty Region and wider Upper North Island. Figure 6 illustrates the important inter-regional connections and linkages for the western Bay of Plenty sub-region. Figure 7 contains a map illustrating the regional context and sub-regional corridors.

The Waikato and Bay of Plenty regions have a joined-up approach to the Hamilton to Tauranga Corridor given the significance of this connection. There are shared objectives and priorities, and a joint investment programme has been prepared (see Figure 8). The joint investment programme objective is to fuel sustainable economic growth for New Zealand by highlighting the national importance of this strategic corridor which connects export industries through the Ports of Tauranga and Auckland, and inland ports.

Growth in the Eastern Corridor will mean greater connectivity and commuting between Rotorua, the Eastern Bay of Plenty and Tauranga. The Northern Corridor connects the sub-region to Hauraki District and Thames-Coromandel. The Western Corridor provides an important linkage with the Waikato region. The Marine Corridor highlights the importance of the coastal area to our sub-region from an environmental perspective as well as for shipping, the Port, tourism, aquaculture and recreation.

11 16th annual Demographia International Housing Affordability Survey, 2020. HUD Urban Development Capacity Dashboard Housing Affordability Measure

Figure 6: **Regional and Upper North Island Connections**

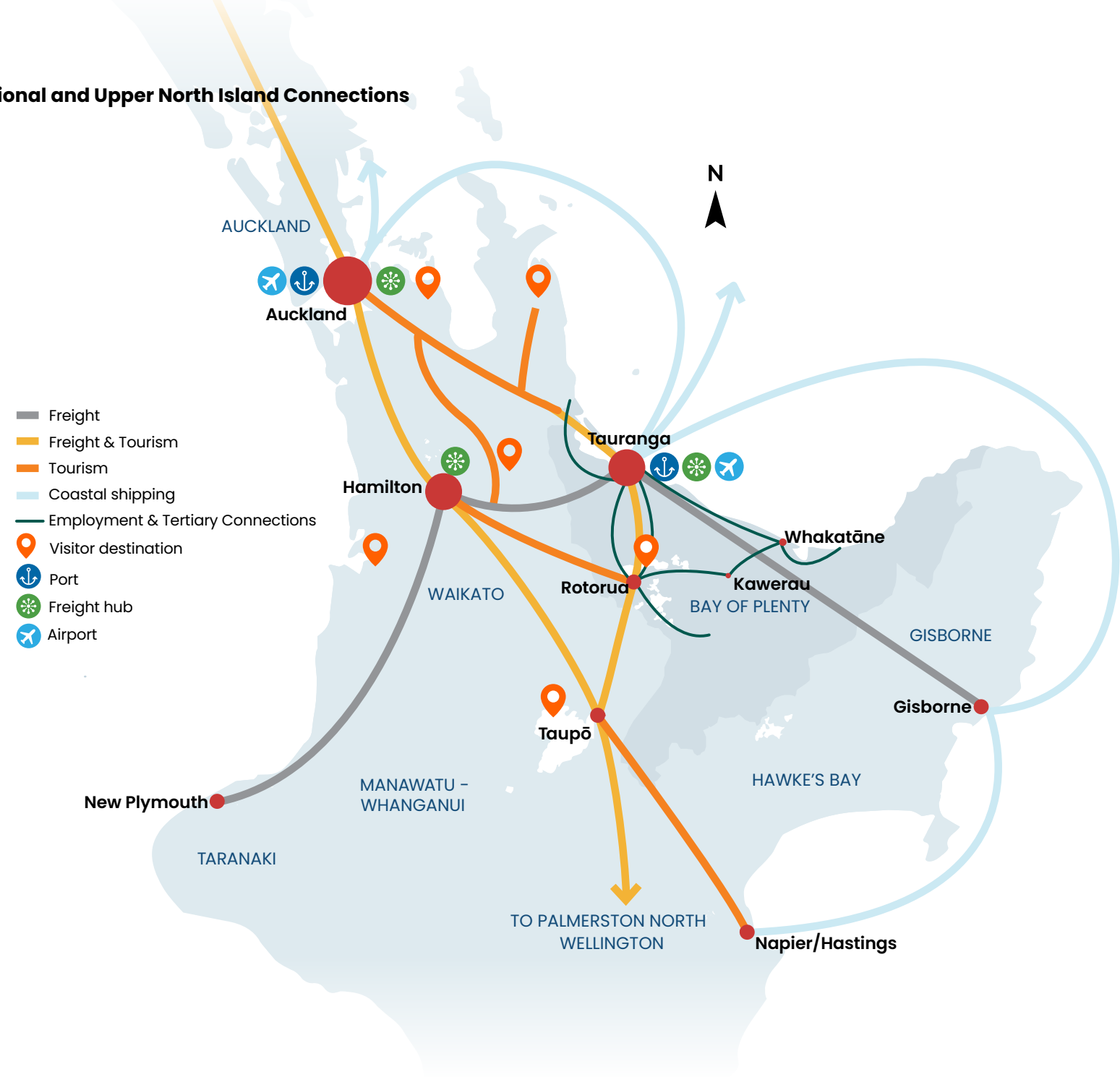
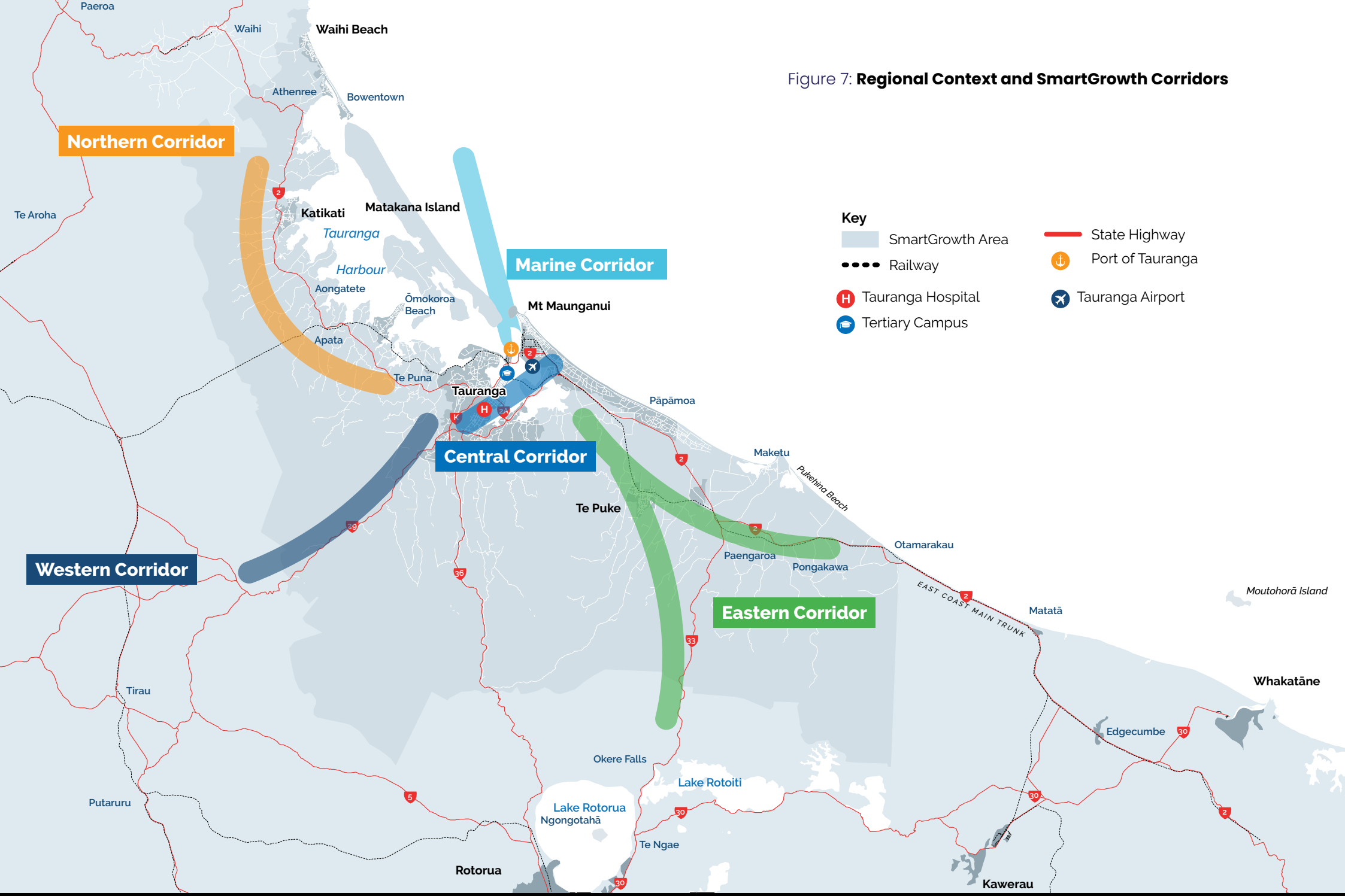


Figure 7: **Regional Context and SmartGrowth Corridors**



Western corridor

- Growth area at Tauriko West and Keenan Rd (residential, community facilities, schools)
- Long-term Growth Area opportunities (Belk, Joyce, Merrick)
- Tauriko Business Estate including extension
- Improved links to the Waikato and Auckland
- Multimodal transport to enable urban growth
- Reliable freight connections to Port of Tauranga

Eastern corridor

- Growth Area at Pāpāmoa East - Wairakei and Te Tumu (residential, business, community facilities, schools)
- Growth Area at Te Puke (residential, business, community facilities)
- Rangiuru Business Park
- New Eastern Centre opportunity (residential, business, community facilities)
- Links to the eastern Bay of Plenty and Rotorua
- East/west safe and connected networks for existing and planned urban growth
- Strategic corridors for future Rangiuru area growth

Northern corridor

- Growth area of Ōmokoroa (residential, business, community facilities, schools)
- Smaller growth area at Katikati (residential, business)
- Long-term Growth Area opportunity – Te Puna
- Reliable and safe strategic corridors for freight and longer distance movements
- Rail links to Hamilton and Auckland

Central corridor

- City Centre – cultural and economic hub of the region - civic facilities, business, residential, tertiary education and hospital
- Compact City – focussing more development within existing urban area – including social and affordable housing
- Te Papa Peninsula – residential intensification, business, community facilities
- Supporting quality urban growth within Otūmoetai and Mt Maunganui
- Providing safe and multimodal transport choices across the central corridor

Marine corridor

- Shipping links to and from the Port of Tauranga for freight and tourism
- Aquaculture
- Recreation
- Industrial activities that require shipping links to and from the Port of Tauranga.

Figure 8: **Hamilton to Tauranga investment programme**

Hamilton to Tauranga

Investment Programme

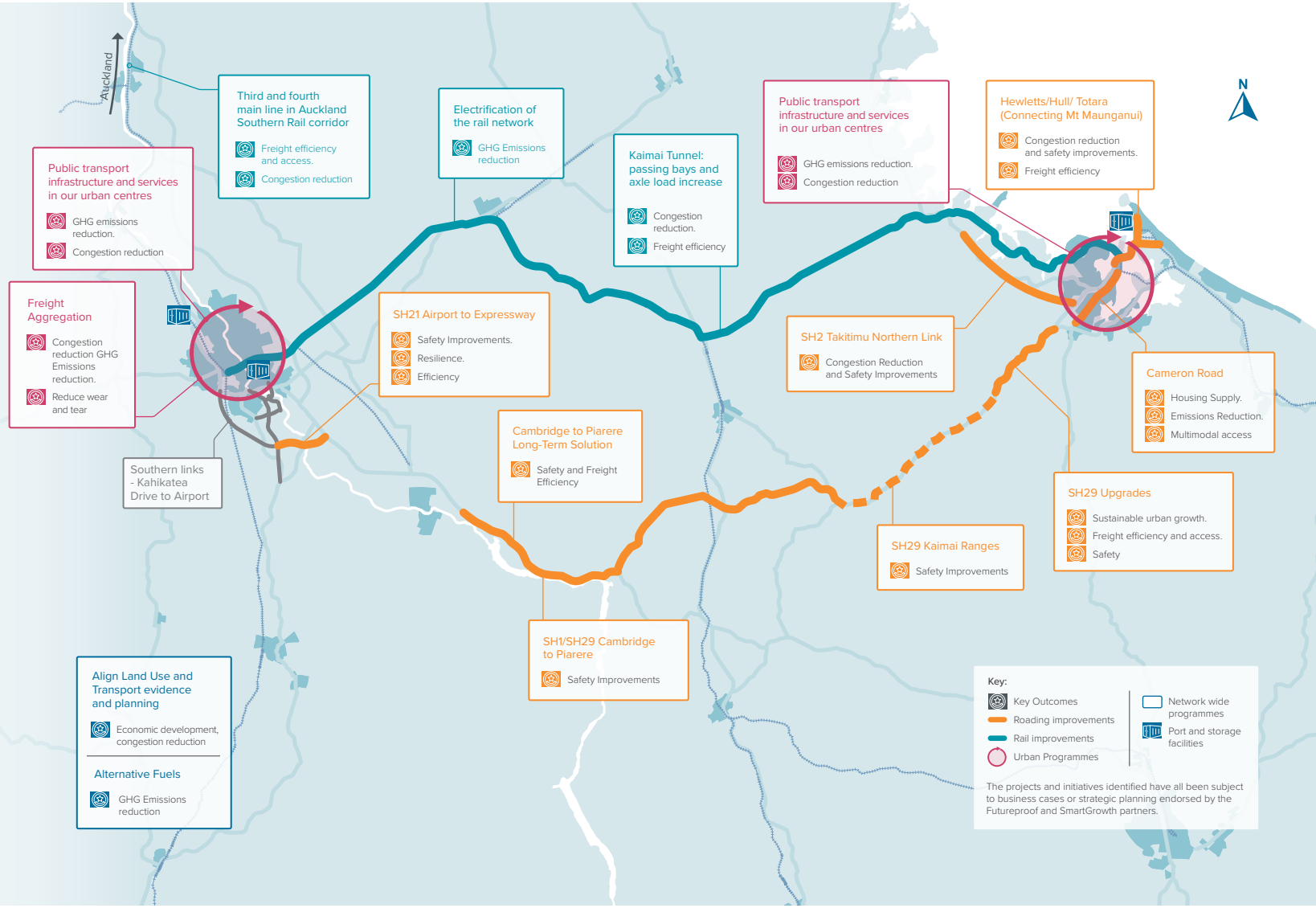
Fuelling sustainable economic growth for New Zealand

Key Outcomes:

- Providing safe and efficient options for goods and people to travel between Hamilton and Tauranga.
- Ensuring people living and working along the corridor can access the services they need (e.g. hospitals, schools, work) within 90 minutes.
- Supporting the transition to clean energy by providing key infrastructure and incentivising different ways to travel.
- Making the best use of land, ports, road and rail assets to support economic activity and community well-being

Why do we need to invest?

- The population of the metro cities of Hamilton and Tauranga and towns along the corridor is growing rapidly resulting in additional traffic, reducing transport efficiency and creating safety issues.
- Reliable journeys and efficient access to the port is critical for fueling our economic growth but is currently constrained due to congestion and resilience issues.
- We need to reduce carbon emissions from transport.



Global, National and Regional Context

Global context

What is happening internationally provides important context for the sub-region and influences our strategic planning. The following trends and influences need to be taken into account:

- Climate Change mitigation and adaptation
- Globalisation
- Urbanisation
- Technological change
- Ageing populations
- Natural capital such as biodiversity and landscapes
- Natural risks
- Energy transition
- Pandemics
- Social and economic inequality
- Water availability

National context

New Zealand's population is growing with geographic evenness, becoming older and more ethnically diverse, while the nature of employment is changing.

New Zealand also faces a number of challenges relevant to growth management, including housing quality and affordability, water allocation and quality, rising infrastructure and servicing costs, increasing disparity of wealth and reconciling the needs of the current population with the needs of future generations.

Central government has strengthened its approach to urban development. For the growth councils around the country there are significant challenges arising from the need to invest heavily in infrastructure to accommodate growth. This is further complicated by economic cycles which affect rates of development. A key priority for the Government is to improve housing affordability by removing barriers to the supply of land and infrastructure and making room for cities to grow up as well as out.

There are existing and proposed National Policy Statements that have influenced this Strategy. This includes the NPS-UD, the National Policy Statement on Highly Productive Land, the National Policy Statement on Freshwater Management and the National Environment Standards for Freshwater, the National Policy Statement on Indigenous Biodiversity and the New Zealand Coastal Policy Statement.

The Climate Change Response Act 2002 and the associated Emissions Reduction Plan and National Adaptation Plan have had a significant effect on this Strategy. Our response to climate change has substantial implications for urban form and transport.

The Government Policy Statement (GPS) on Land Transport determines how investment into the land transport system is allocated based on priorities. These priorities will change over the life of the strategy. The Future Development Strategy, and the Implementation and Funding Plan, will respond to these changes as they occur, identifying opportunities to deliver the connected centres settlement pattern.

The Government Policy Statement for Housing and Urban Development (GPS-HUD) aims to achieve thriving and resilient communities, wellbeing through housing, Māori housing through partnership and an adaptive and responsive system. The GPS-HUD was developed and will be implemented alongside the Māori and Iwi Housing Innovation (MAIHI) Ka Ora – the National Māori Housing Strategy.

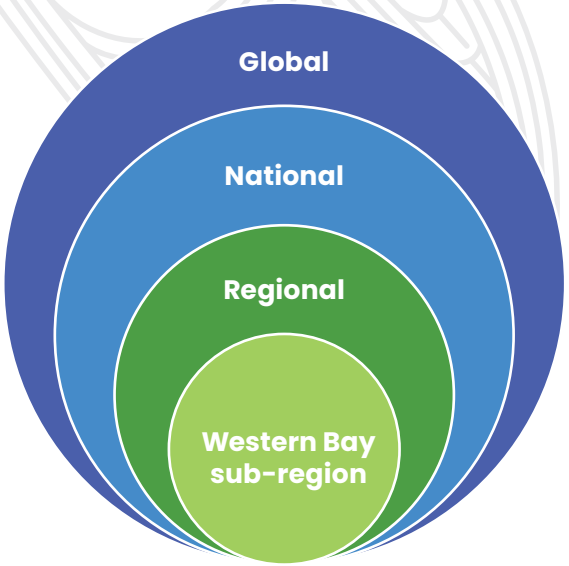
Regional context

The Bay of Plenty stretches from Cape Runaway in the east, to Waihī Beach in the west; and extends south beyond Rotorua, encompassing catchment ridges which drain towards the coast. The region has an extensive coastline, many rivers, estuaries and lakes. The Bay of Plenty is made up of 9,583 square kilometres of land and includes several prominent features – the active volcano Whakaari/White Island – which is part of the extensive geothermal area of the Taupō Volcanic Zone. The region's environmental systems are dynamic and present risks and challenges to the region's land use, infrastructure and wider economy. The region is vulnerable to volcanic and seismic activity, and flooding and sea-level rise due to the increasing impacts of climate change.

The Bay of Plenty provides an attractive lifestyle and natural amenities and is home to 347,700 people.[12] It is the third fastest growing region in New Zealand, with the population increasing by 15.2% from 2013 to 2018, behind only Auckland and Northland, respectively. Many areas of the Bay of Plenty region are experiencing significant pressure for growth in housing and associated employment, education, retail, and commercial development.

12 Stats NZ, as at June 2022

Figure 9: **Global, National and Regional Context**



This illustrates the various trends and issues, and whether these are sub-regional, regional, national or global.

Western Bay sub-region	Regional	National	Global
Climate change emission reductions, resilience, adaptation, retreat		Climate change response and legislation	Climate change mitigation and adaption
Response and recovery from natural events (particularly flooding and extreme weather events)			Natural hazard risks and extreme weather events
Falling birth rates, ageing population (increasing number of +65 and +80 year olds), increasing diversity			Demographic change and ageing populations
Urbanisation – more people living in urban centres			
Housing affordability		Increasing cost of living and housing costs	Social and economic inequality
Water shortage and availability			
Planning for future growth within environmental limits	Setting environmental limits	Environmental limits – water, air, land, indigenous biodiversity	Sustainable environment and resource use
SmartGrowth Strategy		Legislative change and national policy direction	
Treaty of Waitangi settlements and Māori development			
Transition to renewable energy and alternative fuels			Energy transition
Changing employment			Globalisation of the economy
Pandemics			
Scientific advances and technological change			

Part 2
The Growth Challenge

Development history

Mai Ngā Kuri ā Wharei ki Otamarakau – from Waihī to Ōtamarākau, Tāngata whenua across the western Bay of Plenty sub-region descend from three main waka groupings, Te Arawa, Mataatua, and Takitimu.

The traditional settlement pattern, mana-whenua and mana-moana of the sub-region was highly contested historically, but maintained currently through close relationships based on intermarriage and whakapapa. Samuel Marsden was the first European to visit the area in 1820, followed by missionaries, traders and then settlers.

The western Bay of Plenty sub-region is characterised by a handful of small coastal settlements, rural towns and productive rural land surrounding Tauranga City. Prior to European arrival, Tauranga Moana had a number of prosperous kāinga (villages). The combination of land purchases and confiscations have contributed to the creation, form and location of the urban areas as we know them now.

The sub-region has experienced strong growth since the 1950's. Tauranga City is a relatively new city in comparison with the other major cities in New Zealand. In the 1940's it was a small town of approximately 4,000 residents. Rapid growth since that time has seen the conversion of rural land on the outskirts of the city into new suburbs. The increase in private vehicle ownership since the 1950s has meant that the city has developed around car-based transport. Investment in roading infrastructure to ensure efficient access to New Zealand's biggest export port has supported this pattern of growth.

Tauranga is now the fifth biggest city in New Zealand, with the fourth smallest geographical area. Housing demand at the fringe of the city has required continued adjustment to the territorial boundary between Tauranga City and the Western Bay of Plenty District, so that new urban growth areas could be serviced by Tauranga City's infrastructure.

In the Western Bay of Plenty District, growth has been accommodated on the edges of the various towns, complemented by high levels of growth in rural-residential lifestyle blocks. Ōmokoroa is an exception as it has recently grown from a small harbourside holiday village to become a substantial sized town.

Traditional Māori communities of Whareroa, Maungatapu, Hairini, Judea and Bethlehem have become urbanised as Tauranga City has grown over time. Otawhiwhi at Bowentown and Rereatukahia in Katikati, on the urban boundaries of their communities, and the Maketū community are also predominantly Māori.

Growth of the sub-region over the last 60 plus years is illustrated in Figures 8 and 9.

History

1300

Early Polynesian waka migrants arrive.

1700

1769

Captain Cook and Endeavour pass Motiti Island.

1800

1820

Samuel Marsden is the first European since Cook to visit Tauranga.

1840

Signatures to the Treaty of Waitangi collected from Tauranga chiefs.

1864

War breaks out in the district - Gate Pa and Te Ranga.

250,000 acres confiscated from Māori.

1871

Tauranga wharf developed on the Strand.

1900

1911-15

Tauranga Harbour Board formed, first Tauranga hospital opened.

1924

Matapihi railway bridge completed.

1939

Airport officially opened at Mt Maunganui.

1953

Mt Maunganui wharf construction begins.

1964

New Tauranga hospital block opens.

1978

Kaimai rail tunnel opened.

1989

Local Government amalagamation creates Tauranga City and Western Bay of Plenty Districts.

2000

2004

First SmartGrowth Strategy approved.

2011-14

Crown settles a number of Treaty claims within the sub-region.

2015

Tauranga Eastern Link opens.

2023

Tauranga is the fifth biggest city in New Zealand.

Figure 10: **Urban Growth 1959-2022 – Tauranga City**

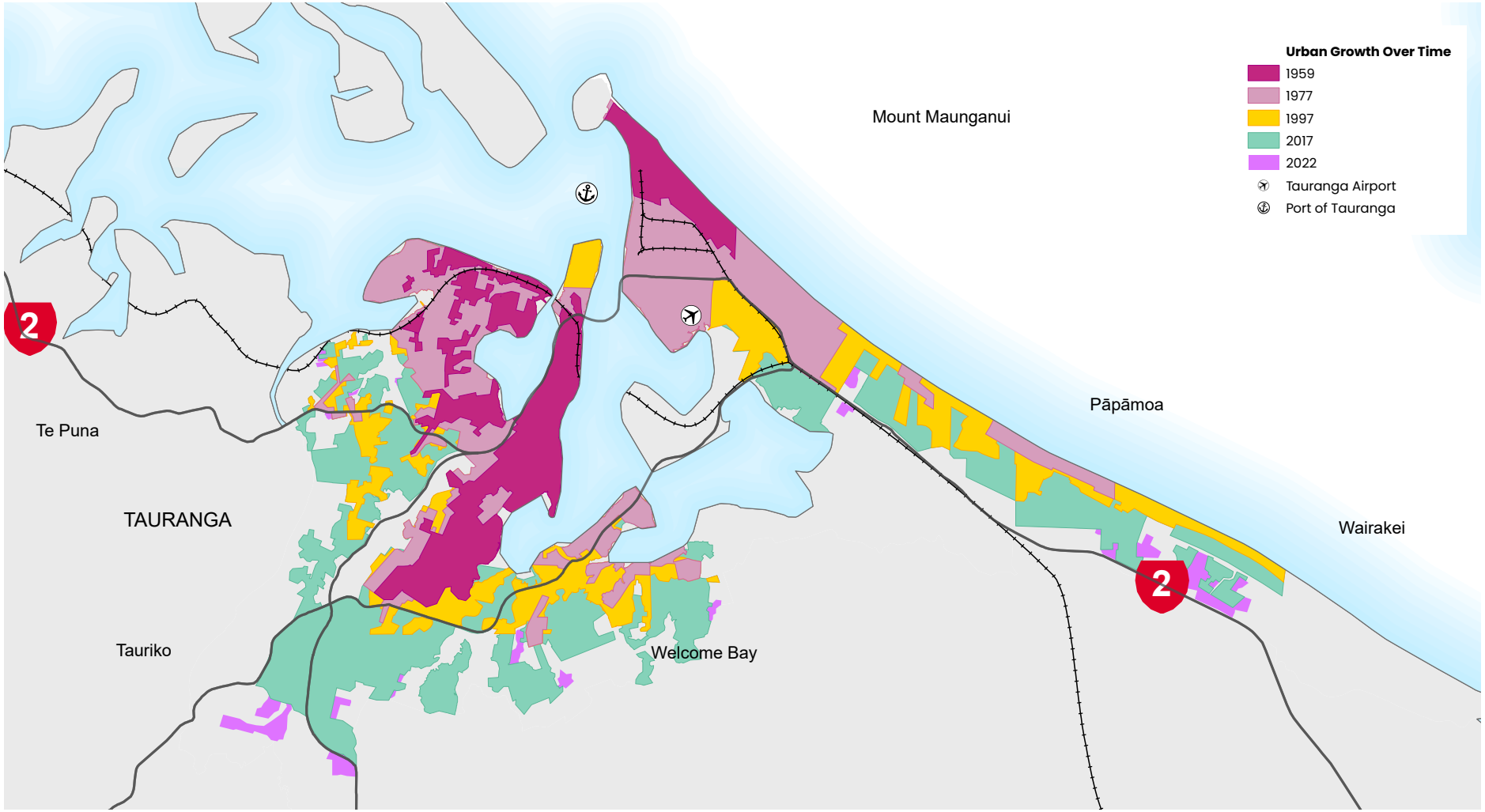
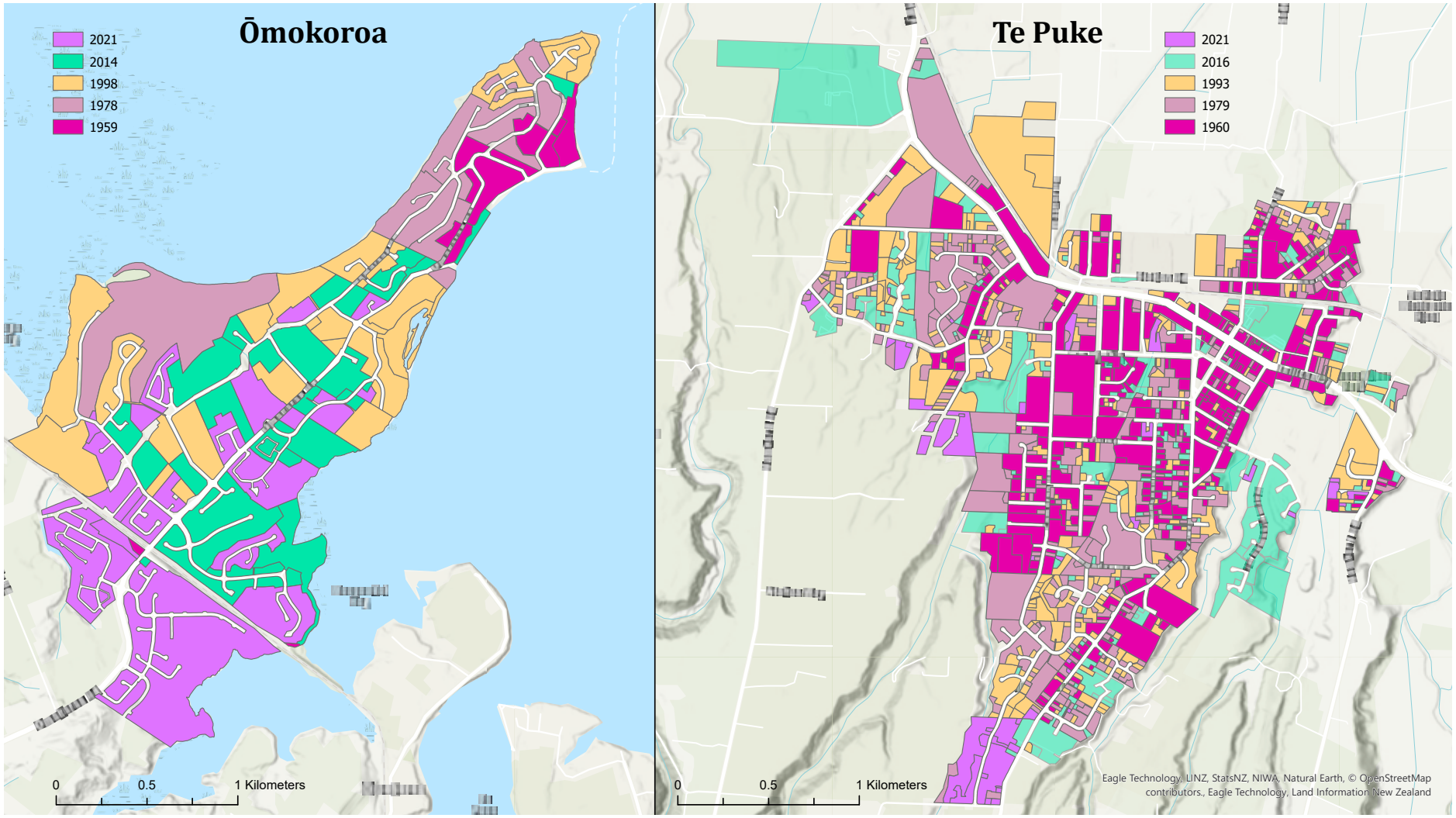


Figure 11: **Urban Growth 1959-2021 - Western Bay of Plenty District**



Challenges and opportunities

Challenges

Challenge 1 **Housing and transport choice in the sub-region**	The demand for housing in the western Bay of Plenty sub-region is outstripping the available supply. Tauranga City is one of New Zealand's least affordable housing markets and there is a lack of housing choice (typology and tenure) in the sub-region. Land available for future housing and business supply is constrained, typically due to topography, natural hazards, areas to be protected, suitable access, complicated or delayed planning processes, infrastructure timing and funding, land tenure and developer decisions to withhold land for development or develop at a slower rate. Currently, the sub-region is one of the most car reliant in New Zealand, with few attractive mode choice options available.
Challenge 2 **Enabling Tāngata Whenua to realise values and aspirations**	There is insufficient protection and acknowledgement of the relationship of tāngata whenua to their ancestral lands, waters, sites, wāhi tapu and other taonga. Aspirations for the development of Māori Land are often hampered by finance, multiple ownership and infrastructure provision. Adverse effects on sites of cultural significance, cultural heritage, cultural landscape values, culturally sensitive ecology, as well as important waterways and marine environments have occurred and continue to occur.
Challenge 3 **Accessible community facilities and infrastructure levels of service aligned with community expectations and needs**	A lack of community facilities in or near centres is leading to people needing to travel longer distances to reach key facilities. Access via private vehicle to community facilities in the sub-region will become increasingly difficult. Daily traffic is increasing (by approximately 8 percent per annum) the cumulative effect is that increasing growth in the sub-region is impacting on wellbeing and productivity. There is a constant tension between community expectations and affordability for most issues requiring council's decisions. The cost of providing and funding infrastructure is high and historically this has not kept pace with the growth occurring.

Challenge 4 **Responding to climate change**	Increased use of fossil fuels is changing the climate which will affect our economy, environment and way of life. Transport has been the most rapidly growing source of emissions with road transport emissions accounting for 90% of all transport emissions, while low-density residential developments are also associated with higher emissions. Adapting to the impacts of climate change, particularly increased intensity of extreme rainfall events for communities on flood plains, estuaries and harbours will be a significant challenge. There is naturally tension where there are pressures to provide for growth in areas that are constrained due to risks associated with climate change. This is exacerbated by existing natural hazards, amplified by climate change, which are already constraining new urban development.
Challenge 5 **Safe and efficient movement of people and goods**	The western Bay of Plenty sub-region has a peninsula-based harbour topography creating planning challenges which require creativity in terms of where people live and how they move. These natural sub-regional constraints, lack of local community facilities, education, social and economic opportunities near centres, combined with urban growth and the location of the country's largest export port within the city, result in traffic conflicts at multiple locations. The sub-region has a polycentric, car orientated and dispersed urban form which requires people to travel via constrained transport corridors.
Challenge 6 **Managing pressure from development on the natural environment, including from more intensive horticultural and agricultural uses**	Growth across urban and rural areas has had some negative outcomes such as pollution of waterways, sedimentation and a loss of biodiversity. Competing demands continue to put pressure on our natural environment, with potential to erode these values further. Highly productive land and versatile soils are being lost, and growth is putting pressuring on the water resource in terms of water allocation and water quality.
Challenge 7 **Insufficient funding and financing to deliver on the Strategy**	There is a lack of funding and financing to deliver growth-related infrastructure and other objectives sought by this Strategy. There are difficulties aligning multiple funding sources, delivery and timing across a number of partners. New funding tools have helped but they are not enough. The costs to deliver infrastructure is escalating, putting pressure on already constrained budgets and increasing the cost of development.

Opportunities

The sub-region has a number of opportunities that relate to its growth, natural environment, cultural identity and the economy:

- Partnering with mana whenua to include iwi, hapū and marae aspirations in spatial planning in a purposeful and meaningful way.
- Enabling development of multiple owned Māori Land and Treaty Settlement Land to enhance cultural, social and economic wellbeing.
- Adapting to and mitigating against a changing climate, transition to a climate-resilient and low emissions future and facilitate the transition to a low carbon economy by shifting toward more compact urban form.
- Addressing housing needs, including access to affordable housing and improved liveability through good placemaking and amenities.
- Implementing the agreed Connected Centres urban growth model and focus future development on key inner-city areas such as the Te Papa Peninsula (including the Central City) and other priority development areas at increased densities, including linking the inner city along new public transport corridors with outlying growth areas:
  - Encourage higher densities and self-contained developments to achieve better live, work and play outcomes
  - Create great places for people to live, work, learn and play in at the neighbourhood, local community and sub-regional level
  - Enhance the public transport system through prioritising and reassigning space within corridors, alongside having an efficient rail and road freight network, and new walking and cycling networks. To achieve this, we need supportive integrated land use planning and coordinated implementation.
- Achieving an integrated approach and accommodating growth within the limits set through Ngā Wai ki Mauao me Maketu which:
  - Recognises the importance of the waters (coastal and freshwater bodies) that flow to Mauao and Maketu and the significance of these two places to tāngata whenua; and
  - Recognises the linkages between the maunga (mountains), ngāhere (forests), awa (waterways), repo (wetlands), tāhuna (estuaries) and moana (harbours and ocean).
- High level of active awareness there is of the natural environment from most of our citizens.
- Growing successful centres and business areas to support communities and grow jobs.
- Building on the sub-region's economic advantages – the Port of Tauranga, horticulture, food production and technology.
- Industrial activities that provide an economic opportunity for the region.
- Providing a platform for a more certain environment for the funding of development and housing provision, to better meet the needs of the community, leading to improved wellbeing and economic performance.

The growth scenario

This Strategy uses an envisioned population scenario of 400,000 people over the next 50 plus years. The population scenario is based on the high end of population forecasts and takes into account growth to date, and the context of where the western Bay of Plenty sits within the Upper North Island. While there is uncertainty as to when, how and at what rate the sub-region could reach this population figure, this Strategy provides for a settlement pattern that could accommodate this population size. It is important to note this is not a growth target.

The growth scenario is derived from UFTI which has selected 'Connected Centres' as the best approach for the sub-region. As part of the development of UFTI, the project considered spatial scenarios and tested these against a number of criteria. The preferred spatial scenario was a combination of Connected Urban Villages (Programme 2) and Two Urban Centres (Programme 3). The combination of these two formed Connected Centres which is the scenario that underpins this Strategy. Connected Centres is illustrated in the schematic contained in Figure 10.

Components of the Connected Centres growth scenario

There are two core concepts critical to the Connected Centres programme. The first is increasing the number of dwellings by intensifying our existing urban and new growth areas. This is to maximise the land available for development and support a well-functioning multimodal transport system. The second is being able to access local social and economic opportunities within a 15-minute walk or bike ride, and sub-regional social and economic opportunities within 30–45 minutes. These concepts encourage strong local centres and connected neighbourhoods.

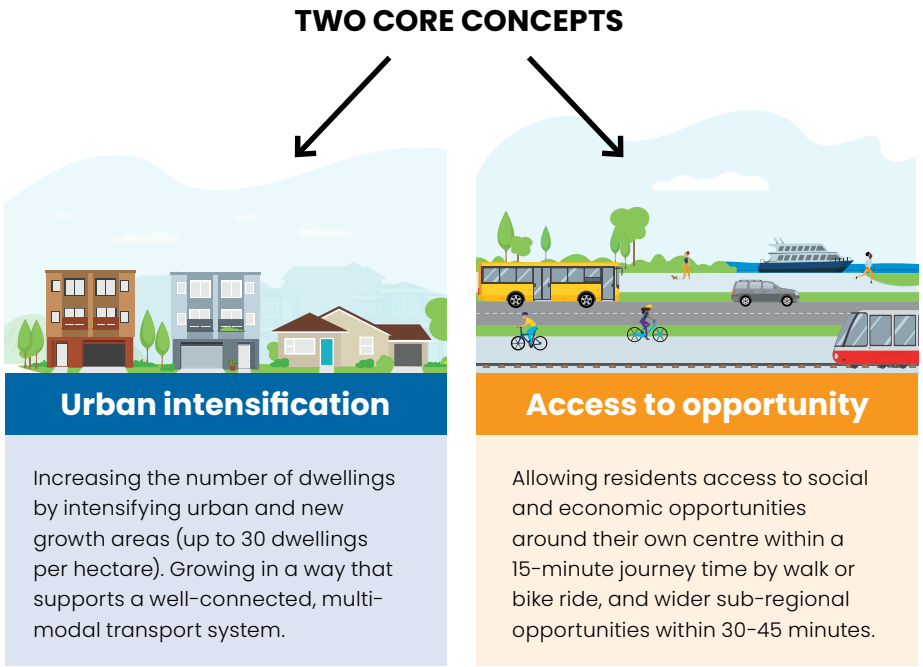
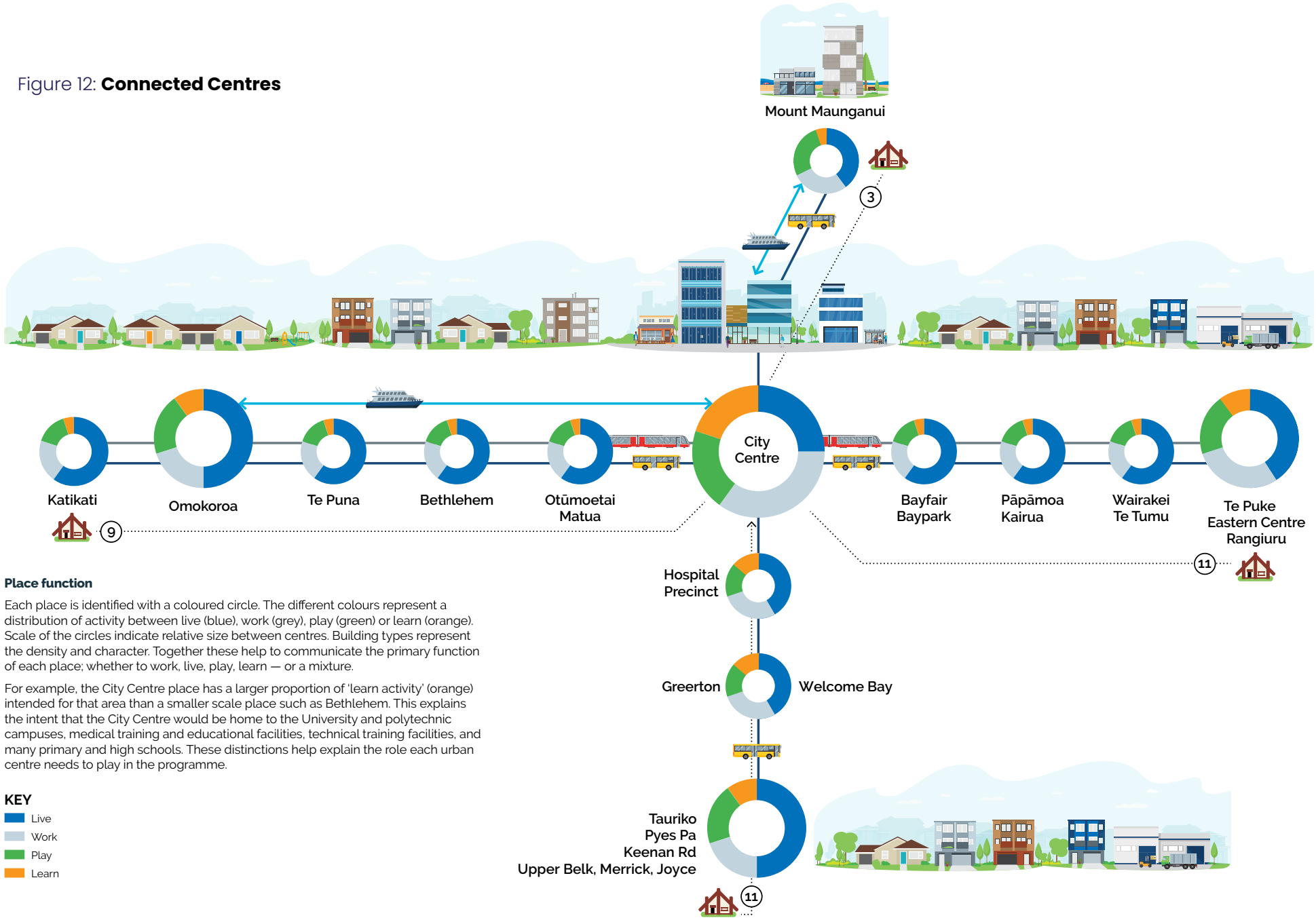


Figure 12: **Connected Centres**



Place function

Each place is identified with a coloured circle. The different colours represent a distribution of activity between live (blue), work (grey), play (green) or learn (orange). Scale of the circles indicate relative size between centres. Building types represent the density and character. Together these help to communicate the primary function of each place; whether to work, live, play, learn — or a mixture.

For example, the City Centre place has a larger proportion of 'learn activity' (orange) intended for that area than a smaller scale place such as Bethlehem. This explains the intent that the City Centre would be home to the University and polytechnic campuses, medical training and educational facilities, technical training facilities, and many primary and high schools. These distinctions help explain the role each urban centre needs to play in the programme.

KEY

- Live
- Work
- Play
- Learn

The multimodal transport components of the Connected Centres programme are built around four high frequency and dedicated public transport corridors linking key centres for work, learning and play. Supporting these public transport corridors, are dedicated walking and cycling paths to enable safe and easy access, along with freight priority areas to support access to the Port of Tauranga and enable movement of goods around the harbour.

The Connected Centres approach aims for increased densities in greenfield growth areas and higher densities around public transport, community centres and other nodes or hubs. There is a strong focus on creating green spaces and amenities. A key element is to create self-contained communities (housing, jobs, amenities and services) with improved accessibility.

The aim is to intensify current urban areas across the board, achieved through a multimodal transport system to ensure existing and future communities are connected by frequent public transport services along prioritised public transport corridors. New communities are developed in the east, west and north of the sub-region. These communities have higher densities, excellent public transport options and are based around high quality urban amenity to support live, learn, work and play lifestyle.

Te Taiao (the natural environment) is a key part of the Connected Centres approach. This provides a holistic way of planning based around waterways, planting, parks and protecting biodiversity. This is particularly important for our urban areas and places where we anticipate higher densities as trees, gardens and parks will provide significant amenities.

The majority of growth will be focussed in Tauranga City, with the rest taking in place in the key towns of the Western Bay of Plenty District.

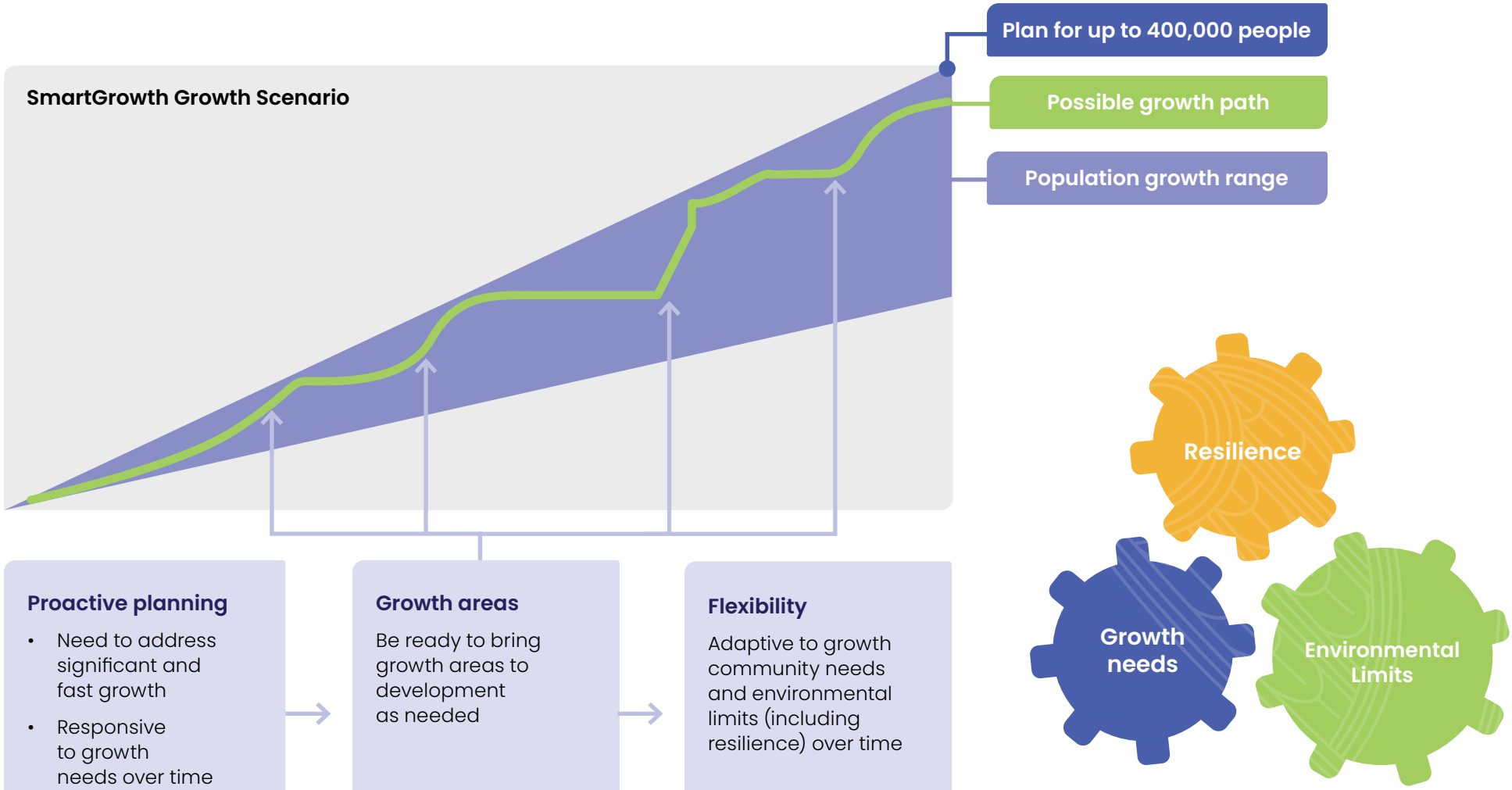
Additional new settlements in the east, west and in the north may also be required in the future. While the Strategy directs growth to the key centres, there will be a limited amount of ongoing growth that will occur outside of these identified areas.

Employment will be focussed within the key Connected Centres growth corridors. These employment areas are located within or adjacent to key residential areas and can be easily accessed in terms of the movement of people and goods.

Our approach to growth must adapt and respond to climate change. This requires a collective response across all elements of this strategy – areas to protect, tāngata whenua perspectives, Te Taiao (environment), urban form, reducing transport emissions, adapting our economy and the provision of infrastructure. This Strategy and its Connected Centres approach sets out an urban form that encourages live, work, learn and play, aims to achieve greater mode shift towards more efficient and sustainable travel and attempts to avoid developing in areas that are suspectable to the effects of climate change.

The sub-region has some significant challenges in terms of its ability to accommodate growth in a timely manner. These challenges relate to constraints on land development such as natural hazards, areas to protect and the affordability of infrastructure and services. This is why it is essential that land is used efficiently, and that growth is constantly monitored to ensure that sufficient housing and business areas are being provided to support the population. The approach taken in this strategy is outlined in Figure 13.

Figure 13: **Growth Scenario and Responding to Challenges**



Liveability and Placemaking for local areas

This is a level of detailed planning that goes beyond that of the SmartGrowth Strategy and is a key part of implementation. Local Area Spatial Plans are developed to ensure that liveability outcomes are achieved in greenfield urban areas, urban areas undergoing significant change and intensification, and areas with significant local challenges.

Liveable urban areas should reflect the local community's demographic makeup, needs and values, significant seasonal population changes in some communities, heritage and 'sense of place', as well as deliver the basic functions of access to homes, transport and employment or education, services and recreation.

Liveable areas are resilient and can adapt to changes over time. Perceptions of neighbourhood character and amenity will evolve as neighbourhoods urbanise, and shared common spaces – streets, open spaces – will need to work harder to deliver the living environment that people value.

Public spaces and services matter. The councils are working on investment in community facilities – the core infrastructure that help create a sense of place - including parks, recreation and cultural facilities. Planning for urban centres in particular recognises the role of public spaces and community facilities in providing safe and accessible opportunities for inclusiveness, social interaction, learning and recreation, and contributing to the overall health and wellbeing of our community.

To make a place liveable, investment in infrastructure needs to ensure that streets and transport need to be attractive, accessible and safe for people, stormwater management can become 'green infrastructure' providing green streets and open spaces.

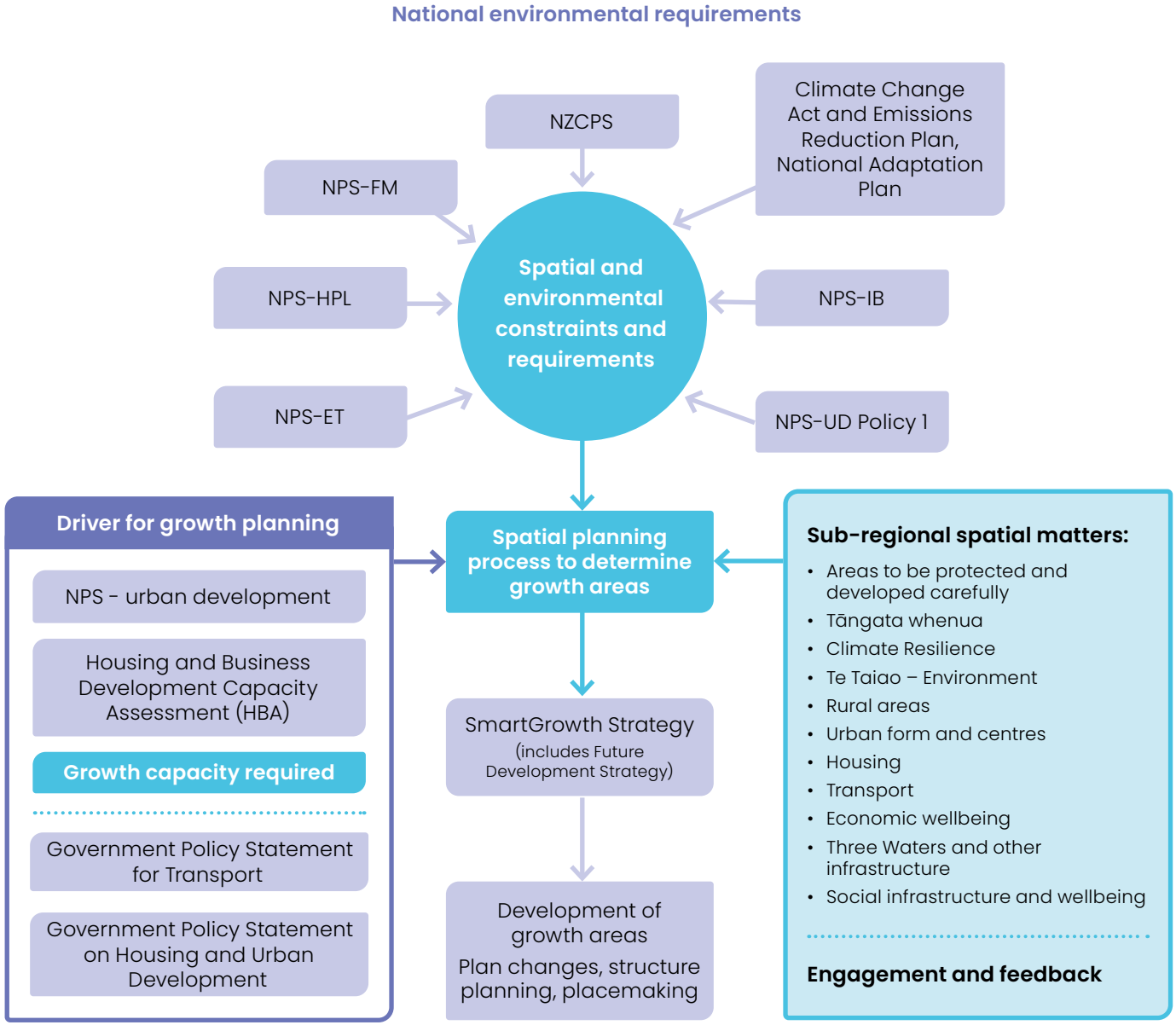
Part 3
The Spatial Plan

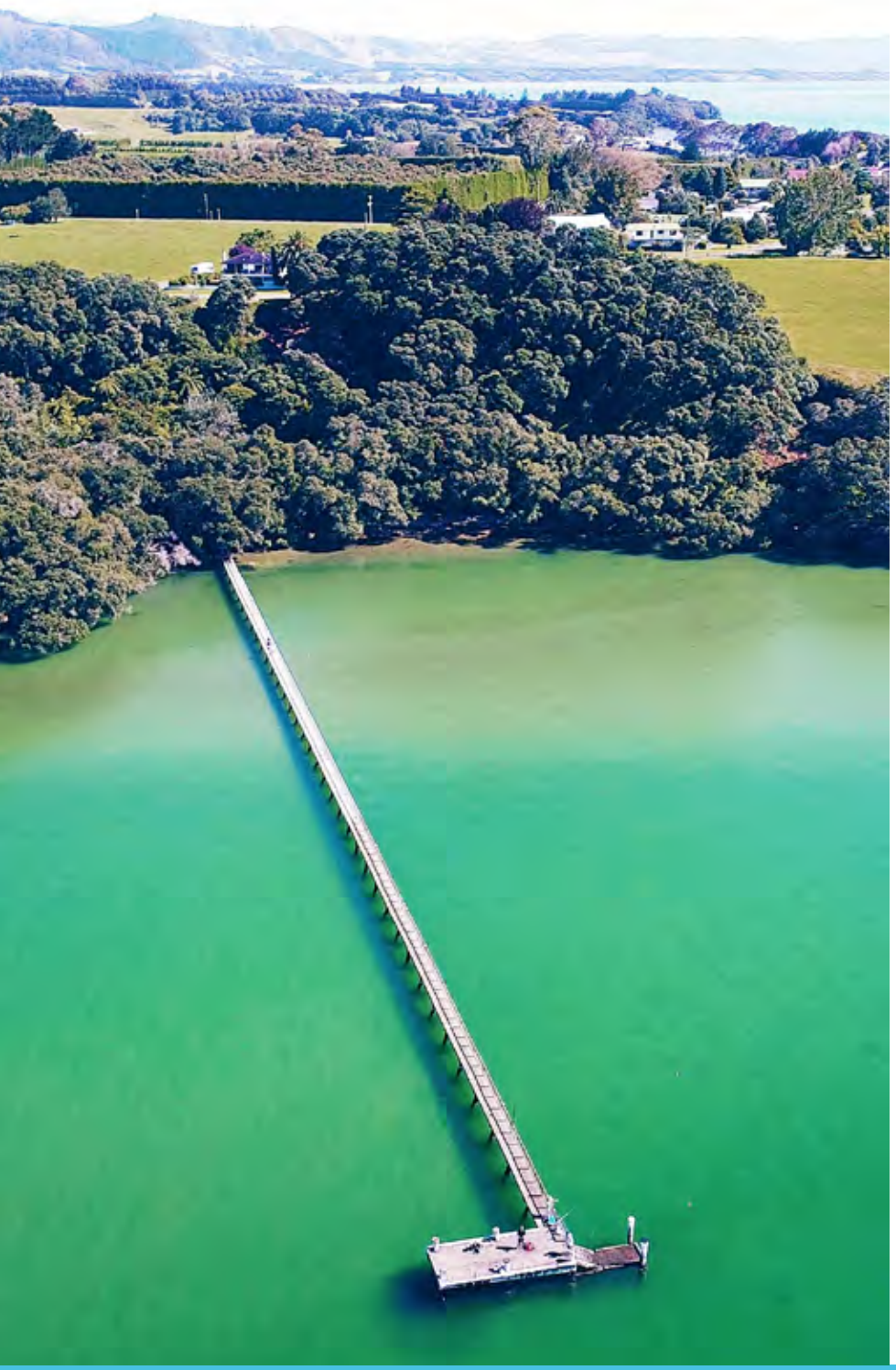
This section sets out the spatial approach for the western Bay of Plenty subregion. It recognises existing uses and identifies areas for growth, development and improvement including uses and activities, transport, te taiao (environment) and infrastructure. This is done by taking a layered approach, where fundamentals such as areas to protect, tāngata whenua values and climate change are outlined first. This provides the basis for moving forward.

For each spatial layer, an introduction and background information, Key Challenges, and Growth Directives are set out. The "Key Challenges" are the main hurdles that need to be overcome. The "Growth Directives" identify the significant policies, methods and other measures that should be implemented over time by partners to achieve the SmartGrowth vision and objectives. Partners will have varying abilities to implement Growth Directives, affected by their legal and policy mandates, resourcing and information availability.

The process for developing these sections is outlined in Figure 14.

Figure 14: **Spatial Planning Requirements**





CHAPTER 01.
AREAS TO BE PROTECTED AND DEVELOPED CAREFULLY

Introduction

The natural environment of the western Bay of Plenty is a unique taonga and one of its most valued features. It forms the basis of the urban form and future urban development. The natural environment includes areas of indigenous biodiversity, ecological and cultural value, landscape, and amenity character. The natural environment is also important for the community's sense of identity and the unique natural character of the sub-region is a draw card for residing in and visiting the area.

There is a scarcity of indigenous ecosystems, and it is important that existing ecosystems are protected. The ecological health of the natural environment plays a critical role in the functionality of urban spaces and the quality of life within them. In addition to the intrinsic value of these ecosystems, they provide important habitat for threatened, at risk and taonga species, help regulate climate stressors, improve resilience and well-being, and enable customary practices. People should also continue to have opportunities to readily access high quality natural environments in urban areas, such as parks and reserves, to enjoy the broad range of environmental and social benefits they offer.

The western Bay of Plenty is vulnerable to coastal hazards and exposed to other natural hazards including flooding, coastal erosion and inundation, tsunami, liquefaction, and landslides. Natural hazards are a significant issue when planning for growth, especially where there is pressure to increase development capacity due to an acute shortage of housing.

In addition to protecting and enhancing our natural environment, we need to manage our risk from natural hazards and the effects of climate change by directing future growth and urban form away from these areas where appropriate. We have identified and mapped areas where there are intrinsic environmental and cultural attributes that must be protected from future land development, and areas to avoid which have critical constraints to development. This is to provide an understanding of where future investment and land development should be avoided. These areas are shown in Map 1 as 'No-Go' – Areas to Protect and Avoid.

Areas with natural hazard susceptibility and other land constraints have been identified and mapped to direct growth away from these areas unless it can be demonstrated that the issues can be managed with risk mitigated to acceptable levels. These areas are shown in Map 2 'Go Carefully' - Precautionary approach to growth. Map 2a shows areas of flooding; Map 2b highly productive land use classifications; Map 2c hazardous activities and industries list and archaeological sites; Map 2d land elevation; Map 2e land instability and Map 2f liquefaction and peat soils.

Marine areas have not been included in these maps. This will form part of marine spatial planning which will be a component of Regional Spatial Strategies under the proposed Spatial Planning Act.

The maps included are presented at a high-level sub-regional scale for spatial planning purposes only and may be subject to change through other processes (such as updates to hazard mapping). Site-specific constraints and features to protect are managed and assessed through Regional and District planning policies and rules, and other statutory procedures such as Land Information Memoranda and Building Consents.

Maps with enhanced functionality are linked on the SmartGrowth website.

Background

Environmental areas and landscapes

The western Bay of Plenty has many natural environmental areas and landscapes that have important environmental attributes and services, and which have national, regional, and local protected status. These areas comprise of a range of habitat types including native forest, wetlands, stream/river margins and the coast, areas assessed for ecological and biodiversity value and several parks and reserves. These areas have been identified in the Regional Policy Statement, Western Bay of Plenty District Plan and Tauranga City Plan and will continue to have protected status.

Sites and areas of significance to Māori are culturally and spiritually significant to mana whenua history and identity. They may include urupā, pā, maunga tapu, kāinga, turanga waka and places where taonga have been found. The sites and areas are protected to ensure the sacred nature is respected.

Natural Hazards

The western Bay of Plenty includes areas susceptible to a range of natural hazards including flooding, coastal erosion and inundation, tsunami, liquefaction, and landslides. A number of hazards can also be exacerbated by the effects of climate change, such as sea level rise and increased rainfall intensity. These hazards are present across large parts of the existing urban areas as well as greenfield areas and can be a major constraint when considering the location of new growth areas.

The planning response to natural hazards and climate change for both new and existing urban areas needs to be dynamic and agile as new information comes to hand. The SmartGrowth partnership councils have been researching, mapping, planning for and

informing the community about natural hazards for many years. A collaborative natural hazard programme involving detailed modelling of hazard scenarios has included reviewing the risk of all natural hazards and high groundwater in low-lying coastal communities. This work has included undertaking area-based natural hazard susceptibility mapping for the sub-region, a city-wide risk assessment for Tauranga and detailed risk assessments for the urban growth areas of Ōmokoroa, Te Tumu and Tauriko West.

The councils continue to collect new data and update existing natural hazard mapping on a rolling basis, to ensure it covers the whole sub-region, incorporates updates in scientific knowledge, guidelines, legislation, and responds to updated climate change projections.

Productive Soils

There are classifications of land located across the sub-region under the Land Use Capability system. Land classified as Class 1-3 under this system contain high class soils which are productive for a wide range of primary productive purposes. The National Policy Statement for Highly Productive Land (NPS-HL) requires highly productive soils to be protected from development. There are some exceptions to this, however these are subject to certain criteria. The implementation of the NPS-HPL is subject to a regional planning process, with mapping to be completed by the Bay of Plenty Regional Council by 2024. A 'Go Carefully' approach is applied to urban growth onto highly productive soils.

Key challenges – areas to be protected and developed carefully

1. Pressures on the natural and cultural environment

The sub-region faces some long-term environmental challenges including declining water quality, degradation of the local environment and alteration of natural ecosystems. These challenges are likely to be exacerbated by population and economic growth as well as the impact of climate change in the long-term. We will need to respond proactively to challenges faced, enabling protection and enhancement and restoration of areas including environmental and cultural assets along with avoiding development in higher risk or constrained locations.

The subregion faces some long-term environmental challenges including declining water quality, degradation of the local environment and alteration of natural ecosystems. These challenges are likely to be exacerbated by population and economic growth as well as the impact of climate change in the long-term. We will need to respond proactively to challenges faced, enabling protection and enhancement and restoration of areas including environmental and cultural assets along with avoiding development in higher risk or constrained locations. In continuing to foster economic growth and development we will need to ensure that natural assets continue to provide the critical resources and environmental benefits on which our well-being relies.

2. Natural Hazards will be exacerbated by climate change

Although we actively plan for and manage natural hazard risks, climate change is increasing the susceptibility and scale of hazards such as coastal erosion and inundation, liquefaction, rising groundwater levels, land instability and flooding. We will have challenges adapting to the impacts of climate change, particularly from increased intensity of extreme rainfall events for communities in floodable areas and those located on estuary and harbour coastlines that are susceptible to erosion and inundation.

3. Providing housing and infrastructure for a growing population while reducing the exposure and vulnerability of development

For high-growth areas such as Tauranga and the western Bay of Plenty there are pressures to provide for growth in areas that are constrained due to natural hazards. For example, flooding from intense rainfall is influencing areas of growth and intensification. It will be important to continue to manage natural hazard risks including updating hazard mapping over time considering future plan changes, infrastructure resilience planning and community-based climate adaptation planning where appropriate. Risk reduction can be enhanced by developing readiness (planning and preparedness) and building risk awareness (education).

4. Incorporating climate change adaptation into long term infrastructure resilience planning and decision-making

Infrastructure is a long-term investment and planning decisions should also consider the long-term given the effects of climate change on natural hazards may increase overtime. The infrastructure we are planning today may take 10 years or more to consent, build and commission. The infrastructure we build today may still be operating 100 or more years from now. Therefore, growth areas should be avoided where infrastructure is likely to be compromised in the future due to climate change and where there are no feasible options for adaptation and maintaining a resilient network.

5. Cost of making our communities and infrastructure more resilient

The built environment, including homes, commercial buildings, and infrastructure networks play a crucial role in our resilience to natural hazards. Following a disruptive event, the performance of infrastructure also determines how rapidly communities can recover. We want our buildings and infrastructure to be resilient to natural hazards, to protect communities and reduce social and economic distress. There is an additional cost to developing resilient buildings and infrastructure in areas susceptible to natural hazards to ensure risk can be mitigated to acceptable levels. In some cases, the cost may be too high and avoiding these areas for urban growth may be the appropriate response.

Areas to be protected and developed carefully growth directives

1. Development avoids areas with important environmental, cultural and heritage values; or that are at risk from coastal erosion (including inner harbour erosion).
2. Sites and areas of cultural significance are protected and avoided by development, and the values of those areas are enhanced.
3. Take a precautionary approach to development in areas identified as 'go carefully'.

AREAS TO BE PROTECTED AND DEVELOPED CAREFULLY INTEGRATION

WELLBEINGS

OBJECTIVES

CLIMATE RESILIENCE PRINCIPLES

- Integrate climate resilience
- Integrate and enhance local ecosystems and biodiversity

CASE STUDY

Hinonga manawaroa: whakamārohi i a Tauranga – Infrastructure Resilience Programme:

Building a resilient Tauranga

The Tauranga Infrastructure Resilience Programme started in 2017 and was formed with the goal of understanding natural hazards, including the potential effects of sea level rise, and to determine the overall risk to critical infrastructure assets.

The project used updated natural hazard data to quantify their impact on the city's critical infrastructure assets. The hazard information was spatially mapped over the city's transport and water networks to show each hazard in terms of different return periods and time horizons. The asset databases for three-waters and roads were then reviewed and updated to reflect current criticality and importance ratings.

The hazard investigation identified risk hot spots where critical assets could be impacted by one or more hazards. The risk hot spots have been established as projects which incorporate one or more assets. Over 300 projects across the city have been identified as mitigating natural hazard risk to infrastructure, with many projects integrating with previously forecast renewals and upgrades under the asset management programme.

The Infrastructure Resilience Programme has mapped a pathway to a resilient city by proposing mitigation to the exposures represented by the projects. Mitigation includes approaches such as protecting the area, strengthening, or renewing the asset, realigning roads, or pipes, and in some cases retreating from the effected location. Every project completed will make Tauranga and its communities more resilient. They add capacity to absorb more severe natural hazards and allow the city to recover more quickly from damage.

Overlaying of Maps to Identify "Hot-spot" Areas

CASE STUDY

Kaimai Range and Mamaku Plateau Forests

The Kaimai Range and Mamaku plateau forests ('Kaimai-Mamaku') are a taonga - a treasured place, and a connector of two regions, being significant to numerous Iwi and Hapū, conservation and recreation groups and livelihoods.

The sharply rising Kaimai Range has a steep scarp slope facing the Hauraki Plains to the west and a gentler slope down to the Tauranga basin in the east. It forms a physical divide that traditionally functioned as a barrier to the movements of both Māori and European people between the east and west. The catchment areas of the Kaimai-Mamaku cover an area of almost 300,000 hectares extending from the Waihou River to Tauranga Harbour, and from the Mamaku plateau near Rotorua in the south to Karangahake Gorge in the north.

The Kaimai-Mamaku are taonga to the many iwi, hapū and whānau associated with the area. For many generations the area has sustained tangata whenua who draw strength and identity from their relationships with the maunga/mountains, ngahere/forest and awa/rivers. Many of the maunga, including Te Aroha and Karangahake, are sacred and retain a deep spiritual significance to tangata whenua. The protection of the ngahere, kararehe/animals and awa is essential to preserving their mauri/essence and wairua/spirit. Wāhi tapu, pā sites, historic places and trails are evident throughout the

Kaimai-Mamaku, illustrating the importance of the area to early Māori as a place of refuge, an important trading route, and a source of kai/food and other materials of cultural importance.

The forests and habitats of the Kaimai-Mamaku are home to a richly diverse range of ecological, cultural, social, and economic values. Many of these values are now in decline because of various conservation threats and the need to effectively manage key threats in the habitats that still survive is becoming increasingly urgent. The Kaimai Mamaku Conservation Park is a protected area covering approximately 37,000 hectares. It was originally set aside as a reserve for soil and water conservation, however, now aims to deliver on wider biodiversity outcomes.

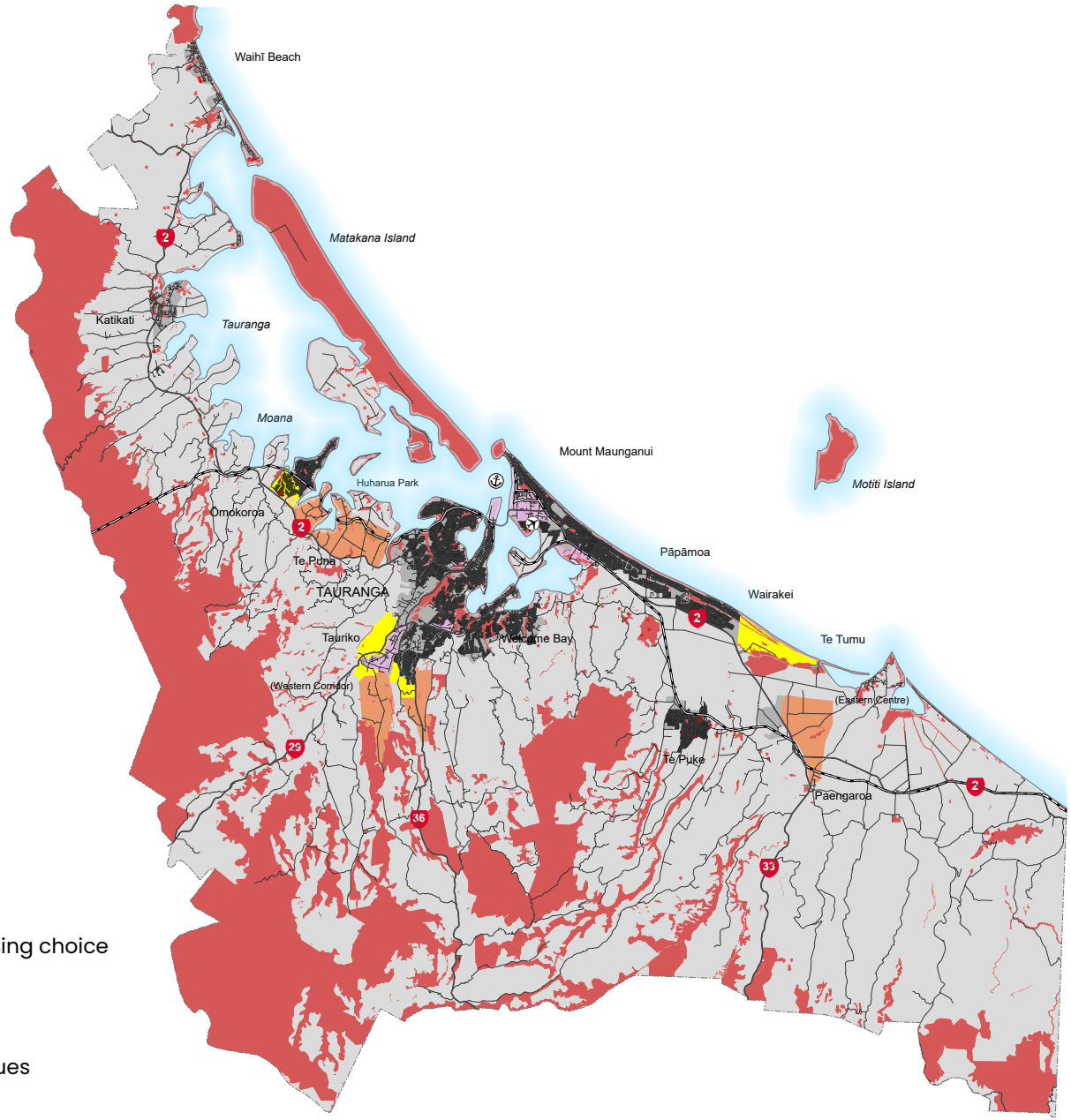
The Kaimai-Mamaku provides a significant reservoir that protects water quality and regulates flows, particularly in severe weather events. A sizeable number of awa and cold springs that originate from within these ngahere drain into Tauranga Harbour, the Firth of Thames, the Bay of Plenty coast, and the Rotorua lakes. Current management practices and environment programmes aim to protect indigenous forest, water, and soil functions to reduce sedimentation and erosion, improve water quality, as well as have positive outcomes for indigenous biodiversity and the experience of visitors.

With growing population pressure and changing land uses such as advancing urban and rural interfaces, fragmentation and isolation of smaller areas of ngahere through subdivision, roading, agriculture, and urbanisation within the Kaimai-Mamaku catchments, conservation efforts need to strategically align with and contribute to social and economic policies. There have been decades of stakeholder, iwi, hapū and community concern, engagement, and action to restore the mauri of the Kaimai-Mamaku.

There are now numerous pest management control programmes and restoration projects led or supported by organisations, partners, and trusts such as the Department of Conservation, Bay of Plenty Regional Council, Western Bay of Plenty District Council, Tauranga City Council, Bay Conservation Alliance, and the Manaaki Kaimai Mamaku Trust. Increasing collaboration and cooperation among current and future community and conservation groups can support their long-term capacity and sustainability to continue progress towards a healthy and thriving Kaimai-Mamaku.

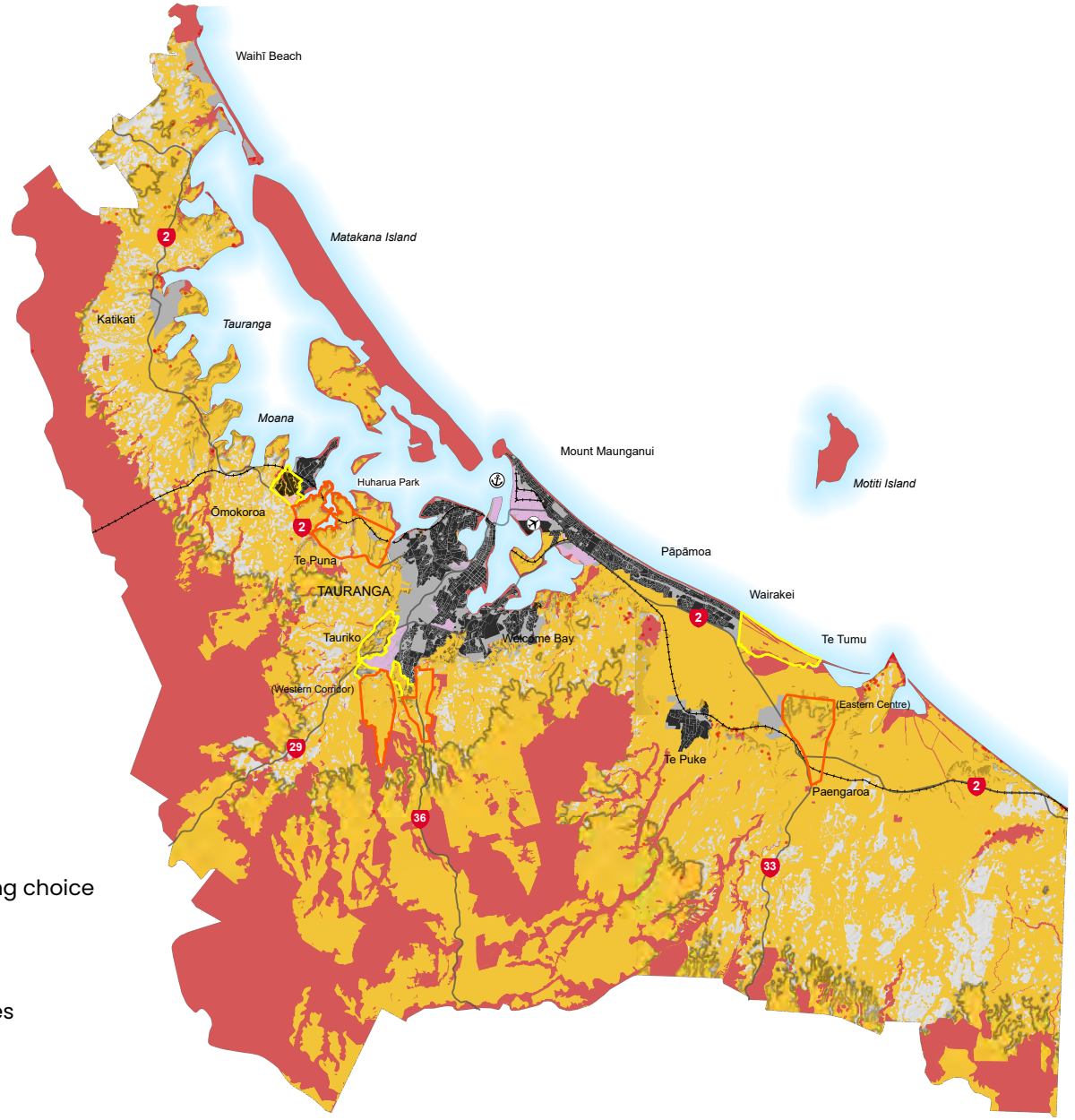
Map 1:

‘No-Go’ - Areas to Protect and Avoid



- Port of Tauranga
- Tauranga Airport
- Existing Urban Area (including intensification)
- Existing Urban Areas - increased density and housing choice
- Industry Zone
- Planned Growth Areas
- Potential Long-term Growth Area
- Important enviromental, cultural and heritage values
- Areas at risk from coastal or inner harbour erosion

Map 2: **'Go Carefully' - Precautionary approach to growth**



- Port of Tauranga
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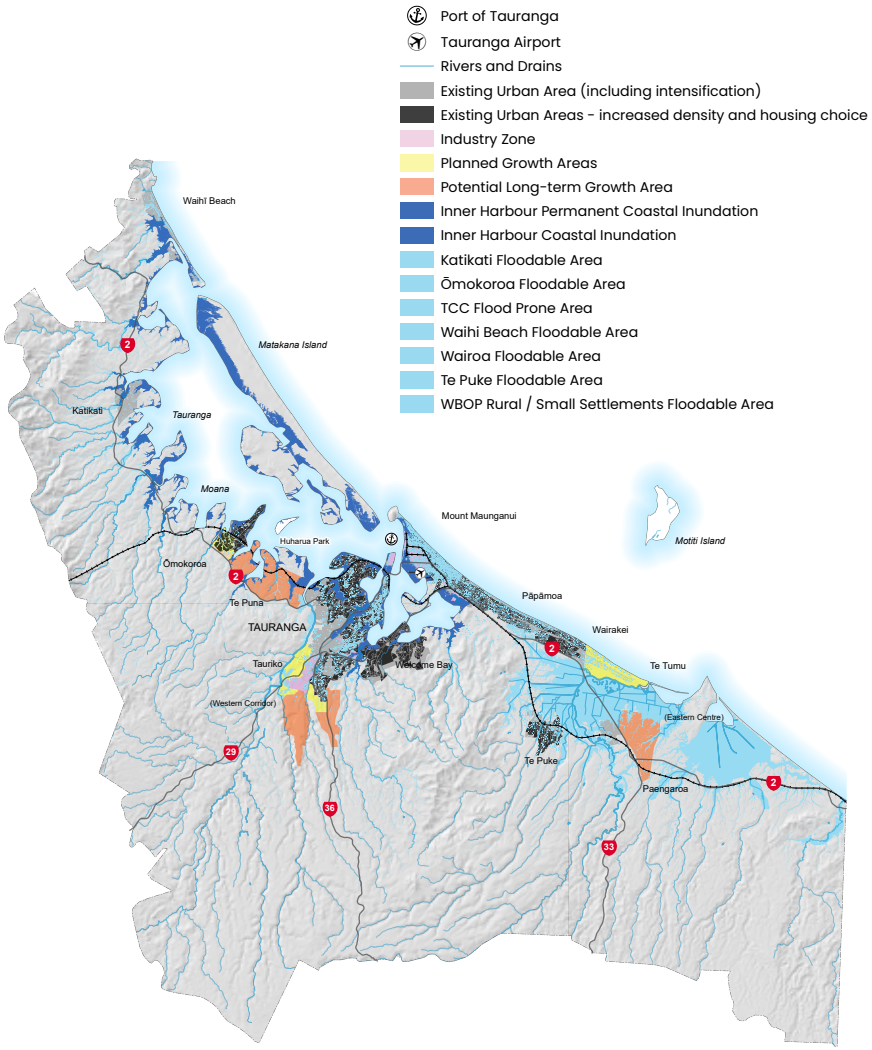
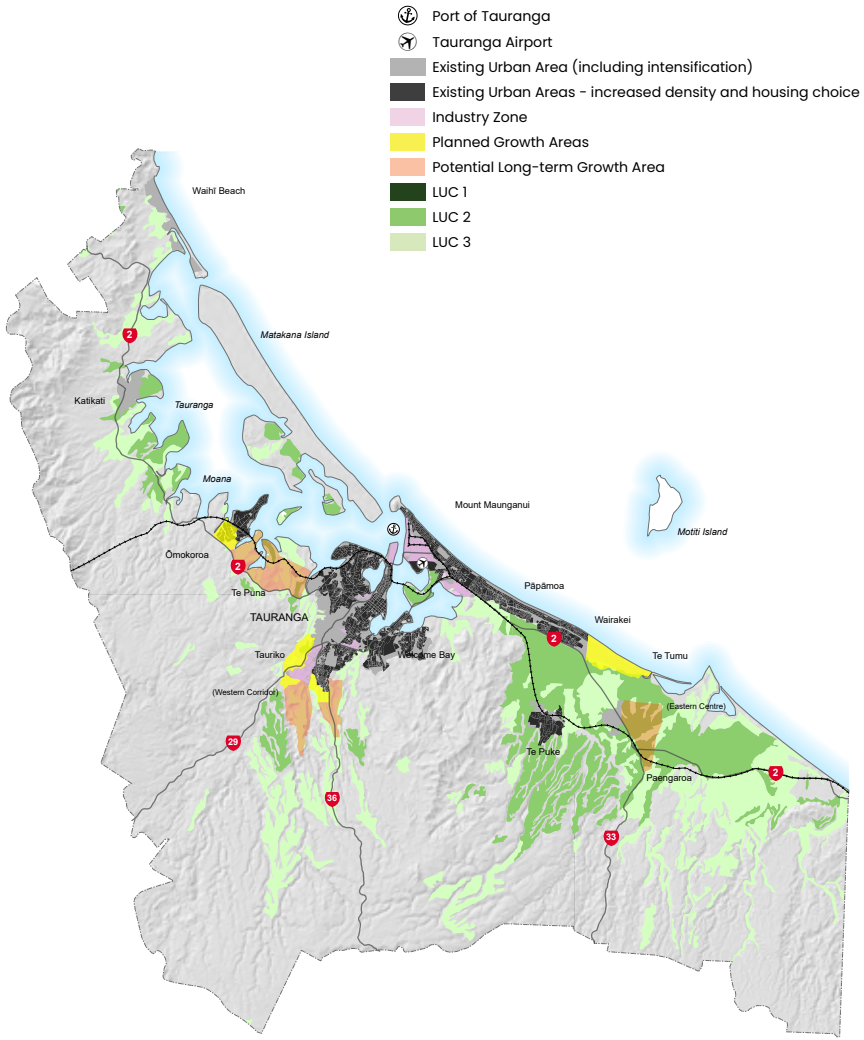
- Existing Urban Areas - increased density and housing choice
- Industry Zone
- Planned Growth Areas
- Potential Long-term Growth Area
- Important enviromental, cultural and heritage values
- Areas at risk from coastal or inner harbour erosion
- Areas with go carefully layers

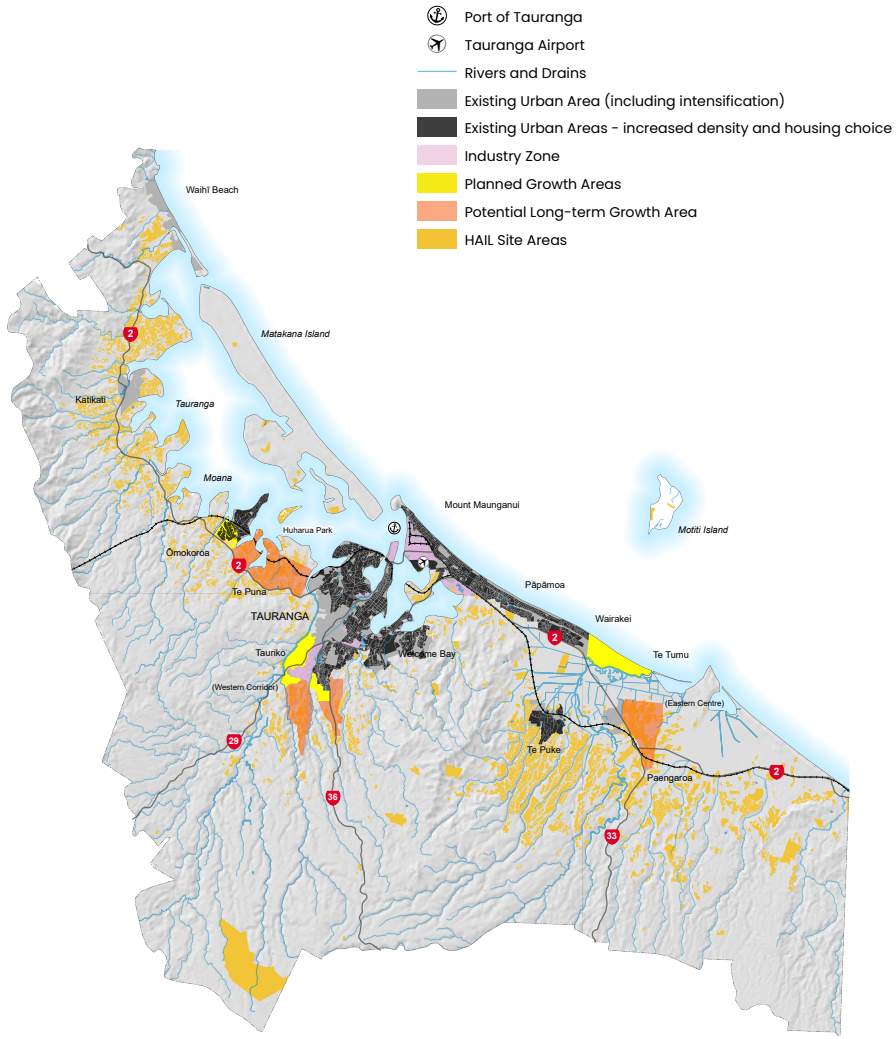
Map 2a:
‘Go Carefully’- Flooding



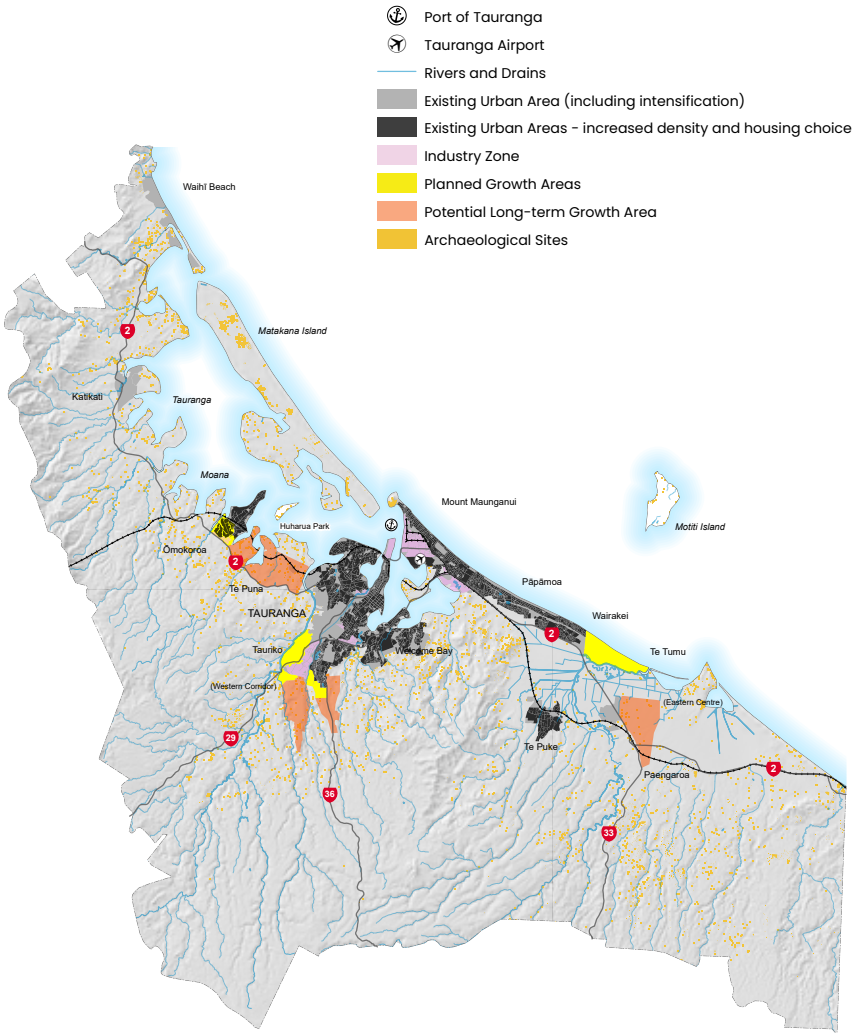
Map 2b:
‘Go Carefully’ - Highly Productive Land



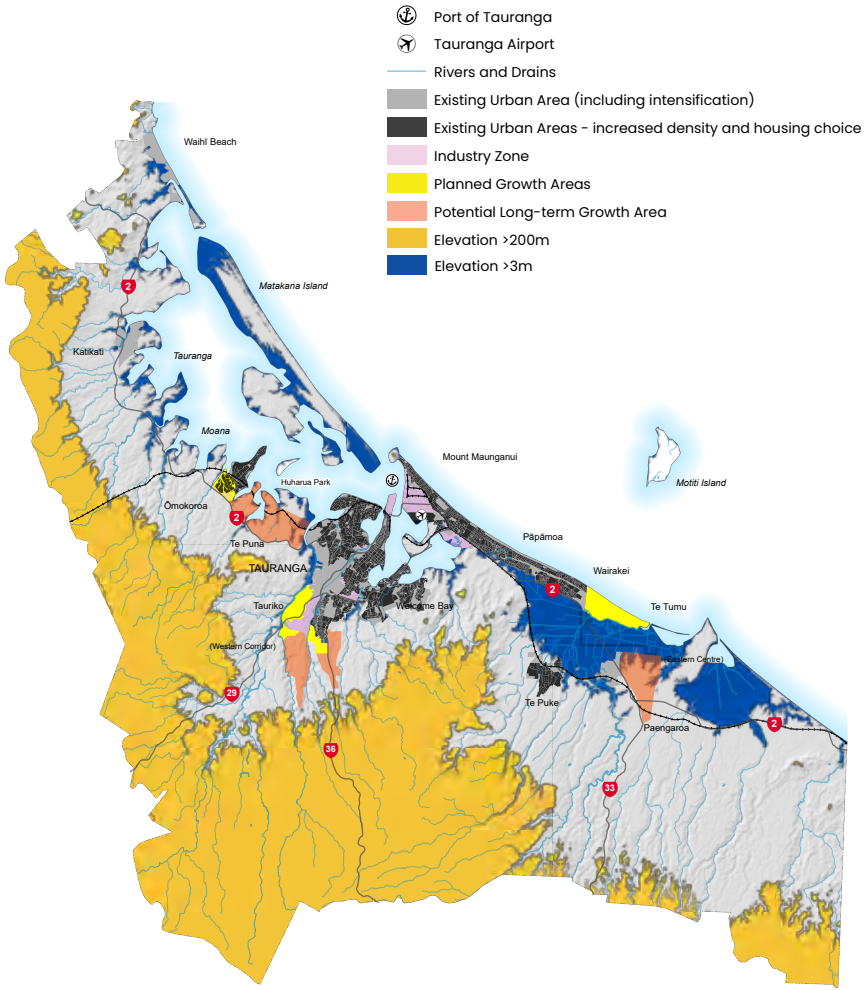
Map 2c:
‘Go Carefully’ – Hazardous Activities and Industries List



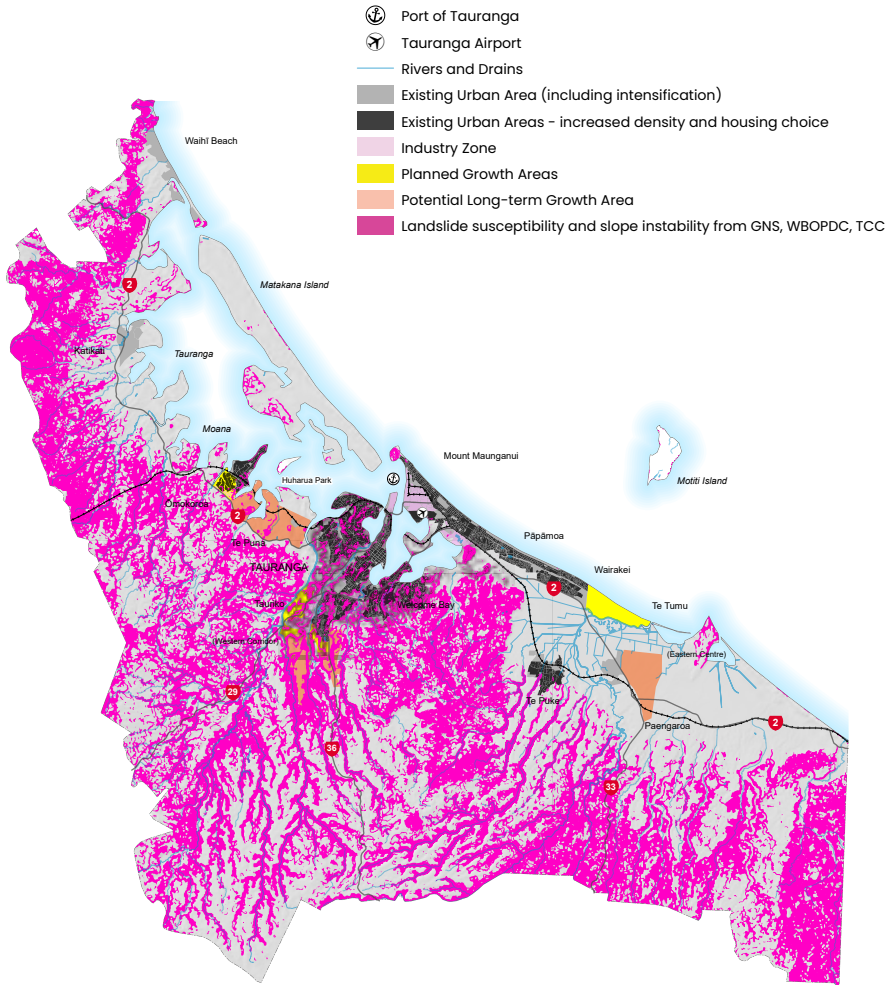
Map 2d:
‘Go Carefully’ – Archaeological Sites



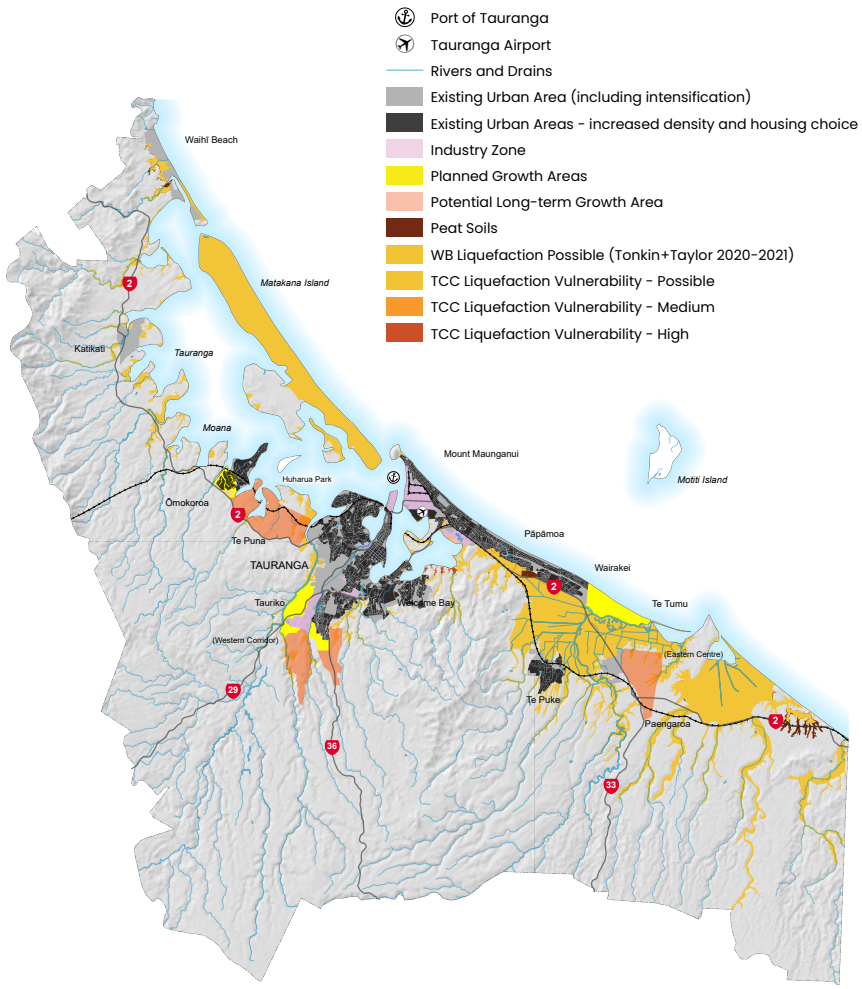
Map 2e:
‘Go Carefully’ – Land Elevation



Map 2f:
‘Go Carefully’ – Land Instability



Map 2g:
‘Go Carefully’ – Liquefaction and Peat Soils



CHAPTER 02.
TĀNGATA WHENUA

Introduction

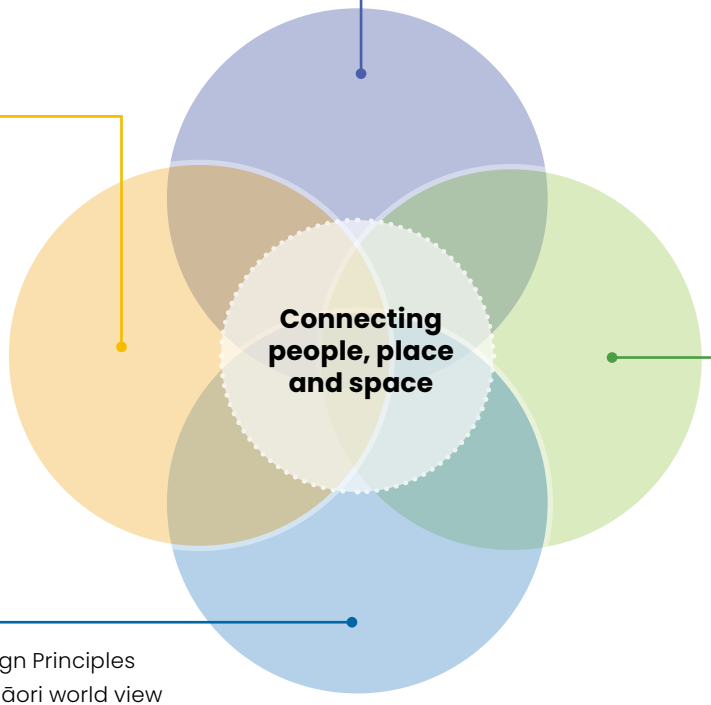
Mai Ngā Kuri ā Wharei ki Ōtamarākau – from Waihī Beach to Ōtamarākau – the history, culture, and values of tāngata whenua are part of what makes the western Bay of Plenty a special part of Aotearoa/New Zealand. The hapū and iwi of Tākitimu, Mataatua, and Te Arawa waka settled across the sub-region and lived for generations in prosperous kāinga, surrounded by abundant natural resources and access to water for transport and trade. This enduring connection and relationship that tāngata whenua have with their whenua, wai, and taonga is central to their identity as mana whenua and key to their roles and responsibilities as kaitiaki over their respective rohe.

The creation, form and location of present-day urban and rural communities, and associated infrastructure, are a result of land purchases, land confiscations and use of the Public Works Act. In many cases, hapū and iwi were left virtually landless which impacted their collective and intergenerational wellbeing (social, economic and cultural). The dispossession of land and associated changes in land use also led to the degradation and loss of cultural heritage and food gathering areas (including access to these areas) as well as cultural practices and identity. Today, only 10% of the sub-region is Māori Freehold or Customary Land.

Tāngata Whenua perspectives on growth management

Tāngata whenua perspectives on growth management extend beyond cultural matters or wellbeing and instead inter-twine across the social, environmental, cultural and economic spheres. This is illustrated in the diagram below.

Tāngata whenua have been a partner in SmartGrowth since its inception in 2000. This partnership has been exercised through membership on the SmartGrowth Leadership Group and the continued operation of the Combined Tāngata Whenua Forum. SmartGrowth will continue to proactively work in partnership with tāngata whenua to achieve progress on these matters.



Social

- Papakāinga development
- Access to services (water supply)
- Adequate transport - for people (work, education, recreation and goods (to and from farms and orchards
- Safe, warm and affordable houses to service whole community, vulnerable, young, elderly etc
- Provision of amenities / green spaces
- Marae as civil defence hubs

Economic

- Inequities – rates; services; access to water; maintenance
- Development of underutilised Māori Land
- Opportunities die to Treaty settlements (financial and commercial redress)
- Opportunities for partnerships / joint ventures

Environmental

- Impacts of land use and development (structures, earthworks, discharges, segmentation, history/coast, reclamations)
- Wetland protection and restoration
- Natural hazards and climate change
- Low Impact Design / Water Sensitive Urban Design

Cultural

- Recognition of cultural identity – Te Aranga Design Principles
- Recognition of cultural values / matauranga / Māori world view
- Place names
- Protection / recognition of cultural heritage sites, areas and landscapes
- Visual and physical connection to places of significance
- Impacts of land use and development on cultural heritage and cultural practices (mahanga kai) / access physical connection

Combined Tāngata Whenua Forum outcomes

In 2022, the Combined Tāngata Whenua Forum developed a unique set of outcomes as partners to SmartGrowth. These outcomes relate to those aspects which improve social, cultural, environmental and economic wellbeing for tāngata whenua:

Te Whenua:	Our people are enabled to occupy, develop and use multiple owned Māori Land and Treaty Settlement Land.
Te Ngākau:	Our marae communities are connected to social and health services, education and sporting facilities, and where practical, public transport.
Nga Wahi Tupuna:	Our sites and areas of cultural significance are cared for and protected from further degradation and loss.
Te Taiao:	The health and wellbeing of our natural environment is not compromised further as a result of land use and development.
Te Manawaroa:	Our communities and cultural infrastructure are resilient to a changing climate.

These outcomes apply to both urban and rural areas.

Tāngata Whenua perspectives specifically on urban development

The National Policy Statement for Urban Development (2020) has specific provisions of relevance to tāngata whenua. In particular:

- Well-functioning urban environments have a variety of homes that enable Māori to express their cultural traditions and norms;
- A Future Development Strategy must include a clear statement of hapū and iwi values and aspirations for urban development.

In the context of this Strategy, tāngata whenua need affordable homes and rentals. They also want to be able to build papakāinga on their own whenua, particularly near their marae. Papakāinga would include homes, communal areas and in some cases co-location of hauora, employment and/or education facilities.

Given that the Combined Tāngata Whenua Forum outcomes also apply to urban areas, they are able to provide valuable insights in the aspirations of hapū and Iwi for urban development. Past work by the Combined Tāngata Whenua Forum for the 2016 Settlement Pattern Review also highlighted that "tāngata whenua want to see ourselves reflected in the built environment." This could include, but not be limited to:

- Enabling housing / papakāinga on Māori Land within urban areas
- Protecting cultural heritage and viewshafts within urban areas
- Providing for intergenerational housing
- Connecting natural areas with urban spaces
- Utilising cultural urban design principles (see below)
- Designing urban communities in a way that facilitates community interactions and connections e.g., more communal areas

The Tauranga Moana Design Principles[1] can provide an overarching framework for urban development to enhance the presence, visibility and participation of tāngata whenua within the western Bay of Plenty sub-region. These principles are outlined below:

- **Mana Rangatiratanga/Ahikāroa: Authority** – The status of iwi and hapū as mana whenua is recognised and respected.
- **Whakapapa: Names and naming** – Māori names are celebrated and reinstall pride.
- **Taiao: The natural environment** – The natural environment is protected, restored and/or enhanced.
- **Mauri Tū Mauri Ora: Environmental health** – Environmental health is protected, maintained and/or enhanced.
- **Tohu: The wider cultural landscape** – Acknowledgement of sites significant to mana whenua and cultural landmarks.
- **Mahi Toi: Creative expression** – Iwi/hapū kōrero are captured and expressed creatively, celebrating the knowledge and identity, through a co-creation process.
- **Ahi Kā: The living presence** – Iwi/hapū have a living and enduring presence and are secure and valued within their rohe.

1 Adopted in 2017 by Te Rangapū Mana Whenua o Tauranga Moana Partnership and Tauranga City Council

Tāngata whenua values

Tāngata whenua values are foundational to their way of being and way they see, feel and interact with the natural world. In the context of this Strategy, tāngata whenua values can inform and guide future directions in efforts to learn from the past and strive for improved future outcomes for the sub-region:

Manaakitanga – respect and care for others:	We build warm and affordable homes and communities for all socioeconomic backgrounds. We also are good ancestors who plan and make decisions for our mokopuna and future generations.
Kaitiakitanga – environmental responsibility and reciprocity:	We are dependent on the natural world for their wellbeing and survival and therefore have a responsibility to care for and protect the environment in return. We are good ancestors who leave the natural environment in a better state for our mokopuna and future generations. Environmental reciprocity involves moving away from an exploitative mindset and creating a more balanced relationship between human activity and nature to ensure the health and wellbeing of all.

These values reflect the interconnectedness between people, place and space and recognise the need for a healthy environment for future growth that is responsive to the concerns and aspirations of tāngata whenua.

Map 3 shows cultural landscapes and Map 4 indicates Tāngata Whenua Futures focussed on marae communities.

Key tāngata whenua challenges

1. **Building homes on multiple-owned Māori land is challenging and takes a long time.**

   19,693ha of land within the sub-region is classified as Māori Land under the Te Ture Whenua Māori Act 1993. 96% of this land is zoned rural. Aspirations for development of Māori Land for housing are hampered by constraints such as multiple ownership; complex decision-making and regulatory processes; housing choice; accessing finance and infrastructure provision.

2. **Housing and rental affordability for many Māori communities.**

   Māori communities face higher rates of poverty, unemployment, and lower average incomes compared to the wider population of the sub-region. These socioeconomic disparities can make it difficult for many Māori individuals and families to afford suitable housing. Limited financial resources and a lack of access to credit and affordable mortgage options can impede their ability to purchase or rent adequate housing.

3. **Adverse impacts of continued urban, commercial and industrial development on Māori Land as well as sites, areas and landscapes of cultural significance.**

   Adverse effects on sites and areas of cultural significance, cultural landscape values, culturally sensitive ecology, as well as important waterways and marine environments have occurred and continue to occur. This leads to cultural disconnection and loss of land, cultural practices and identity. We must not keep repeating the mistakes of the past.

4. **Cumulative and potentially irreparable impact of uncontrolled urban development on the natural environment.**

   The natural environment has a finite capacity to support human activities. The continued development of the western Bay of Plenty sub-region to support an ever-growing population must be guided by the life-supporting capacity and sustainability of natural resources and ongoing care and protection of natural habitats and ecosystems. The collective health and wellbeing of our communities is dependent on a healthy environment.

5. **Growing risk of natural hazards and climate change on marae and waahi tapu.**

   Some marae were established close to coastal, estuarine and riverine areas to be close to sites for food gathering, bathing and cultural practices. However, these marae are at growing risk of impact of natural hazards such as flooding, erosion, rising groundwater levels and changes in local biodiversity. Climate change will exacerbate these risks. Socioeconomic disparities can make it difficult for many marae to respond to and adapt to natural hazards and climate change.

6. **Marae development and revitalisation is constrained by infrastructure and funding.**

   Marae are the heart of Māori communities and a reflection of their collective indigeneity and cultural identity. They serve as living representations of cultural history, customs, language, and arts, providing a tangible connection to the past and a strong sense of cultural resilience and pride. Marae are also places of refuge for local communities during civil emergencies e.g., flooding, tsunami warnings. There are significant opportunities for housing, social and health services, employment as well as education in close proximity

to marae. Constraints to strengthening marae and marae communities include infrastructure provision and finance.

7. **Recognition of commercial redress outcomes of treaty settlements.**

   Within the sub-region, there are a number of treaty settlements that are complete, and in effect, through settlement legislation. A number of treaty settlements are still in progress. Each of these settlements includes a commercial redress package involving land that is intended to deliver economic and social wellbeing for settled iwi. It will be essential that SmartGrowth is cognisant of these land blocks to ensure that aspirations for land development are taken into account infrastructure or regulatory processes.

8. **Recognition of cultural redress outcomes of treaty settlements.**

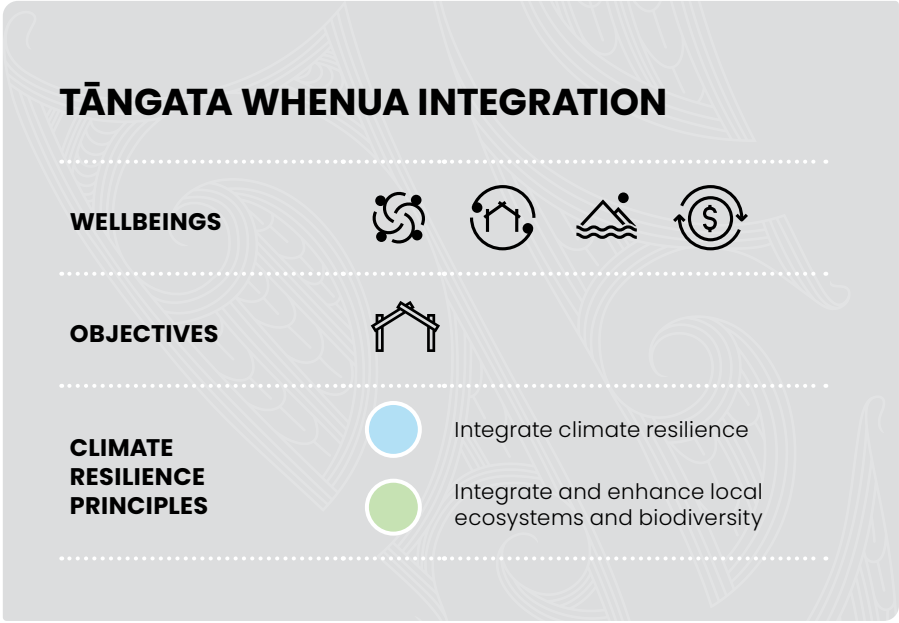
   Cultural redress within a treaty settlement is intended to recognise the traditional, historical, and spiritual association of iwi with places and sites. The form of this redress can include (but is not limited to):

   - Co-governance of natural resources (e.g., Te Maru o Kaituna River Authority, Nga Poutirao o Mauao).
   - Statutory documents resulting from co-governance.
   - Statutory Acknowledgement Areas.
   - Return of land or sites (e.g. Crown reserves and reserve strips).
   - Protocol agreements with Crown Agencies.
   - Place name changes.

   It will be essential that SmartGrowth is mindful of these arrangements to ensure that land development does not undermine the intent and integrity of the settlement.

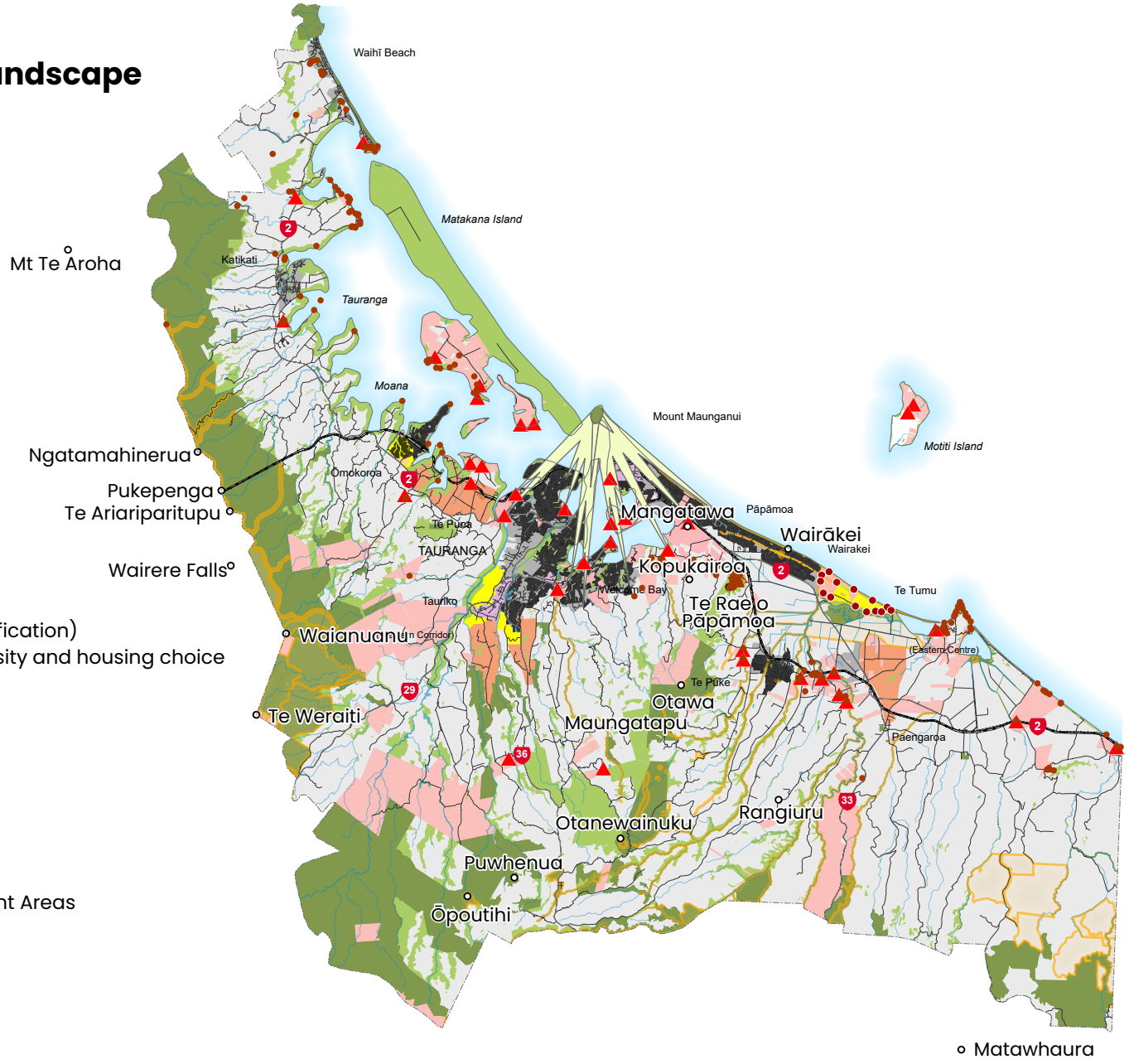
Tāngata whenua growth directives

1. Support and realise tāngata whenua aspirations for Māori land and papakāinga development in urban areas and in the rural environment.
2. Sites and areas of cultural significance are protected and avoided by development, and the values of those areas are enhanced.
3. Tāngata whenua are actively involved in local level spatial planning, climate change adaptation planning and implementation of the Strategy.
4. Improve access to collectively owned Māori assets in the region for benefit of iwi, hapū and whānau.



Map 3:

Nga Tāngata – Cultural Landscape

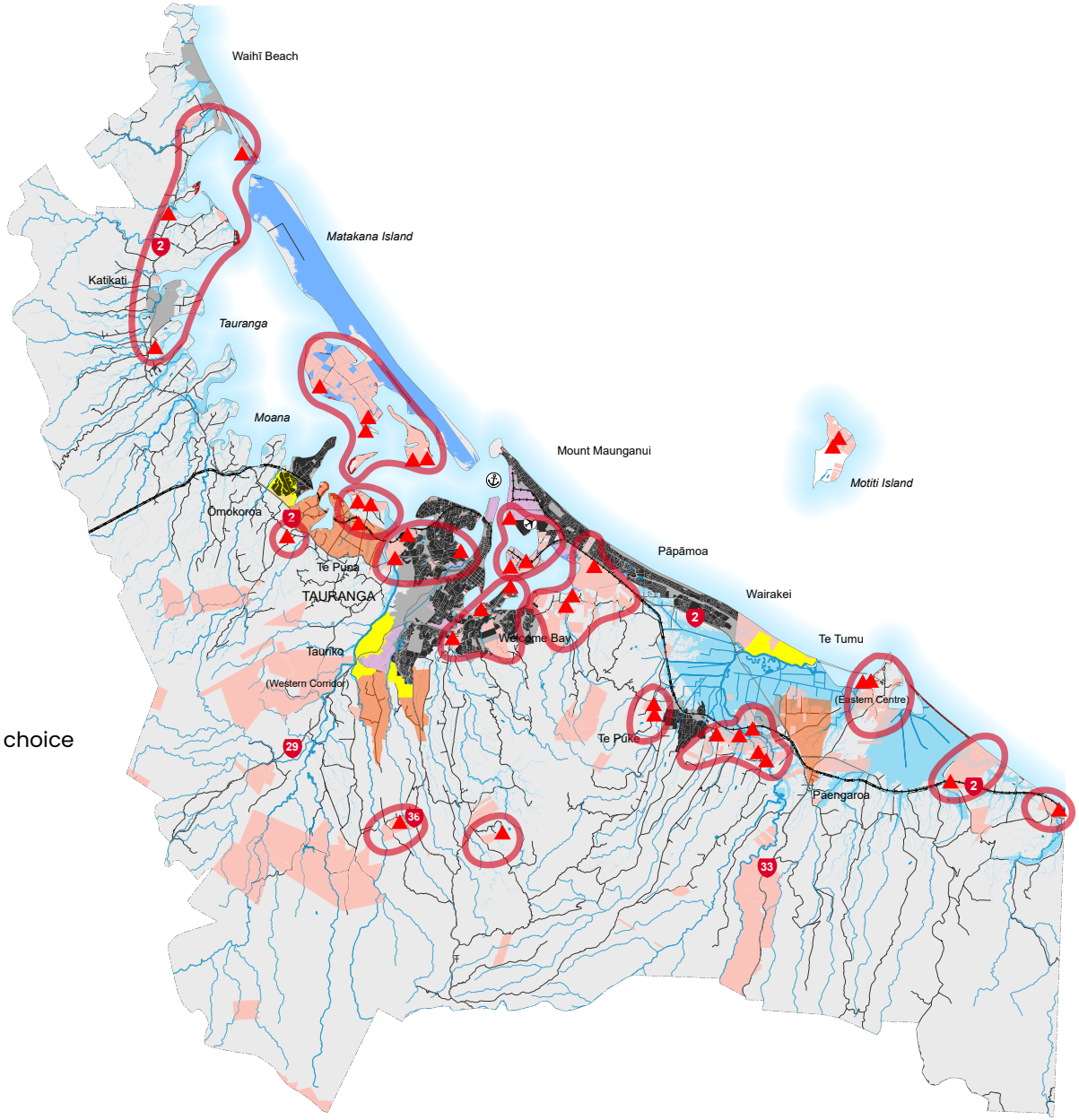


- Existing Urban Area (including intensification)
- Existing Urban Areas - increased density and housing choice
- Industry Zone
- Planned Growth Areas
- Potential Long-term Growth Area
- Rivers and Streams
- TCC View Shaft Area
- Māori Land - Bay of Plenty
- Marae Locations
- Maunga
- Te Tumu Archaelological Management Areas
- Scheduled Cultural Heritage Feature
- Scheduled Cultural Heritage Feature
- Statutory Acknowledgement Areas
- Significant Ecological Area
- Reserves and DOC land

Map 4:
Tāngata Whenua Futures

This map shows our Marae and associated Māori land clusters that come under each of the three SmartGrowth Combined Tāngata Whenua Forum catchments as shown on the corresponding map in the Future Development Strategy section:

- Te Kahui Mana o Tauranga Moana (WBOPDC)
- Te Ihu o Te Waka o Te Arawa (WBOPDC)
- Te Rangapū Whenua Mana o Tauranga Moana (TCC)



- Port of Tauranga
- Tauranga Airport
- Existing Urban Area (including intensification)
- Existing Urban Areas - increased density and housing choice
- Industry Zone
- Planned Growth Areas
- Potential Long-term Growth Area
- Rivers and Streams
- Marae Locations
- Māori Land - Bay of Plenty
- Marae and Māori land development focus area
- Floodable Area
- Coastal Inundation Area
- Inner Harbour Permanent Coastal Inundation
- Coastal Erosion
- Inner Harbour Coastal Erosion

CHAPTER 03.
CLIMATE RESILIENCE

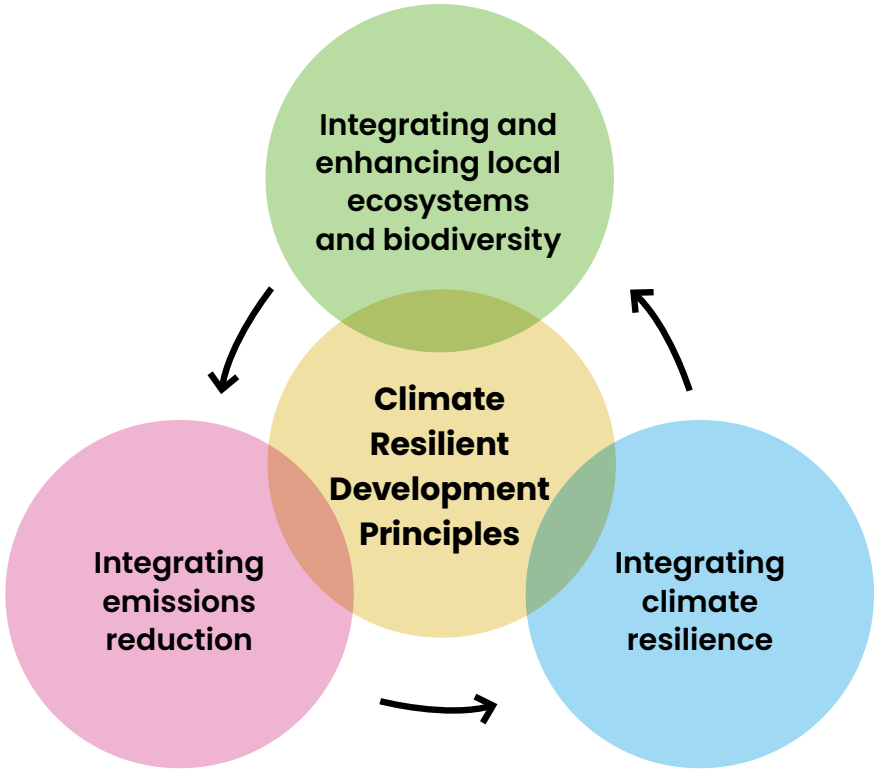
Introduction

Climate change is the biggest challenge of our time and how we respond to economic growth, housing needs, urban form, place-making, transport, and our natural environment all collectively impact on our response to climate change. There is a narrow and closing window of opportunity to shift urban pathways towards development futures that are more climate resilient and sustainable. Decisions that we make now on land use, urban development, infrastructure, transport, and natural corridor networks will effectively 'lock-in' either resilience or vulnerability to the impacts of climate change, and either a form that supports low emission or high emission living. These are the structural decisions that will be looked back on in decades to come.

Both the urgency and complexity of the climate change crisis requires actions at a new depth and scale. To develop resilient communities, we need to ensure that reducing exposure and vulnerability to climate hazards, cutting back greenhouse gas emissions and conserving, enhancing, and restoring local ecosystems and indigenous biodiversity are all given the highest priorities in everyday decision making and policies on infrastructure, urban development, housing, and transport.

This Strategy promotes the achievement of climate resilient development through the application and integration of three core principles in the future development strategy for the western Bay of Plenty. These are outlined in Figure 15.

Figure 15: **Climate Resilient Development Principles**



Principle 1: Integrate emissions reduction into the connected centres programme

This could happen through designing multi-modal transport into existing, and ahead of, new development. Design and development of new buildings and community centres could facilitate reduced emissions outcomes through energy use, remote working patterns, carpooling, park and ride initiatives, active transport, and accessibility to frequent, reliable and innovative public transport services including along existing and future public transport corridors. Emissions could be captured through enhancing and restoring local ecosystems or establishing new ones.

Principle 2: Integrate climate resilience into the connected centres programme

This could happen through not only developing in locations that are resilient to climate hazards (reducing exposure) but in a way that Increases resilience (reducing vulnerability). Development that increases resilience to heat (through shading, building design, drought tolerant green spaces) or increases resilience to peak rainfall (through flood overflow channels that have extra capacity and use this capacity for recreational use) enables climate resilient development.

Principle 3: Integrate and enhance local ecosystems and biodiversity into the connected centres programme

Healthy and resilient ecosystems enhance our resilience e.g., dune systems which provide resilience to storm surges, and they reduce our emissions e.g., food forest development or saltmarsh rehabilitation. This is in line with Central Government's focus on nature-based solutions, where conservation, land management, or restoration activities increase carbon sequestration or resilience to a changing climate at the same time as supporting biodiversity and wider environmental outcomes.

Background

Western Bay of Plenty's greenhouse gas emissions

One of the principal environmental challenges for the Western Bay of Plenty to address is the high proportion of greenhouse gas emissions related to transport. The total gross emissions by sector in Tauranga City and Western Bay of Plenty districts[1] is set out in Figures 16 and 17. Targeted and coordinated action across multiple sectors is required to reduce our emissions and adapt to climate change.

Figure 16: **Tauranga City's total gross GHG emissions split by sector (tCO2e)**

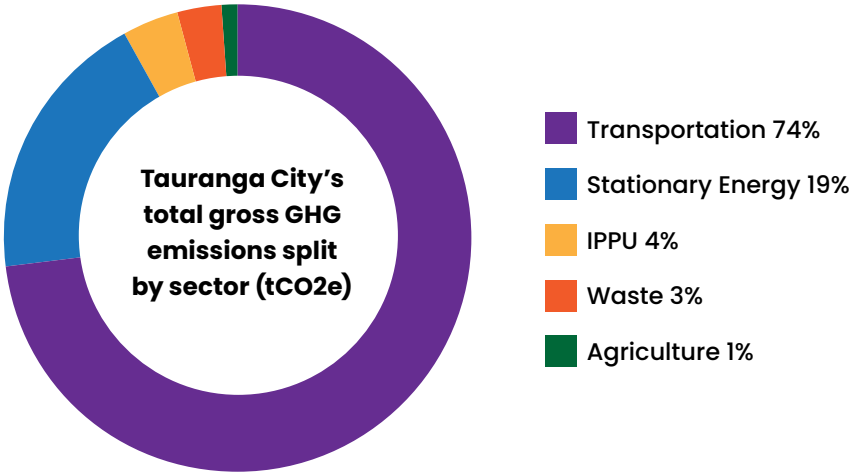
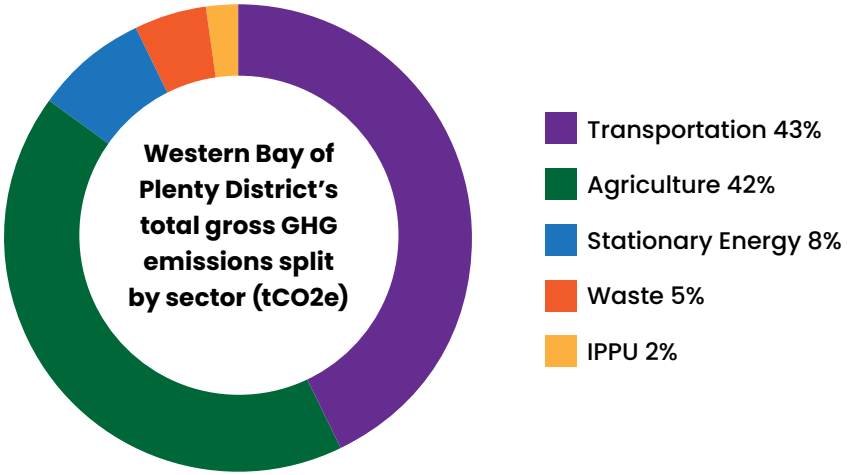


Figure 17: **Western Bay of Plenty District's total gross GHG emissions split by sector (tCO2e)**



1 AECOM, 2022. Tauranga City Community Carbon Footprint and Western Bay of Plenty District Community Carbon Footprint

The local impacts of climate change

We are already observing changes in our climate and environment, from increased frequency of extreme weather events to prolonged drought periods, warmer temperatures, and the impacts from rising sea levels (coastal inundation, coastal high groundwater, and erosion).

As we face a future where climate change will bring increased extremes in weather we need to plan to respond to a low-carbon future and develop in a way that means even with a changed climate, we are resilient.

To increase our understanding of climate change and help us prepare and adapt, Bay of Plenty Regional Council commissioned a climate change risk assessment to identify potential impacts and highlights where we all need to focus our actions to ensure we make well informed decisions into the future.[2] A summary of climate hazards within Western Bay of Plenty District and Tauranga City are shown in Figures 18 and 19 and a snapshot of climate change risks to the Western Bay of Plenty District and Tauranga City are shown in Figures 20 and 21.

2 Tonkin and Taylor, 2022. Bay of Plenty Climate Change Risk Assessment

Figure 18: **Summary of climate hazards within Western Bay of Plenty District**

Climate hazard/ variable	RCP 4.5 (2090)	RCP 8.5 (2090)	Sub-district variation
Air temp 	↑ 1-1.5°C	↑ 2.5-3.5°C	↑↑ Greatest temperature increases projected around Te Puke and at the northern boundary of the district (around 3.5°C).
Hot days (>25°) 	↑ 30-40 (coastal) ↑ 10-30 (inland)	↑ 70-90 (coastal) ↑ 30-70 (inland)	↑↑ Maketu and Waihī Beach are projected to experience the greatest increase in hot days.
Drought 	↑ 100-140mm of Potential Evaporation Deficit (PED) (coastal) ↑ 60-100mm PED (inland & elevated)	↑ 160-180 mm of PED (coastal) ↑ 80-140 mm PED (inland & elevated)	↑↑ Te Puke has the greatest projections of PED (which indicates an increased potential for drought).
Frost days 	↓ 0-2 days (coastal areas) ↓↓ 0-8 days (inland)	↓ 1-4 days (coastal areas) ↓↓ 4-20 days (inland)	Inland, elevated areas experience the greatest number of frost days at present and are projected to experience the greatest decrease in frost days.
Rainfall 	↑ 0-10% increase in winter and autumn rainfall ↓ 2-10% decrease in spring rainfall	↑ 2-15% increase in autumn rainfall ↓ 4-15% decrease in spring rainfall	↑↑Autumn rainfall increases the most near Maketu. ↓↓Summer rainfall decreases the most in the west. Extreme rainfall events across the region are projected to become three times more frequent.
Sea level rise 	↑ 0.55 m	↑ 0.74 m	Vertical land movement (VLM1) may influence the effect of sea level rise on inland areas as follows: • Maketu approx. +3 mm/year (uplift); Tauranga Harbour +- 1mm/year (neutral); Waihī Beach -1 to -2 mm/year (subsidence)

Figure 19: **Summary of climate hazards within Tauranga City**

Climate hazard/ variable	RCP 4.5 (2090)	RCP 8.5 (2090)	Sub-district variation
Air temp	↑ 1-1.5°C	↑ 2.5-3°C	Consistent mean temperature increases within Tauranga area
Hot days (>25°)	↑ 30-40 more hot days	↑ 60-90 more hot days	As a coastal city, Tauranga experiences relatively large increases in number of hot days
Drought	↑ 100-120 mm of Potential Evaporation Deficit (PED)	↑ 160-180 mm of PED (coastal) ↑ 80-140 mm PED (inland & elevated)	↑↑ Tauranga is located within an area with relatively high projections of PED (which indicates an increased potential for drought).
Rainfall	↑ 8-10% increase in autumn rainfall ↓ 8-10% decrease in spring rainfall	↑ 2-15% increase in autumn rainfall ↓ 4-15% decrease in spring rainfall	Extreme rainfall events across the region are projected to become three times more frequent under RCP 8.5.
Sea level rise	↑ 0.55 m	↑ 0.74 m	Vertical land movement (VLM1) may influence the effect of sea level rise on adjacent inland areas as follows: • Tauranga typically + 1 to + 1.6mm/yr (uplift) • Tauranga Harbour +/- 1mm/year (neutral);

Figure 20:

Snapshot of climate change risks to Western Bay of Plenty District*

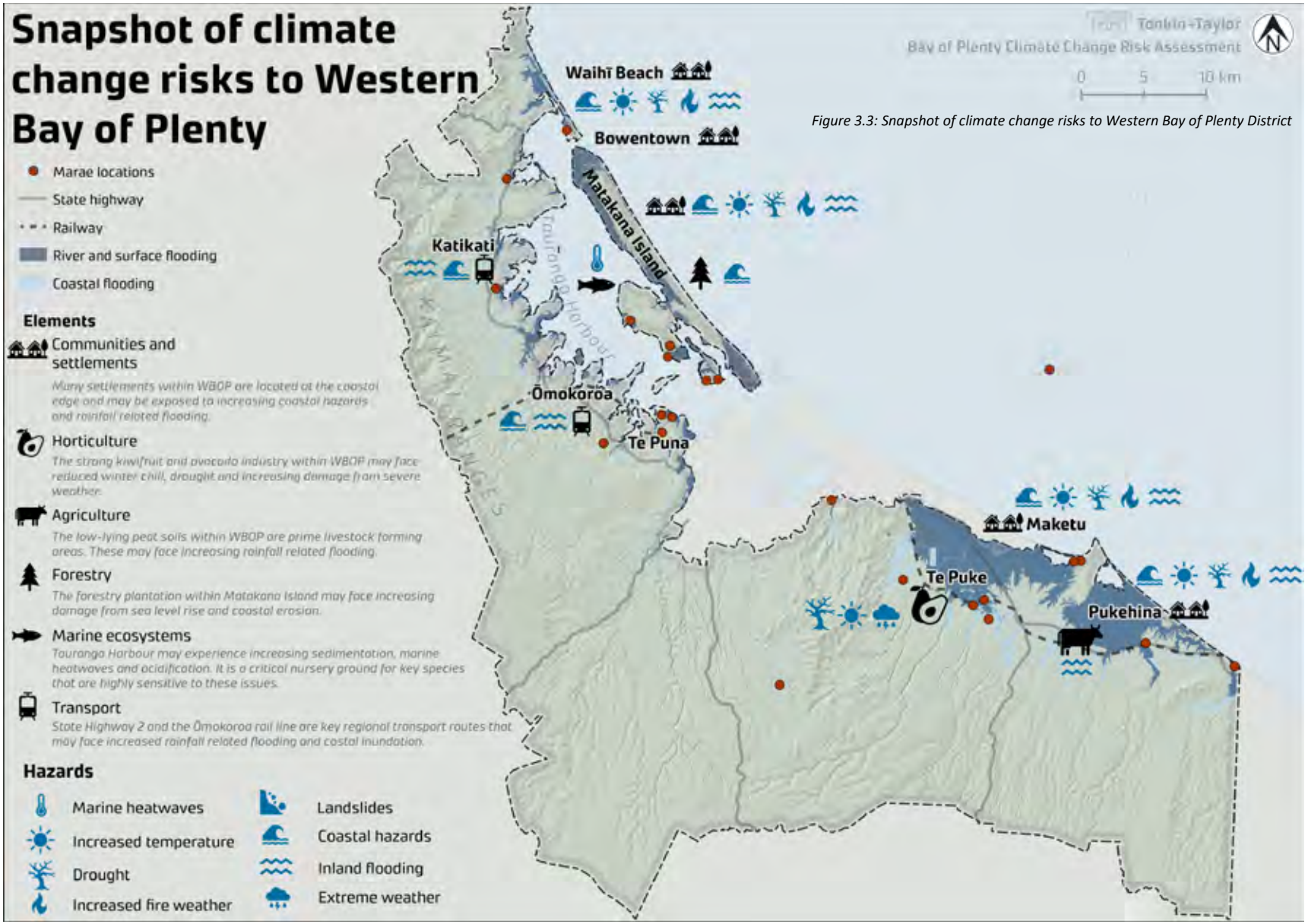


Figure 3.3: Snapshot of climate change risks to Western Bay of Plenty District

*NOTE: The boundary between Tauranga City and Western Bay of Plenty has changed and land at Tara Rd is now within Tauranga City.

Figure 21:
Snapshot of climate change risks to Tauranga City*

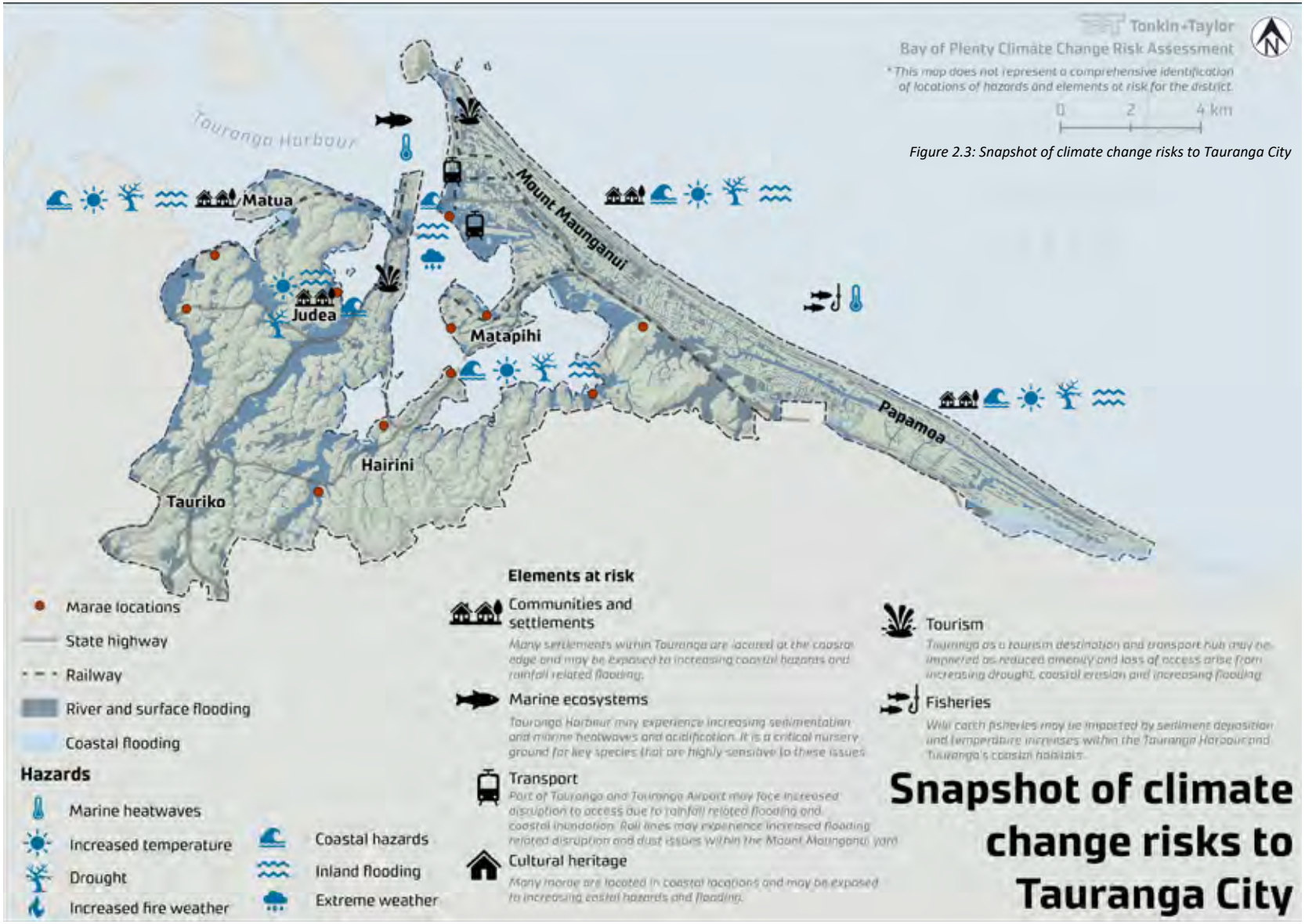


Figure 2.3: Snapshot of climate change risks to Tauranga City

*NOTE: The boundary between Tauranga City and Western Bay of Plenty has changed and land at Tara Rd is now within Tauranga City.

National response

The concept of 'Climate Resilient Development' has recently emerged from the International Panel on Climate Change (IPCC) as a fundamental change to the way we design our urban environments. The IPCC[3] introduced the concept which combines strategies to deal with climate risks (adaptation) such as reducing exposure and vulnerability, with actions to reduce greenhouse gas emissions (mitigation) and conserve biodiversity to support sustainable development for everyone. Climate Resilient Development isn't achieved with a single decision or action but is the result of all the choices we make about climate risk, emissions reductions, and sustainable development daily. The IPCC concluded that there is a rapidly closing window of opportunity to enable climate resilient development. It is already challenging at a warming level of less than 1.5 degrees Celsius and will become more limited by a 2 degrees Celsius warming level.

In 2022 the Government published its first Emissions Reduction Plan (ERP) and a National Adaptation Plan (NAP) both of which are requirements under the Climate Change Response (Zero Carbon) Amendment Act 2019. The ERP sets out the principles the Government will use, and the actions it will take, to put us on track to meet New Zealand's domestic greenhouse gas emissions reduction target[4]. One of the core principles in the ERP is for planning decisions to require, promote and support reducing emissions and increasing resilience to the effects of climate change. The NAP is a six-year plan to enable all New Zealanders to prepare for, adapt and strengthen resilience to the impacts of climate change. It prioritises driving climate resilient development in the right locations and supports working with nature to build resilience.

Regional, sub-regional and district responses

The Urban Form and Transport Initiative (UFTI) sets out an integrated land use and transport programme, a 'Connected Centres' settlement pattern, and a delivery plan for the sub-region. It includes both climate change mitigation and adaptation actions through promoting compact mixed used urban development, connected centres and dedicated transport corridors, higher densities, intensification of areas and mode shift towards more sustainable travel. This Strategy builds upon the implementation principles in UFTI. Further detail on UFTI is set out in Chapter 6 Urban Form and Centres.

Initiatives and plans are also in place or in development at a regional and district level including the Bay of Plenty Regional Council Climate Change Action Plan 2021, Western Bay of Plenty District Council Climate Change Action Plan 2021 and Tauranga City Council Climate Action and Investment Plan 2023 and Nature and Biodiversity Action and Investment Plan 2023. This Strategy supports the implementation of the various climate action plans and initiatives for the western Bay of Plenty. The effects of climate change on natural hazards are also fully considered in accordance with the natural hazards framework established under the Bay of Plenty Regional Policy Statement (2016) for the planned urban growth areas.

3 International Panel on Climate Change Sixth Assessment Report – IPCC
4 Reduce all greenhouse gases (except biogenic methane) to net zero by 2050 and reduce emissions of biogenic methane within the range of 24–47% below 2017 levels by 2050 including to 10% below 2017 levels by 2030.

Key climate resilience challenges

1. **Moving to tackle emissions reduction, climate change adaptation, and biodiversity restoration in an integrated and holistic way**

   The IPCC has concluded that there is a rapidly closing window of opportunity to enable climate resilient development. Reducing carbon emissions, adapting to a changing climate, and restoring indigenous biodiversity should not be approached separately. Our environment is a highly complex system of interdependent relationships. We need to identify where interdependencies exist for important actions and ensure that any planning activity involves a broad, multi-disciplinary approach.

2. **Providing housing for a growing population while needing to align our urban form and growth areas with emissions reduction targets**

   National direction requires consideration of both the need to provide housing for a growing population while at the same time needing to reduce risks from climate change and natural hazards and adapt to a changing climate while also reducing emissions. For high-growth areas such as Tauranga and the western Bay of Plenty there are pressures to provide for growth in areas that are constrained due to risks associated with climate change. A key challenge will be to ensure further development is enabled to meet housing requirements while also reducing exposure to climate hazards, building to withstand the expected range of temperatures, rainfall, and wind, and improving energy and water efficiency to deliver a climate-resilient built environment. Alongside this, the sub-region is also implementing a transport optimisation plan which will set out the required actions, investments, and other activities (such as land use and travel choice measures) to reduce emissions and optimise the transport network.

3. **Reducing the exposure and vulnerability of development in existing settlements to climate change impacts**

   The future implications of climate-driven hazards for existing settlements will vary depending on specific hazard and exposure factors such as the physical characteristics of a given location, any locally specific changes in sea and weather patterns, and the nature of local infrastructure and assets. Many communities in coastal and flood-prone locations face an uncertain future because of climate change, with rising sea levels and a greater frequency and magnitude of extreme weather events. We do not yet have a good understanding of how these long-term changes will affect people in these exposed locations, and we will need to be proactive in working with exposed communities, anticipate the support that may be required, and offer equitable solutions. We will need to ensure any adaptation options are planned and implemented with meaningful involvement from communities, with policy and resourcing support from central government to help facilitate a process with clear expectations and outcomes. We can manage further development in high hazard areas to mitigate exposure, while aiming to manage vulnerability.

4. **Maintaining or improving the capacity of our natural, built, economic, social, and cultural systems to adapt**

   Ensuring that there is integrated, inclusive planning and investment in everyday decision-making about infrastructure (including social, environmental, and physical) will be able to significantly increase the adaptive capacity of urban and rural settlements. People and organisations in exposed locations also need to be able to respond effectively to immediate impacts such as flooding or coastal erosion, as well as to plan for and implement adaptations that will be effective

in the long term. Iwi and community members will need to be involved in climate change adaptation processes and to be able to make informed decisions about their future.

5. Ensuring new housing built in the right locations can withstand changes to weather/natural hazards

It is important that dwellings are not just designed to mitigate climate change (emissions reduction) but also are well adapted and resilient to climate change i.e., built in the right places and can withstand changes to weather and climate change impacts on natural hazards. Another challenge will be maintaining existing and building new infrastructure to respond to urban growth trends as well as ensuring it is resilient enough to respond to climate change and other hazards.

6. Land drainage, stormwater and wastewater systems and flood protection may not cope with more intense and frequent heavy rain events

Climate change is expected to influence flooding in several ways through changes in rainfall, temperature, sea level and river channel processes. These changes will exacerbate the existing effects of flooding on infrastructure. Stormwater and wastewater systems are particularly vulnerable to climate change as the discharge points of these systems are often at the lowest elevation of populated areas. These systems were also built prior to official guidance on climate change. Even small changes in rainfall extremes, including intensity and duration, can overwhelm the design capacity of these systems. Addressing the capacity of existing infrastructure to cope with more intense and frequent heavy rain events will be an on-going challenge.

7. Greater risk of damage to public infrastructure, homes and commercial assets and existing building stock from long-term coastal erosion, inundation, and sea level rise

Climate change has significant implications for our future urban form because of the sub-region's harbour and coastal areas. Climate change introduces a greater risk of damage from long-term coastal erosion, coastal inundation, and sea-level rise. Currently, we know low lying areas close to harbour margins will be susceptible to the effects of storm surges/inundation and future effects of sea level rise. High groundwater from sea level rise will also create a significant challenge. Flooding, erosion, and higher groundwater tables may eventually make buildings uninhabitable and community facilities unusable, permanently damage roads and other infrastructure, and cause closure of businesses.

The Insurance Council of New Zealand has signalled that in the future, local government should consider avoiding development in areas that are vulnerable to flooding, rising sea levels or coastal erosion. This is likely to affect insurance, lending availability and affordability issues which suggests that councils need to be particularly mindful of the need to look after community wide assets that are vulnerable to natural hazards and climate change impacts.

8. Costs associated with the loss and damage to the environment and property from climate change related events

The effects of climate change are becoming more and more apparent. Costs associated with the loss and damage to the environment, property and infrastructure from climate change related events will continue to be a major issue faced by the community and local government. Households exposed to storm and flood events typically cannot return to their dwellings for weeks or months, causing financial and personal distress. This kind of outcome is likely to be experienced more frequently in exposed areas because of severe storm impacts coupled with aging infrastructure.

These areas will face ongoing challenges from the impacts of future hazard events, along with the need to plan and find funding for any adaptations required.

9. Costs associated with making communities and infrastructure more resilient to natural hazards and climate change

The cost of developing resilience to ongoing and increasing stressors such as climate change impacts presents new challenges for communities and infrastructure providers. Communities must be able to withstand and/or recover quickly from sudden events or long-term impacts and learn from these events to prepare and adapt to future impacts. The longer we put off action, the more costly it will be. Resilience must also be considered in the context of long-term sustainability, such that even the most resilient communities may not be sustainable in the long term due to the impact of the rising seas on their communities. In navigating these challenges, it is crucial to incorporate the prioritisation of health, safety, and wellbeing, particularly for vulnerable populations, into climate resilience development strategies.

10. Costs of adaptation in climate-vulnerable areas

Climate change impacts are quite different from most other hazards because they are slow-onset, incremental, and likely to increase in severity over time, and therefore may require new approaches. Sea level rise in particular raises new legal challenges such as the future abandonment or loss of coastal property. There will be a range of adaptive actions that will need consideration, such as strengthening coastal infrastructure, construction of resilient housing, and possibly forms of managed retreat from at-risk coastal areas. Climate change impacts also raise new issues for governance and financing. Governance will need to have clear roles and an integrated approach and sources of funds will also need to be accessed to use for adaptation and response to climate impacts.

11. Primary industries are particularly exposed to the impacts of climate change

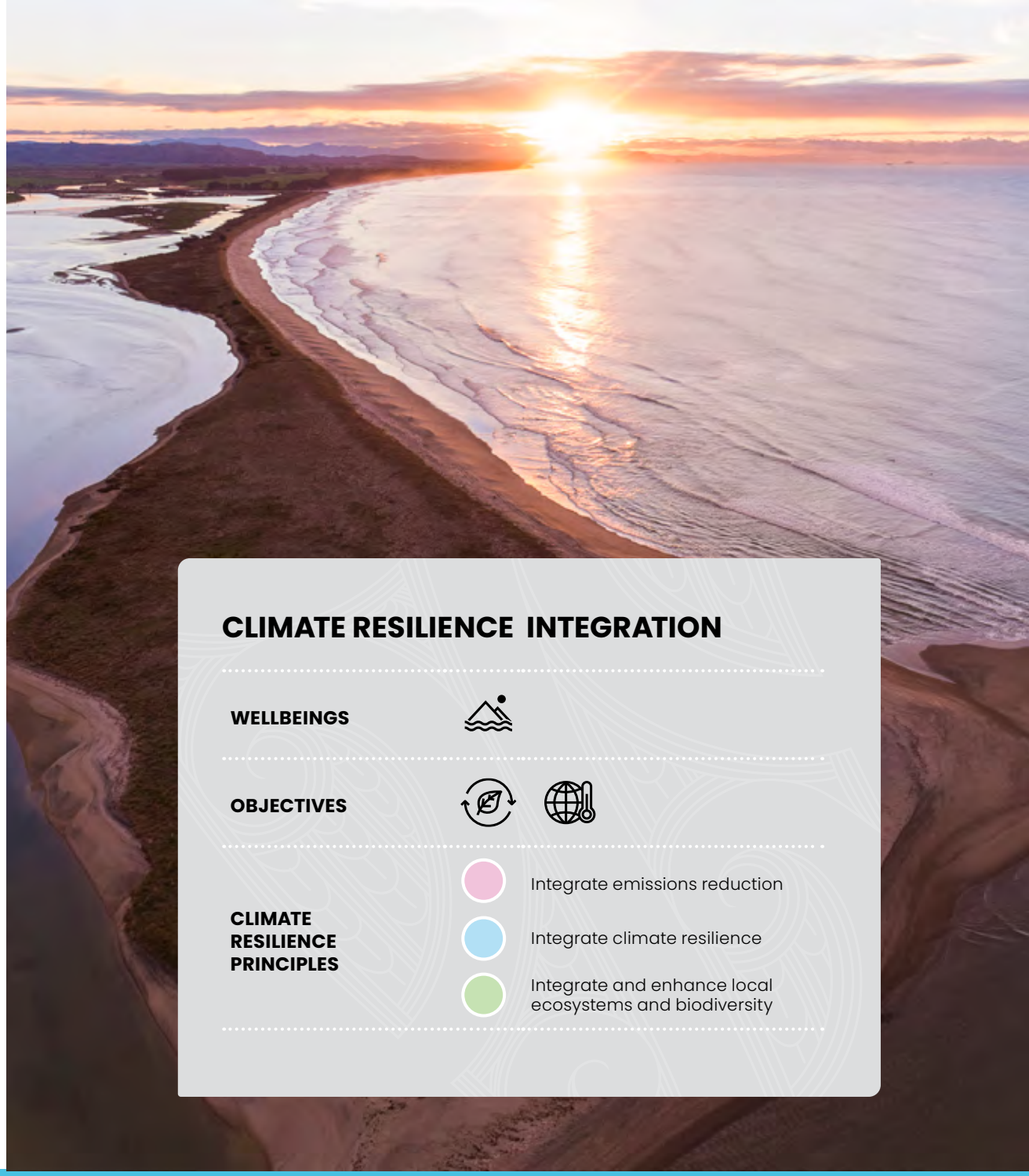
Climate change will impact the primary industries in the sub-region, particularly through changes to temperature and rainfall. Some crops and farming activities may become unsustainable due to climate change. Climate change will impact on fruit growing, especially kiwifruit which needs 'winter chilling' and early season rainfall. Certain kiwifruit varieties could become marginal or unviable. Increased drought conditions in the future will have implications for pasture growth and crops and there will be increased fire risks for forestry.

12. Incorporating climate change adaptation into long term infrastructure planning and decision-making

Infrastructure networks will be affected by the physical impacts of climate variability and change but will also play an essential role in building resilience to those impacts. Spending on infrastructure is a long-term investment that should be a 'one-off' decision. Planning for future growth needs to consider locations that should be avoided where infrastructure is likely to be compromised in the future. Planning decisions to intensify and develop new greenfield areas should consider long term implications given the effects of climate change on natural hazards will increase overtime. Climate resilient infrastructure needs to be planned, designed, built, and operated in a way that anticipates, prepares for, and adapts to changing climate conditions.

Climate resilience growth directives

1. Nature-based solutions and water sensitive urban design are prioritised and used in urban areas.
2. Coastal, terrestrial and freshwater ecosystems are enhanced to improve carbon storage and resilience to climate change.
3. Development and infrastructure are planned to encourage and enable emissions reductions and be resilient and adaptive to climate change and natural hazards.



CASE STUDY

He Toka Tū Moana Mō Maketū – Maketū Climate Change Adaptation Plan

Supporting communities to plan for and adapt to future climate change challenges empowers them to use their own knowledge and social networks to act.

Through the Toi Moana Bay of Plenty Regional Council Long-Term Plan 2021-2024 process funding was identified for community and iwi led climate change adaptation planning. The objective of the funding is to enable grass/flax roots planning directly by communities at their scale, for example a catchment group or hapū, in recognition that communities are deeply connected to place and changes to that place.

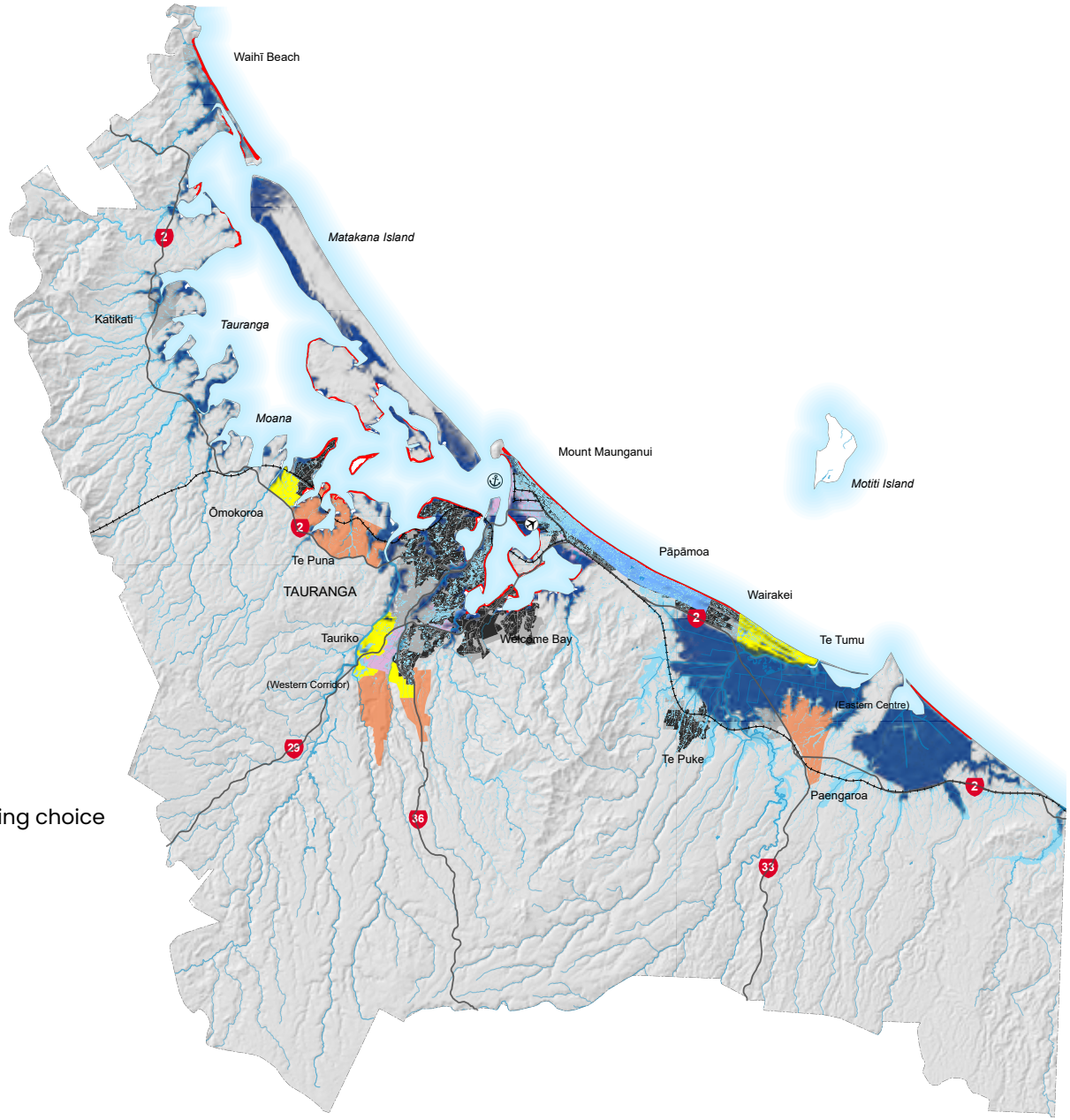
The Maketū Iwi Collective – consisting of Te Rūnanga o Ngāti Whakaue ki Maketū, Whakaue Marae Trustees and Ngāti Pikiao Noho Ki Tai – received funding for its project to develop He Toka Tū Moana Mō Maketū (the Maketū Climate Change Adaptation Plan). The community in Maketū has seen more frequent coastal flooding, including near Whakaue Marae, following subtropical storms. In 2019, large swells caused a landslide, causing koiwi (human remains) to tumble from the clifftop urupā at Ōkurei to the beach below. The plan's development followed a series of community workshops, led by the Maketū Iwi Collective, to develop a shared understanding of how climate change will impact the low-lying coastal area that is already vulnerable to water inundation and erosion.

He Toka Tū Moana mō Maketū enables the community to begin planning for a future that may look and be different to what they are used to at present. The Plan will be used for the community to proactively work together to take practical action with, and for the community. This action includes:

- 12 Priority Projects and 7 Enabling Actions as outlined in the Plan, to focus climate change adaptation efforts
- Highlighting the aspirations and actions of the community to others (e.g., agencies and stakeholders) and influencing their decisions (policies, projects, funding).
- Supporting applications for funding to deliver our priority projects.

Map 5:

Areas at Risk from Climate Change



- Port of Tauranga
- Tauranga Airport
- Existing Urban Area (including intensification)
- Existing Urban Areas - increased density and housing choice
- Industry Zone
- Planned Growth Areas
- Potential Long-term Growth Area
- Inner Harbour Coastal Erosion
- Coastal Erosion
- Inner Harbour Permanent Coastal Inundation
- Coastal Inundation Area
- Low Lying areas (0-3m) & high groundwater level
- Floodable Area

CHAPTER 04.
TE TAIAO – OUR ENVIRONMENT

Introduction

This chapter sets out the sub-region's aspirations for protecting and enhancing our environment (including natural, environmental and cultural values), using nature-based solutions for climate and natural hazard resilience, and providing opportunity for residents and visitors to enjoy the benefits that the western Bay of Plenty's unique landscape has to offer. Figure 19 shows the scope of our environment.

Our community, including tāngata whenua, have identified the following values associated with our environment:

- Access to the natural environment, including the forest, waterways, harbours and the coast
- Green networks, biodiversity and native species, including within urban areas
- Waterways and water quality
- Cultural values of the whenua, awa and moana.

Underpinning these values is the fundamental principle that growth is enabled within environmental limits[1] set by National Policy Statements and Environmental Standards, and the Regional Policy Statement and Regional Plans, and informed by Ngā Wai ki Mauao me Maketu.

Ngā Wai ki Mauao me Maketū is an integrated approach that recognises the interconnectedness of the whole environment, and the interactions between the land, freshwater and the coastal area.

1 See definition of environmental limits in the Definitions appendix.

Achieving integration can be difficult across a range of agencies and organisations with different functions, responsibilities and priorities. A key challenge will be identifying a suitable scale (e.g., sub-region vs catchment) where integration can be effectively implemented and managing cumulative impacts.

Ngā Wai ki Mauao me Maketu recognises:

- The importance of the waters (coastal and freshwater bodies) that flow to Mauao and Maketu and the significance of these two places to tāngata whenua.
- The linkages between the maunga (mountains), ngāhere (forests), awa (waterways), repo (wetlands), tāhuna (estuaries) and moana (harbours and ocean).
- The protection and enhancement of the interconnected nature of these elements through an integrated catchment management approach, using nature-based solutions and enhancing biodiversity, while improving climate resilience.

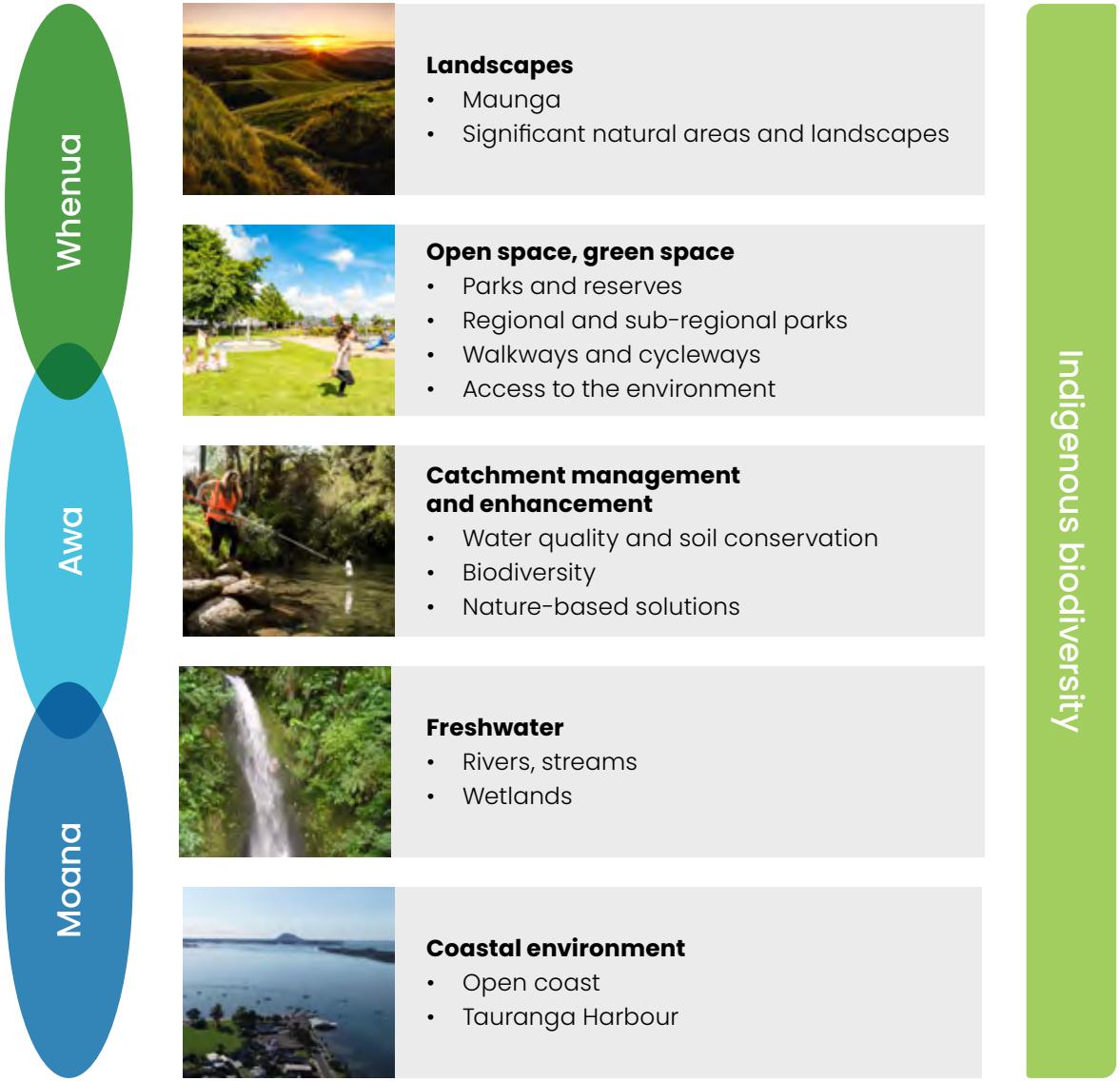
Landscapes such as the Kaimai Ranges, Mauao, Pāpāmoa Hills and Matakana Island hold significant natural and cultural value. They are the backdrop to our living environments and provide a sanctuary for nature and recreation, both for the local community and visitors to the sub-region. As our region continues to grow and change, we need to protect and enhance this natural environment while enabling the community access to these areas where appropriate. Protecting and preserving these areas will support access to nature, improvements to water quality and allow native flora and fauna to thrive.

Our coastal environment is a significant reason many people have chosen to call the sub-region home, and what attracts so many visitors to the area. It provides amenity, ecological, cultural, spiritual, recreation and economic values for our community. Ensuring its health and vitality is of significant importance to assist in maintaining our sense of identity.

The catchments in the sub-region are areas of land that drain water from the top of surrounding hills down into a river, stream, lake, wetland, estuary or the open coast. Catchments influence the biodiversity and ecology of waterbodies. However, activities on the land in a catchment can impact on water quality and quantity. A healthy water catchment provides high-quality drinking water and supports livelihoods. It also supports local ecosystems so plants, animals, fish and insects that depend on having healthy water can thrive and flourish. We need to continue to ensure that catchment-scale management and enhancement practices are prioritised to create positive outcomes for our environment.

Rivers and streams provide a range of economic benefits and have important ecological, recreational, aesthetic, and cultural values. Uses of the rivers and streams include municipal and industrial water supply, waste disposal, irrigation, frost protection and hydro-generation. Our rivers, streams, groundwater and wetlands are feeling the pressure of a growing population and land use changes. Water quality has deteriorated in some areas. This is affecting our fish and other aquatic life, drinking water supplies, mahinga kai and how we use water for recreation like swimming and fishing. When we protect the health of freshwater, the health and wellbeing of the wider environment and communities is ensured.

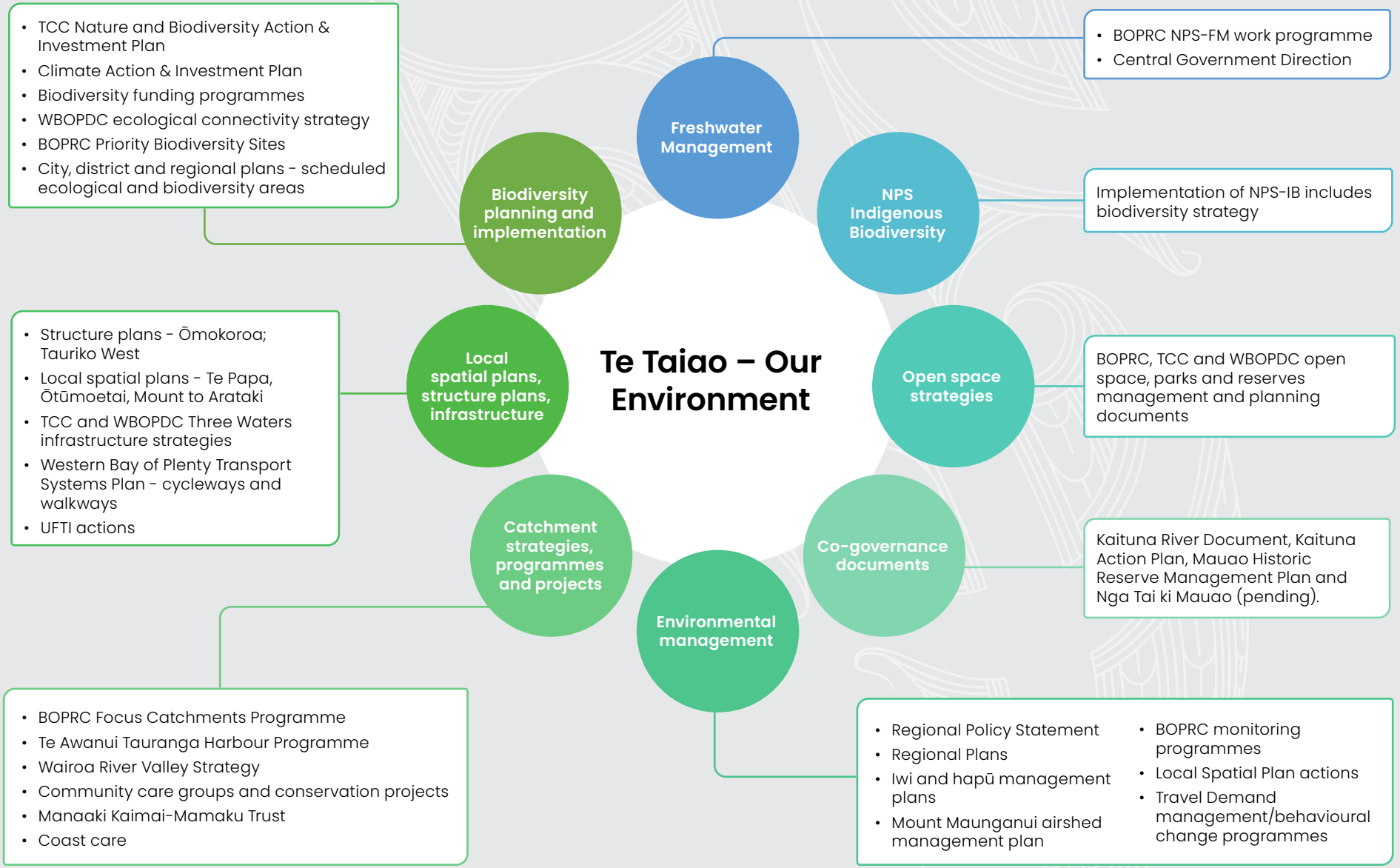
Figure 22. **Scope of Te Taiao – Our Environment**



Background

There are a large number of existing projects, implementation plans and action plans contributing to Te Taiao - our environment. A summary is shown in Figure 23. The existing work is a mix of local or site-specific projects (e.g., community care groups), spatial plans or structure plans for areas, infrastructure and reserve management planning, city or district-wide policies and plans, catchment-based programmes, and implementation of national policy direction (such as the National Policy Statement on Freshwater Management and National Policy Statement on Indigenous Biodiversity). These work programmes involve iwi/hapū, community groups, landowners and residents, industry and businesses, local government, central government agencies, and researchers.

Figure 23. **Te Taiao – Our Environment and connections to existing work programmes, strategies and plans**



Te Taiao – our environment challenges

As urbanisation, more intensive agricultural uses, and impacts of climate change have increased within the western Bay of Plenty, this has placed pressure on our natural environment resulting in pollution of waterways, sedimentation, loss of flora and fauna and impacts on biodiversity. Today, competing demands continue to put pressure on our natural environment, with potential to erode these values further. Key challenges include:

1. Natural Resource Limits

As our sub-region grows, the pressure on the environmental resources increases. In particular, managing natural hazards, protecting highly productive land and managing water. Many of the sub-region's resources are facing growing pressures. Successive reports[1] show that pressure on our climate, waterways, marine environment and land is mounting. As a sub-region, we need to invest back into the environment more than what we take out. This is an ongoing challenge when the sub-region has high growth rates. We need to ensure that growth is cognisant of natural resources, is cleaner and resilient, accounting for natural hazards and the role of environmental management and nature resources in minimising risks.

2. Population growth and intensification increases demand for recreation facilities, open spaces, green space and parks

As our cities and towns intensify, it is important that good access to open spaces and green space is maintained and improved for peoples' mental health and the social wellbeing of our community. Walking and cycling connections that are part of an open space network also provide for connectivity within and between our urban areas. Planning and locating suitable open space, green space, parks and reserves needs to be achieved during structure planning of greenfield areas or local spatial planning (placemaking) of existing suburbs. Recreation facilities need to be appropriately located and accessible and provide for diverse uses. However, some areas should remain un-disturbed to provide habitat for endangered species.

3. Climate change adaptation and resilience, and natural hazard resilience

Our Ngā Wai ki Mauao me Maketu environment has an important role in building resilience to climate change and natural hazards. An integrated response to climate change involves a combination of reducing emissions, maintaining and improving biodiversity and reducing exposure to climate hazards. The lack of capacity within existing infrastructure to cope with more intense and frequent heavy rain events is evident. Open space and green space provide a 'sponge' for rainfall infiltration. Coastal areas are at greater risk of

1 State of the Environment and other environmental reporting (Ministry for the Environment)

damage from long-term coastal erosion and direct damage from storm surges (areas predicted to be impacted by coastal processes can be seen online at BayHazards – Bay of Plenty Natural Hazards viewer).

4. Achieving clear integration of Ngā Wai ki Mauao me Maketu with other key topics

Ngā Wai ki Mauao me Maketu is at the centre of many of the key topics in the SmartGrowth Strategy. Achieving clear integration is necessary to ensure the outcomes sought across the Strategy are met in a cost-effective and robust way. Utilising methods such as Water Sensitive Urban Design (WSUD), Low Impact Design (LID) and integrated catchment planning to promote clean and sustainable water outcomes are necessary to achieve national policy direction.

5. Achieving Ngā Wai ki Mauao me Maketu

Catchments are at risk from increased water demand, intensification of industrial, commercial and agricultural activities, increased recreational demand and extreme climatic events. Catchments are dynamic systems and have interactions between freshwater and other environments. Land use planning is critical in managing various land uses in a catchment, thereby minimising conflicts and sustaining water quality and quantity for future generations.

Managing catchments in an integrated manner requires decision-making to be based on the best available information. Since natural processes are dynamic this requires management to be adaptive.

6. Implications of NPS Indigenous Biodiversity

The National Policy Statement for Indigenous Biodiversity (NPS-IB) has recently been published, led by the Ministry for the Environment and the Department of Conservation. The objective of the NPS-IB is to protect, maintain and restore indigenous biodiversity in a way that:

- recognises tāngata whenua as kaitiaki, and people and communities as stewards, of indigenous biodiversity; and
- provides for the social, economic and cultural wellbeing of people and communities, now and into the future.

Implementing the NPS-IB will require an integrated workstream involving tāngata whenua, Bay of Plenty Regional Council, Tauranga City Council, Western Bay of Plenty District Council, Department of Conservation and community groups. One key component will be a regional biodiversity strategy.

7. Implementing NPS Freshwater Management

Rivers, streams, wetlands, groundwater and geothermal resources contribute significantly to the sub-region's environmental, cultural, economic and social wellbeing. They offer opportunity for wildlife, recreation and amenity, stormwater management and connections between the places we live. Te Mana o te Wai is a fundamental concept focused on restoring and preserving the balance between water (wai), the wider environment (taiao), and people (tāngata), now and in the future. To safeguard the health of these water bodies, we need to ensure they are healthy, resilient and thriving for our community, flora and fauna.

The National Policy Statement for Freshwater Management (NPS-FM) applies to all freshwaters including groundwater and the receiving environment that are affected by freshwater which may include estuaries and wider coastal marine area.

The NPS-FM requires:

- Freshwater is managed in an integrated way that considers the effects of the use and development of land on a whole-of-catchment basis, including the effects on receiving environments.
- Freshwater is managed to ensure that the health and wellbeing of degraded water bodies and freshwater ecosystems is improved, and the health and wellbeing of all other water bodies and freshwater ecosystems is maintained and (if communities choose) improved.
- There is no further loss of extent of natural inland wetlands, their values are protected, and their restoration is promoted.
- The loss of river extent and values is avoided to the extent practicable.
- The habitats of indigenous freshwater species are protected.
- The habitat of trout and salmon is protected.
- Freshwater is allocated and used efficiently, all existing over-allocation is phased out, and future over-allocation is avoided.
- Communities are enabled to provide for their social, economic, and cultural wellbeing in a way that is consistent with the NPS-FM.

Implementing the NPS-FM while integrating those requirements with other national policy direction and work programmes is a key challenge.

8. Effect of existing activities and intensification on our environment

Our environment is polluted when substances or kinds of energy (noise, light, heat) enter it and cause harm. Although some pollutants occur naturally, in urban areas pollution comes mostly from human activities (such as industry, agriculture, urban development and transport) and can accumulate to harmful levels in air, land, freshwater, and marine environments. Pollutants can move in the air, in water, and through soil, often over large distances and long periods of time. Pinpointing the cause of pollution can be difficult. Some pollution comes from one place (e.g. emissions from a factory) while other pollution has many sources (e.g. vehicle emissions or agriculture practices). Pollution has a major effect on our environment, harming our ecosystems and our relationship with nature, and posing risks to human health. We need to manage the impact of pollution on people's health and the environment, and improve environmental, cultural and social well-being outcomes.

9. Preserving the values of the coastal marine area

Our activities on land – agriculture, forestry, transport, and the growth of urban areas – create pollutants and have altered the state of many of our coastal ecosystems. Our connection to the marine environment through mahinga kai (traditional food gathering practices) and recreation has also been affected. Loss or degradation of ecosystems in the coastal marine area can decrease the benefits we receive from marine habitats in our estuaries and oceans, which include removing sediment and pollutants, mitigating the effects of climate change and providing nursery habitat for taonga species. Changes in marine biodiversity can affect how we value the ocean, and compromise the marine activities we enjoy like boating, fishing, and swimming. The loss or decline of our iconic and taonga species can negatively affect mahinga kai and the intergenerational transfer of mātauranga Māori and kaitiakitanga. We value the marine environment for social, economic, spiritual and cultural reasons and understanding the effects of these activities is crucial for managing our activities and minimising their effects.

10. Loss and degradation of indigenous biodiversity

Indigenous biodiversity is lost and degraded through pests, land fragmentation, land uses and development. Areas particularly vulnerable to incremental loss and cumulative effects are the ecosystems of wetlands, sand dunes, intact sequences of estuarine-freshwater-land habitats, harbour margins and areas with significance to Māori. Ecosystem services (the benefits we get from healthy ecosystems such as provisioning (e.g. food and fibre), purification and regulating (e.g. air and water purification, flood or climate regulation) supporting (e.g. photosynthesis and nutrient cycling) and cultural (e.g. wairua/spiritual, recreational) services) are often not well understood which can lead to inadequate protection and neglect. The reduction in biodiversity and ecosystem health can affect these services, many of which are essential to our well-being. We must place priority on maintaining, restoring, and enhancing biodiversity.

Te Taiao – our environment growth directives

1. An interconnected network of open spaces, reserves and ecological corridors is developed.
2. A full range of ecosystems in the western Bay of Plenty are maintained or restored to a healthy functioning state.
3. Growth of the western Bay of Plenty is within environmental limits.

TE TAIAO - ENVIRONMENT INTEGRATION

WELLBEINGS

OBJECTIVES

CLIMATE RESILIENCE PRINCIPLES

- Integrate climate resilience
- Integrate and enhance local ecosystems and biodiversity

CASE STUDY

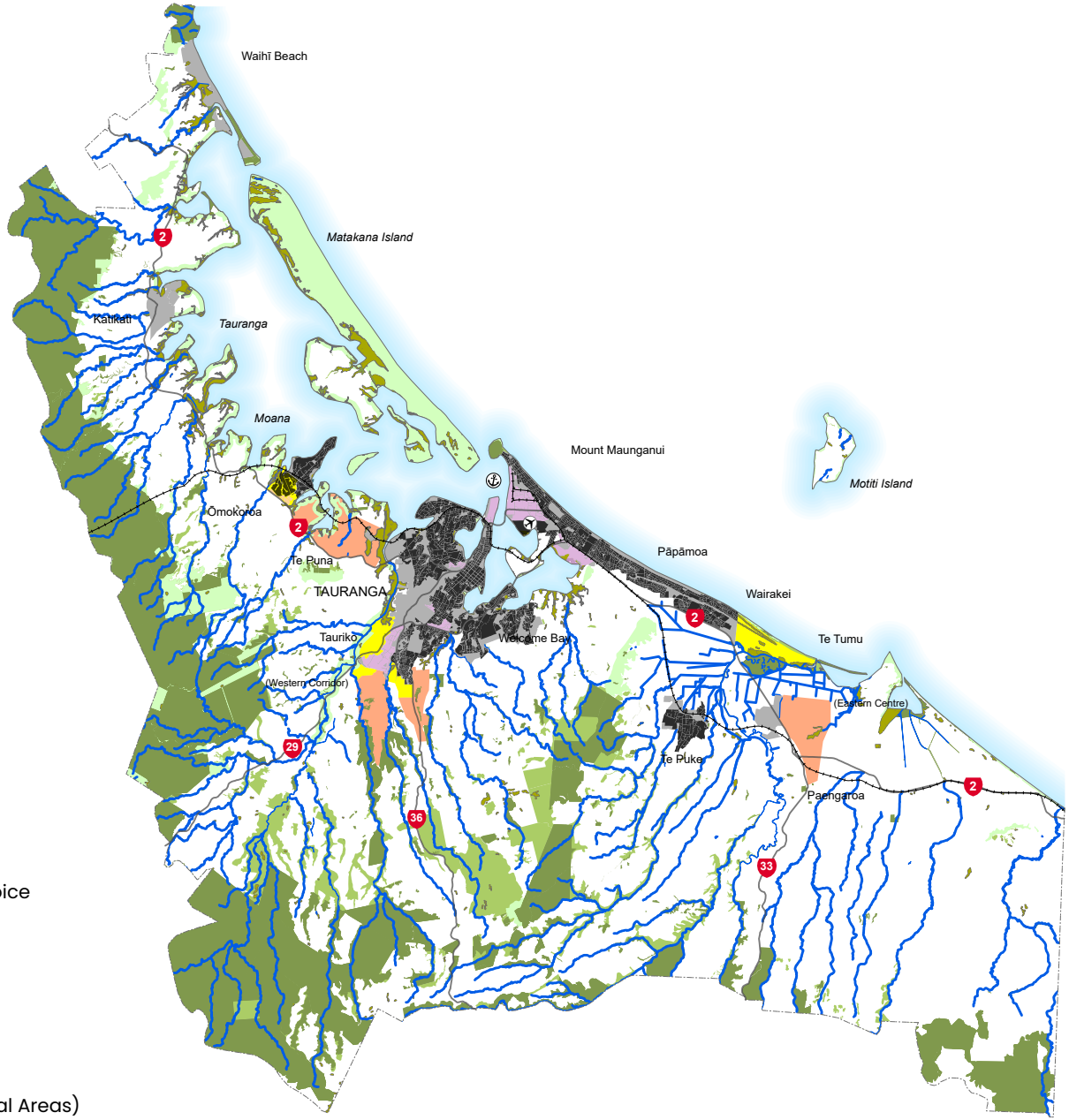
Haumanutanga o Kōpurererua whenua rāhui – Kopurererua Valley Reserve Restoration

Kopurererua Valley Reserve covers 364 hectares and runs from Judea in the north to Tauriko in the south. Restoration work of the Kopurererua Valley Reserve started in early 2022 and is anticipated to be completed by the end of 2024.

The work has multiple benefits:

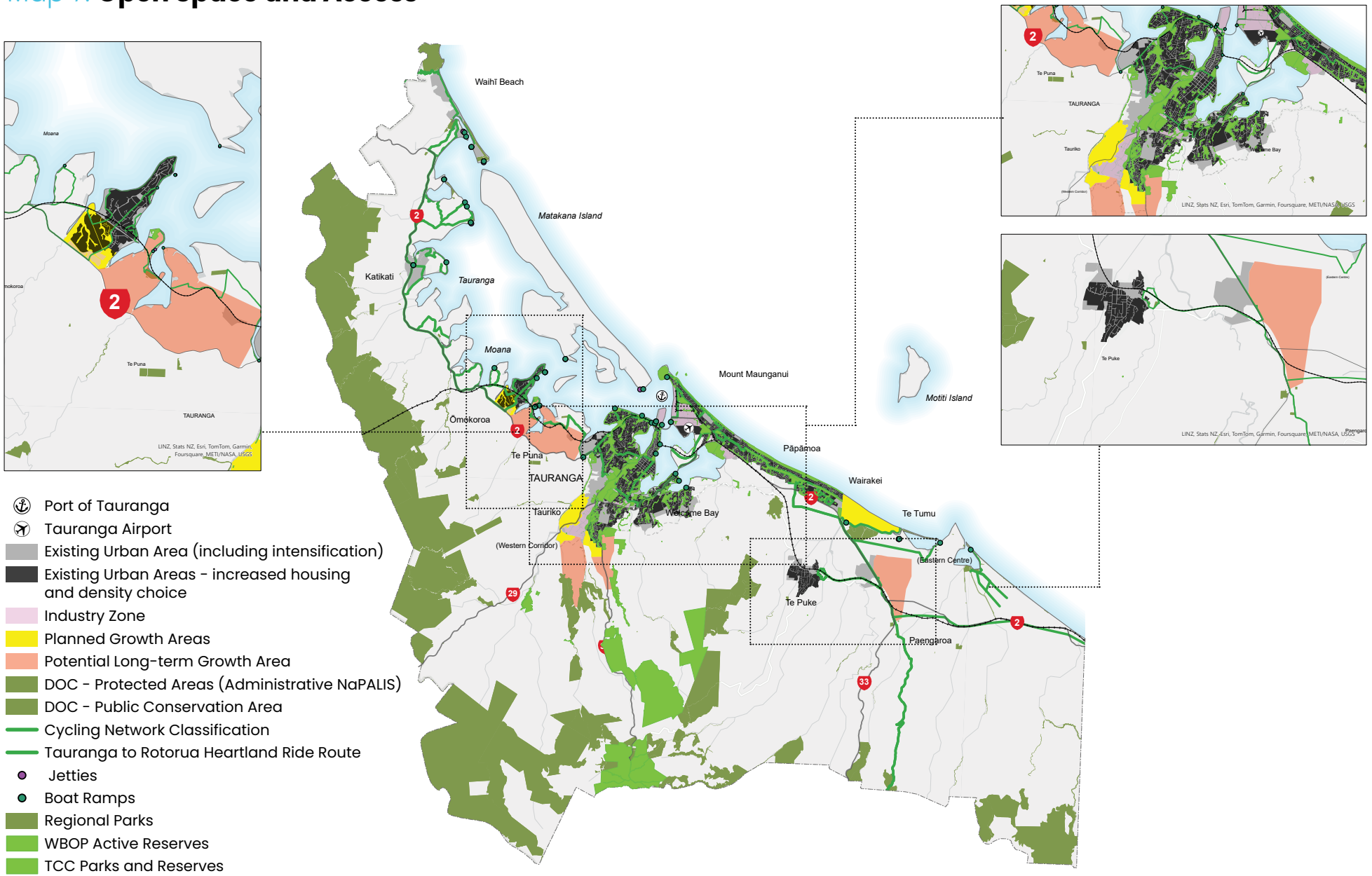
- Realignment of the river channel to restore the path of Taurikura, and the subsequent creation of a wetland will dramatically slow the flow of the water, improving water quality, assisting in flood control, and ultimately providing climate change resilience.
- Ecological restoration and new plantings benefit indigenous biodiversity, including waterfowl, native birds and native fish species.
- Wetlands support great concentrations of bird life and far more species than a similar forest area, and are good carbon sinks.
- Reinstatement of the archaeological features of Puketoromiro Pā has been in collaboration with Ngāi Tamarāwaho. For the hapū, the Waikareao Estuary and the Kopurererua Valley are collectively regarded as being the kete kai (food baskets) of Ngāi Tamarāwaho. The valley contains important pā sites of Otamataha, Ōtūmoetai, Waikareao, Puketoromiro and Orangaipani.
- The cycle path provides more active community access to the valley, and links to adjoining road and cycling networks. This includes connections between residential suburbs and schools on the Te Papa Peninsula.

Map 6: **Biodiversity**



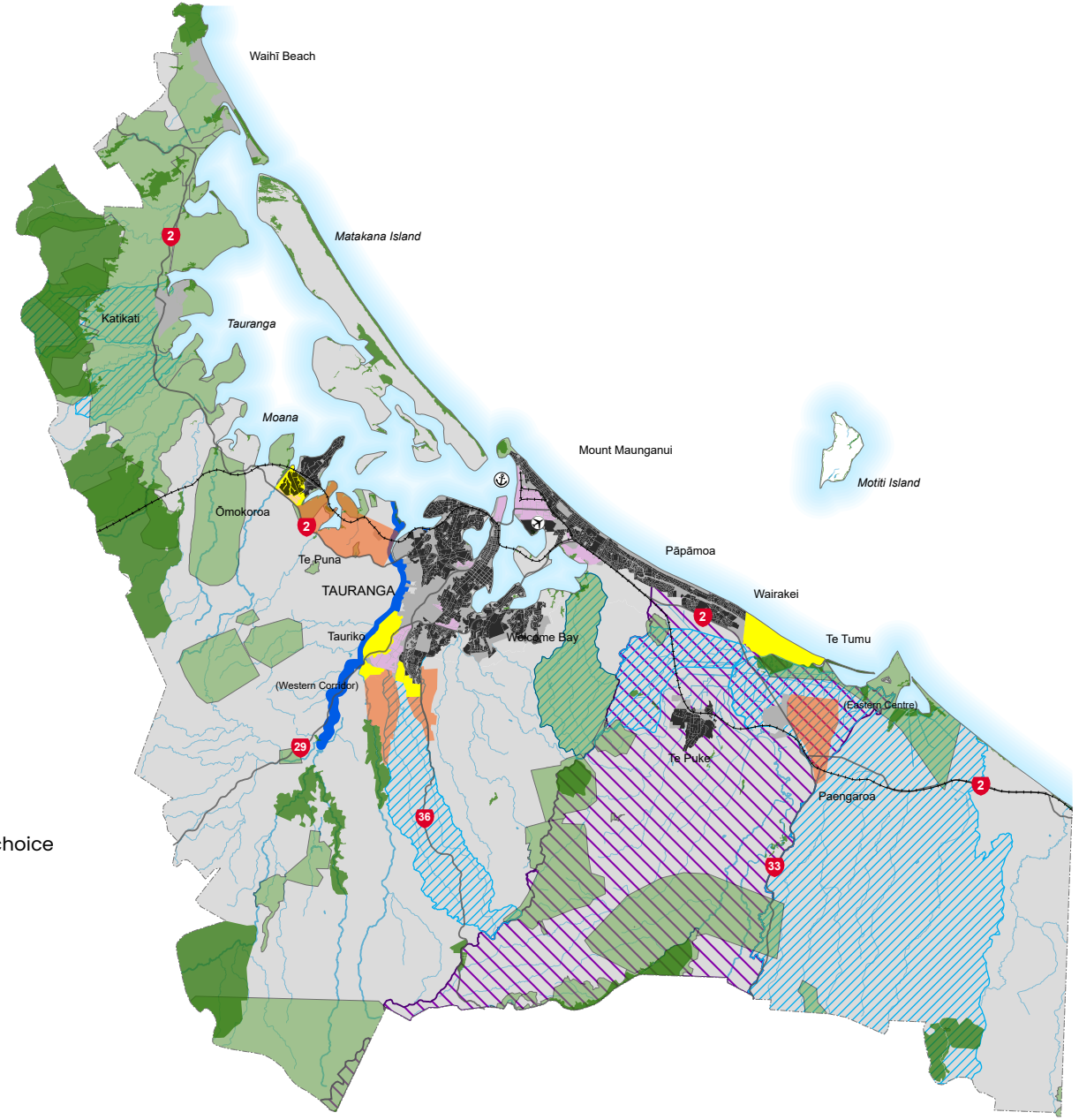
- Port of Tauranga
- Tauranga Airport
- Rivers and Drains
- Existing Urban Area (including intensification)
- Existing Urban Areas - increased density and housing choice
- Industry Zone
- Planned Growth Areas
- Potential Long-term Growth Area
- Outstanding Natural Features Landscapes (ONFL)
- Wetlands
- Reserves and DOC areas
- Significant biodiversity areas (IBDA, SNA, Special Ecological Areas)

Map 7: **Open Space and Access**



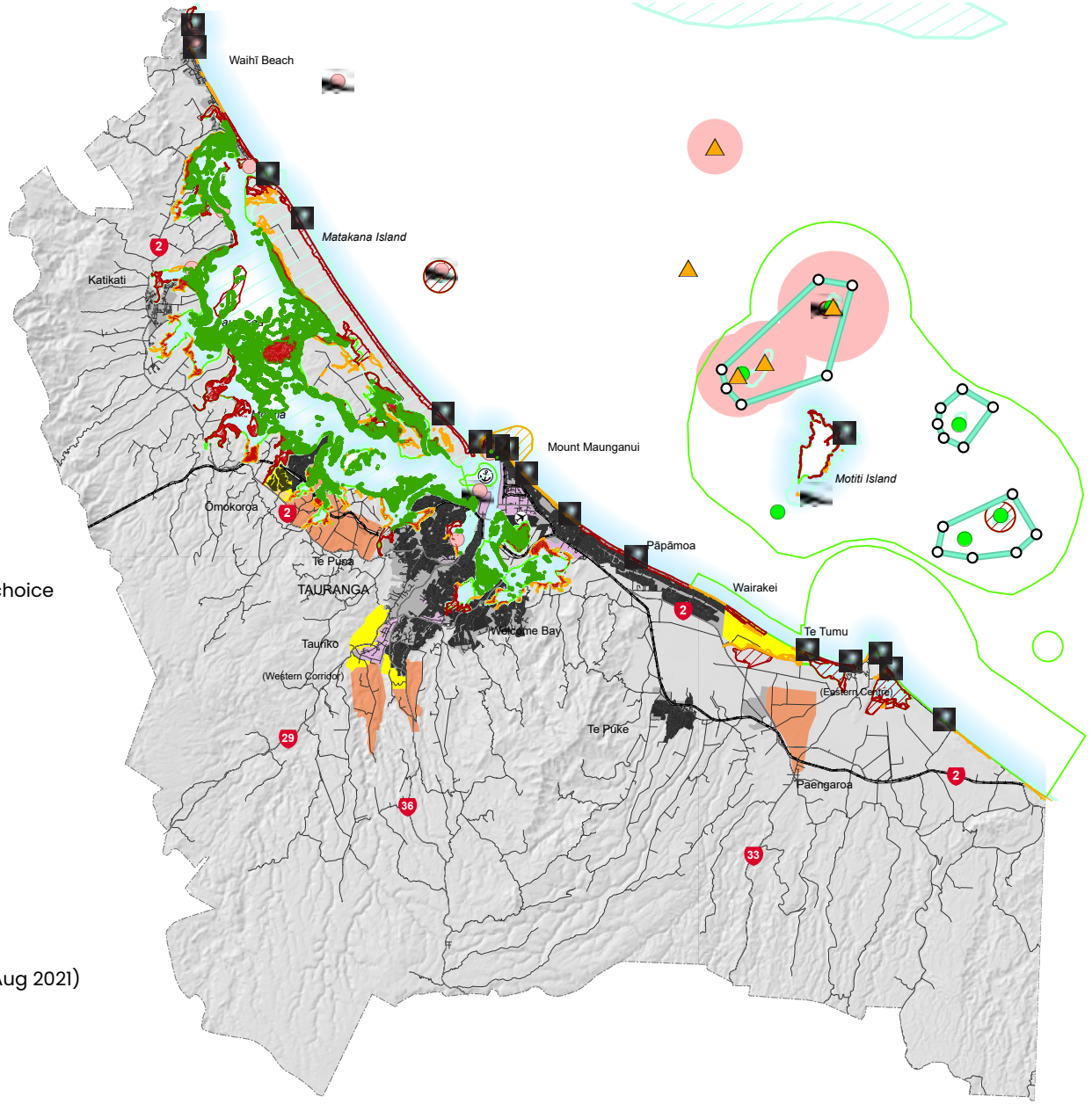
- Port of Tauranga
- Tauranga Airport
- Existing Urban Area (including intensification)
- Existing Urban Areas - increased housing and density choice
- Industry Zone
- Planned Growth Areas
- Potential Long-term Growth Area
- DOC - Protected Areas (Administrative NaPALIS)
- DOC - Public Conservation Area
- Cycling Network Classification
- Tauranga to Rotorua Heartland Ride Route
- Jetties
- Boat Ramps
- Regional Parks
- WBOP Active Reserves
- TCC Parks and Reserves

Map 8: **Protecting and Enhancing Key Areas**



- Port of Tauranga
- Tauranga Airport
- Existing Growth Areas (including intensification)
- Existing Urban Areas - increased housing and density choice
- Industry Zone
- Planned Growth Areas
- Potential Long-term Growth Area
- Water Quality Focus Catchment
- Kaituna River Document Area
- Priority Biodiversity Sites
- Rivers and Drains
- Wairoa River Strategy area
- BOPRC Care Group Area

Map 9: **Marine Natural and Cultural Areas**



- Port of Tauranga
- Tauranga Airport
- Existing Urban Area (including intensification)
- Existing Urban Areas - increased density and housing choice
- Industry Zone
- Planned Growth Areas
- Potential Long-term Growth Area
- Historic Heritage - Coastal
- Surf Breaks
- Shipwreck
- Outstanding Natural Features Landscapes (ONFL)
- Area Significant Cultural Value (ASCV)
- Indigenous Biological Diversity Area (IBDA) - A
- Indigenous Biological Diversity Area (IBDA) - B
- Area Significant Cultural Value (ASCV) - Motiti
- Motiti Protection Area (Operative 11 Aug 2021)
- Motiti Protection Area - Reference Points (Operative 11 Aug 2021)
- Seagrass Extent 2011
- Mangrove Extent 2011
- Ship Exclusion Zones
- Reef locations

CHAPTER 05.
RURAL

Introduction

The responsible management of our rural environment is important to support and sustain New Zealand's economic, environmental, cultural and social wellbeing. Productive rural land needs to be protected for productive uses (agricultural and horticultural purposes). Productive rural land within the sub-region contributes significantly to both domestic and international food supply.

Rural land, including coastal environments and waterways provide important habitats for biodiversity, carbon storage (through trees and soil) to reduce the impacts of climate change. The rural environment contributes to our overall identity within the western Bay of Plenty. It provides large areas of open space important for social wellbeing. As the population increases and housing intensification occurs, areas of open space will become increasingly important.

Natural resources of land in the Bay of Plenty contribute significantly to our economic, social, cultural, and environmental wellbeing. They underpin our important agricultural and horticultural industries and provide for recreation, tourism, biodiversity conservation and regional identity.

"Food, shelter, health, connections to other people, and the ability to provide for ourselves and our families contribute significantly to our wellbeing. All depend on having access to good quality land". [1]

Approximately 83% of the land area in the western Bay of Plenty sub-region is classed as rural / lifestyle. The total land area of the sub-region is 225,440 hectares (western Bay of Plenty District 194,623 ha, Tauranga

1 Our Land 2021 https://environment.govt.nz/assets/Publications/our-land-2021.pdf

City Council 13,440 ha). 187,978 hectares of this land is classed as rural or lifestyle. The sub-region extends from Waihī Beach to the west and to Otamarakau in the east, extending inland past Ōmanawa to the Kaimai range.

There are few remaining rural locations within the Tauranga City Council boundary area that are not currently earmarked for urbanisation. The largest remaining rural area is in Matapihi. As well as some other smaller pockets of rural land in the area surrounding Kairua Road, the northern side of Welcome Bay Road, Upper Ohauiti Road (subject to a private plan change request to rezone to residential), Kaitemako Road, and land on the western side of Cambridge Road.

Rural areas within the Western Bay of Plenty District (from the east) include Waiau, Tahawai, Aongatete, Pahoia, Te Puna, Minden, Kopurererua, Kaimai, Waiorohi, Kaitemako, Otawa, Rangiuru and Pongakawa. Map 10 indicates the rural zones in the sub-region. Map 11 shows rural land uses.

In 2018 there was an estimated population of 188,034 in the sub-region (Tauranga City and Western Bay area) made up of a population of 136,713 within Tauranga City and 51,321 within Western Bay of Plenty District. At this time the number of people living in our rural areas was 32,361 which equated to approximately 17% of the sub-regional population.

The western Bay of Plenty region's climate and soils make it a high producing rural area. Horticulture dominates and occupies much of the lower flatter contours. Agriculture, forestry, and fishing are the largest individual sectors in the Western Bay of Plenty District economy, accounting for 20% of GDP (2017).

The kiwifruit industry makes up the largest share of that, contributing $1,992 million to the wider Bay of Plenty regional economy. The sub-region including Tauranga, Katikati, Te Puke contribute $1,629 million of this. Around half of all kiwifruit grown in New Zealand comes from the sub-region, with the majority of the crop being from the wider Te Puke area. Māori business ownership and employment are a significant aspect of the industry, with ongoing opportunity for growth. There is continuing substantial expansion of kiwifruit plantings (particularly with the continued release of gold kiwifruit licenses by Zespri), notably with the conversion of dairy farms in the eastern part of the sub-region.[2]

The rural area contains most of the sub-region's remaining indigenous flora and fauna. These areas of high ecological significance include harbours, wetlands, freshwater streams and rivers, areas of indigenous vegetation and protected areas. Protection and enhancement of these areas is essential to support and enhance the region's biodiversity.

The Bay of Plenty still has about 66% of its original indigenous forest and scrub cover, but other ecosystem types do not fare as well. Only about 3% of wetland area remains, 26% of dunes (although much of these are heavily modified), and less than 30% of geothermal vegetation.

As discussed in Chapter 3 of this Strategy the impacts of climate change are expected to become more intense in the coming years. They will challenge the way we manage land and more powerfully influence how land in some areas can be used. A longer growing season and warmer temperatures may bring new opportunities but more extreme weather events (such as floods and droughts) are likely to seriously affect agricultural production and forestry.

Many rural coastal settlements are at risk from sea-level rise and exposure to storms and coastal erosion. This can affect personal safety as well as investments made in property. Neighbourhoods and lifestyle blocks that are close to pine forest or land with highly flammable plants (like grass) have a greater risk of damage from wildfires.[3]

2 Zespri Five Year Outlook (December 2022). Retrieved from Zespri-Five-year-Outlook-2023.pdf
3 https://environment.govt.nz/assets/Publications/our-land-2021.pdf

Māori owned land, Marae and papakāinga

Much rural land is in multiple Māori ownership. 19,693ha of land within the sub-region is classified as Māori Land under the Te Ture Whenua Māori Act 1993. 96% of this land is zoned rural. It is consistent with the principles of the Treaty of Waitangi and Part 2 of the RMA to recognise and provide for the establishment of Papakāinga and associated supporting facilities on Māori land so as to give a practical expression to the relationship of Māori and their culture and traditions with their ancestral lands, waahi tapu and other taonga.

There are several iwi and hapū management plans which outline aspirations for Māori owned land within the sub-region. As a general principle it is understood that Māori owned land, or the land within a rohe is sacred, it is turangawaewae, meaning 'our place to stand'. Land holds the history of the past and is acknowledged as an important key to the future. Māori have a strong connection with the natural environment and to each other by way of whakapapa and the land is an integral part of this. The land provides a sense of belonging and a link to the past, through whakapapa and to Papatūānuku.

Key rural challenges

1. Loss of productive land

Versatile or productive land is important to retain as it provides the best land for productive use e.g., food production. Highly productive land is referred to as Class 1, 2 or 3 as classified in the LUC system[4] and in accordance with the National Policy Statement on Highly Productive Land (NPS-HPL).[5] In New Zealand high-class land is relatively limited. LUC 1–2 covers only 5.2% of the total New Zealand land area, while LUC 1–3 covers 14.4 percent of land area.[6] Development pressure on productive land is not a new phenomenon. Throughout history settlements have most often occurred close to productive land to be able to feed the population. As urban areas expand, they naturally spread out onto productive land.[7]

2. Rural land fragmentation

Land fragmentation is defined as the division of a land resource, such as through subdivision and residential development, including expansion of urban areas. In the last two decades, the widespread subdivision of rural land has resulted in significant fragmentation of rural land. Significant demand for rural and lifestyle living has resulted in a high degree of rural land fragmentation through subdivision. Rural landowners have also carried out subdivision to secure future development rights. As a result, there are a considerable number of vacant lots that exist which have the potential to be developed (approximately 2,900 lots greater than 0.16 ha within the Western Bay District area).

4 Lynn, IH, Manderson, AK, Page, MJ, Harmsworth, GR, Eyles, GO, Douglas, GB,... Newsome, PJF (2009). Land Use Capability Survey Handbook – a New Zealand handbook for the classification of land 3rd ed. Hamilton, NZ: AgResearch; Lincoln, NZ: Landcare Research; Lower Hutt, NZ: GNS Science.

5 National Policy Statement Highly Productive Land https://environment.govt.nz/publications/national-policy-statement-for-highly-productive-land/

6 Rutledge, DT, Price, R, Ross, C, Hewitt, A, Webb, T, & Briggs, C (2010). Thought for food: impacts of urbanisation trends on soil resource availability in New Zealand. Proceedings of the New Zealand Grassland Association 72, 241–246. Retrieved from www.grassland.org.nz/publications/nzgrassland_ publication_49.pdf.

7 Curran-Cournane, F., Golubiewski, N., & Bukthought L. (2018). The odds appear stacked against versatile land: can we change them? New Zealand Journal of Agricultural Research, 2018, Vol 61, No. 3, 315-326.

In the past five years, within the subregion there have been approximately 364 new lots created within rural or lifestyle areas. The following table outlines the location and number of lots.

Rural / lifestyle area subdivision within the subregion

Area unit	2018/2023
Waiau	7
Tahawai	6
Aongatete	82
Pahoia	10
Te Puna	13
Minden - Life	74
Minden - Rural	9
Kopurererua	9
Kaimai	14
Waiorohi	35
Kaitemako	9
Otawa	9
Rangiuru	21
Pongakawa	52
Bethlehem (TCC)	5
Kairua (TCC)	1
Matapihi (TCC)	5
Pyes Pa (TCC)	3
Total	**364**

Between 1990 and 2008, 29% of new urban areas were on versatile land (LUC 1-2). The fragmentation or subdivision of rural land resource causes significant productive land loss in New Zealand and is far more detrimental than urban expansion. From 2002 to 2016, New Zealand's land area used for vegetables decreased 29%, from about 100,000 ha to about 70,000 ha.[8] In 2012 lifestyle blocks occupied 873,000 ha, (approximately 5% of New Zealand's land). 17% of lifestyle blocks are located on highly productive land, which is approximately 10% of all high-class land. In comparison, 29% of new urban development since 1990 has been located on high-class land which is only 0.5% of all high-class land.[9]

3. Housing and urban sprawl

Urban development in New Zealand is most often undertaken on 'greenfield' land. Traditionally with homes on large sites on the outskirts of towns or city centres. With the country's population increasing and the need for more land to house people, towns and cities continue to expand outwards. This is commonly known as urban sprawl. Urban sprawl puts pressure on our rural land resource.

8 MPI, MfE 2019. Valuing highly productive land. A discussion document on a proposed national policy statement for highly productive land. MPI Discussion Paper 2019/05. 69 p.
9 Andrew, R, & Dymond, JR (2013). Expansion of lifestyle blocks and urban areas onto high-class land: An update for planning and policy. Journal of the Royal Society of New Zealand, 43(3), 128–140. https://www.tandfonline.com/doi/epdf/10.1080/03036758.2012.736392?needAccess=true&role=button

Rural growth directives

1. Limit rural residential growth by providing for living opportunities in appropriate and contained locations within clearly defined boundaries.
2. Our rural communities and industries are well-supported and connected within the sub-region.
3. Accommodation for the rural workforce, including seasonal workers, is provided close to jobs and with good access to essential services.

RURAL INTEGRATION

WELLBEINGS

OBJECTIVES

CLIMATE RESILIENCE PRINCIPLES

- Integrate climate resilience
- Integrate and enhance local ecosystems and biodiversity

CASE STUDY

Pāpāmoa Hills Cultural Heritage Regional Park

Pāpāmoa Hills Cultural Heritage Regional Park is a culturally rich landscape, with visible evidence of its historical occupation and links to Maketū, Mount Maunganui (Mauao) and Tauranga Moana.

Many local iwi and hapū have long understood the strategic importance of the Pāpāmoa Hills with their commanding position over the surrounding coastline. Centuries of Māori occupation of the hills is evidenced by the 1,630 individual archaeological features recorded within the Park today. These features are predominantly terraces/tuku and platforms/papatahi, pits, middens, and defensive earthworks such as ditches/maioro.

The number of archaeological features present in such a small area is very unusual for Aotearoa New Zealand and reflects why it is necessary to protect these sites, and tell the story of this important cultural landscape.

The park land is owned by Toi Moana Bay of Plenty Regional Council and governed by Te Uepu, an entity consisting of four regional councillors and one representative each from Waitaha, Ngā Pōtiki, Ngāti Pūkenga and Ngāti Hē. Te Uepu is in the process of refreshing the policy direction and management plan for the Park which will be reflected in Toi Moana's Long Term Plan 2024-34.

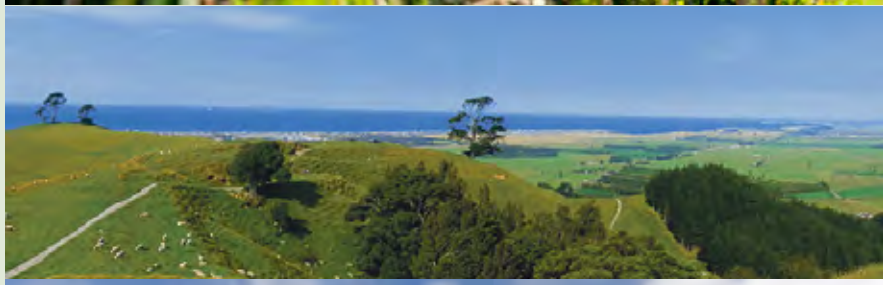
The land is a mix of pasture grazed predominantly by sheep to protect the landscape values and archaeological features. Native plantings on steep or wet areas support enhanced biodiversity and water quality. A network of tracks is maintained for the public to enjoy the area, accessible from both carparks on Poplar Lane or via Summerhill on Reid Rd.

From 2021 – 2023 the Park's facilities were upgraded to deliver a safer, richer, and more varied park user experience and accommodate rising visitor numbers. The upgrades include an enhanced entrance from Poplar Lane, increased carparking capacity and improved safety for vehicle access. The new carpark is the primary access to Pāpāmoa Hills and provides over 80 additional carpark spaces. A visually stunning tomokanga, or entryway, welcomes visitors to the Park. There is a new toilet block, enhanced seating and picnic areas, interpretive panels, wayfinding signs and a 3D map of the entire park adding to the storytelling of the landscape with its many significant sites and rich cultural heritage. The new visitor experience was designed and developed by Toi Moana and iwi representatives.

Track upgrades include the construction of a new 1500m walkway that meanders alongside the Maraeroa pā site offering more spectacular views. This track connects the new carpark to the original walkway while an 80m staircase has also been built as an option for a more direct route to the summit.

Easy access to nature improves the connection we have with nature. It benefits our physical and mental health through exercise. While urban areas generally have good access to green spaces, people who live in urban areas often have less connection to nature than those in other areas. Access to nature has benefits for people living with mental illness. A UK study found that people who lived in neighbourhoods with more vegetation and birdlife were less depressed, anxious, and stressed.

People living in urban centres can suffer from reduced exposure to nature. Rural environments have proven benefits to physical and mental health. Māori in urban centres are at risk of losing the connection to their whenua. Losing access to mahinga kai (food gathering) is significant for Māori. It is not just the loss of a food source, it also reduces the ability to exercise tikanga (customs), pass on mātauranga (knowledge), and manaaki (show hospitality). This all affects the mana (prestige) of people and the whenua.



CASE STUDY

Environmental protection in a rural coastal environment

The Maketū Ōngātoro Wetland Society "Protecting, preserving and enhancing the natural environment"

Maketū Ōngātoro Wetland Society (MOWS) is a community conservation group that looks to conserve, protect and restore the native biodiversity of the lower Kaituna River, Maketū Estuary, Waihī Estuary, Newdicks beach and Dotterel Point in Pukehina. The work started in 2008 when volunteers came together to protect the colony of New Zealand dotterel that breed at the end of the Maketū Spit. The work has grown significantly since this time and spans a wide range of areas. The work is supported by both the Regional Council and Western Bay of Plenty District Council.

Today MOWs undertake significant restoration and pest management programme, including animal pest control having successfully removed over 1300 pest animals since 2010, as well as pest plant control, planting, plant maintenance, ecological monitoring, fencing and maintenance and community and school education programmes. The MOWS education programme, established in 2015, works with ten local schools and is funded by WBOPDC, TECT and BayTrust.[10]

MOWS is comprised of four branches:

1. A **biosecurity and restoration team** of full-time employees and occasional contractors that carry out Environmental Programme work and biodiversity monitoring at key areas. Volunteers also assist with conservation efforts.
2. A successful **education programme** that is run by an education team of employees, contractors, and volunteers to deliver a range of ecology and conservation related topics to local schools.
3. A **contract department** that handles contract work on non-core projects which helps to provide additional funding for maintenance and other expenses.
4. A **support team of committee members and volunteers** who continue to guide the efforts of MOWS and assist with events and working bees.

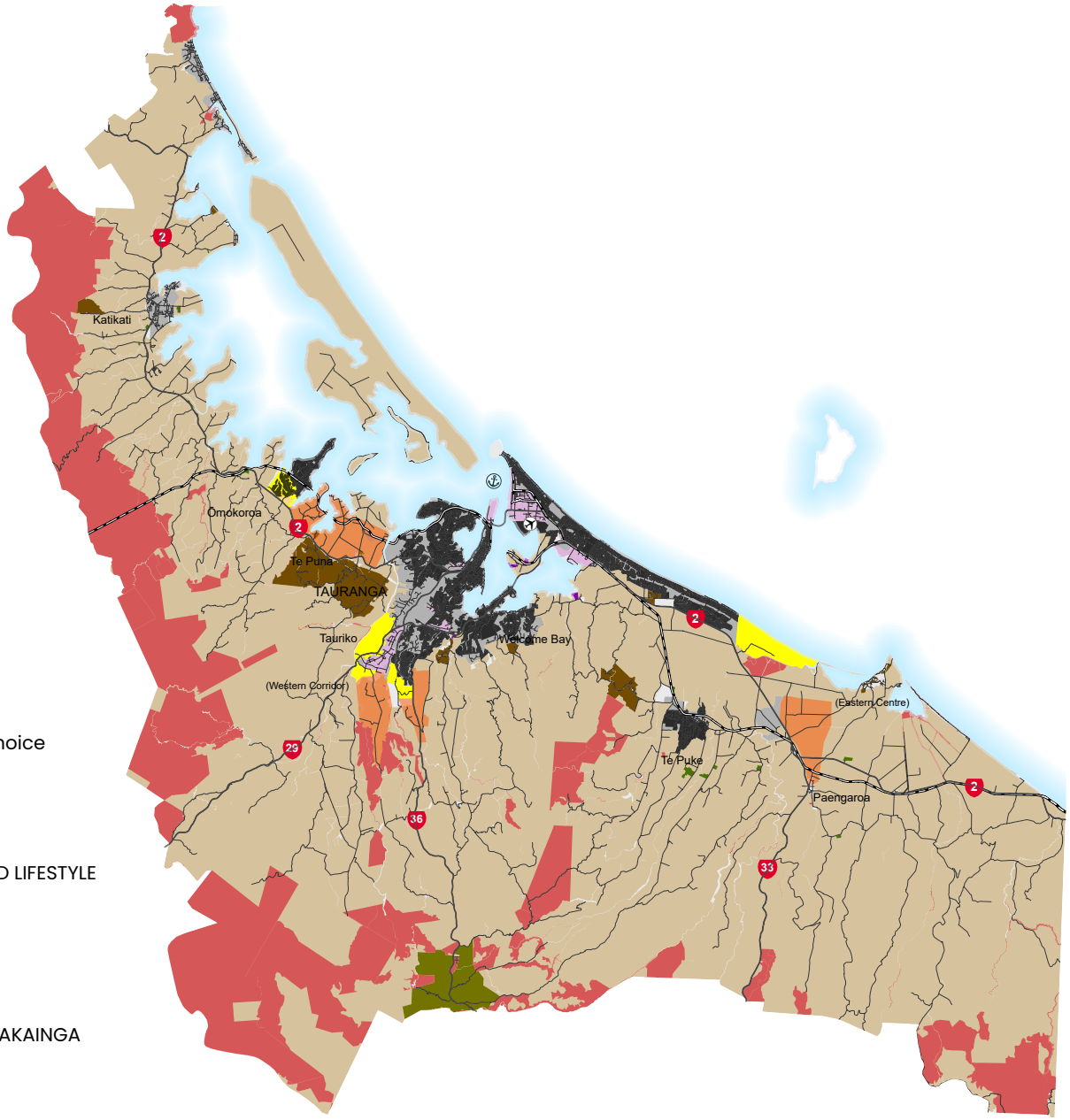
MAKETU ONGATORO WETLAND SOCIETY

Recent highlights for MOWS include a colony of tarapunga (red-billed gulls) on Maketū Spit, increasing in size every year since 2012. This is particularly significant as the species is classified as a 'at risk / declining'. The Waihī Harbour wetland also has matuku (bitten), banded rail, spotless crake, fernbird and a flock of royal spoonbill. The Pukehina Esplanade Reserve has also been a recent focus area which was previously weed infested but is now becoming an increasingly important contributor to ecological restoration in the area.

Photo: B Chudleigh

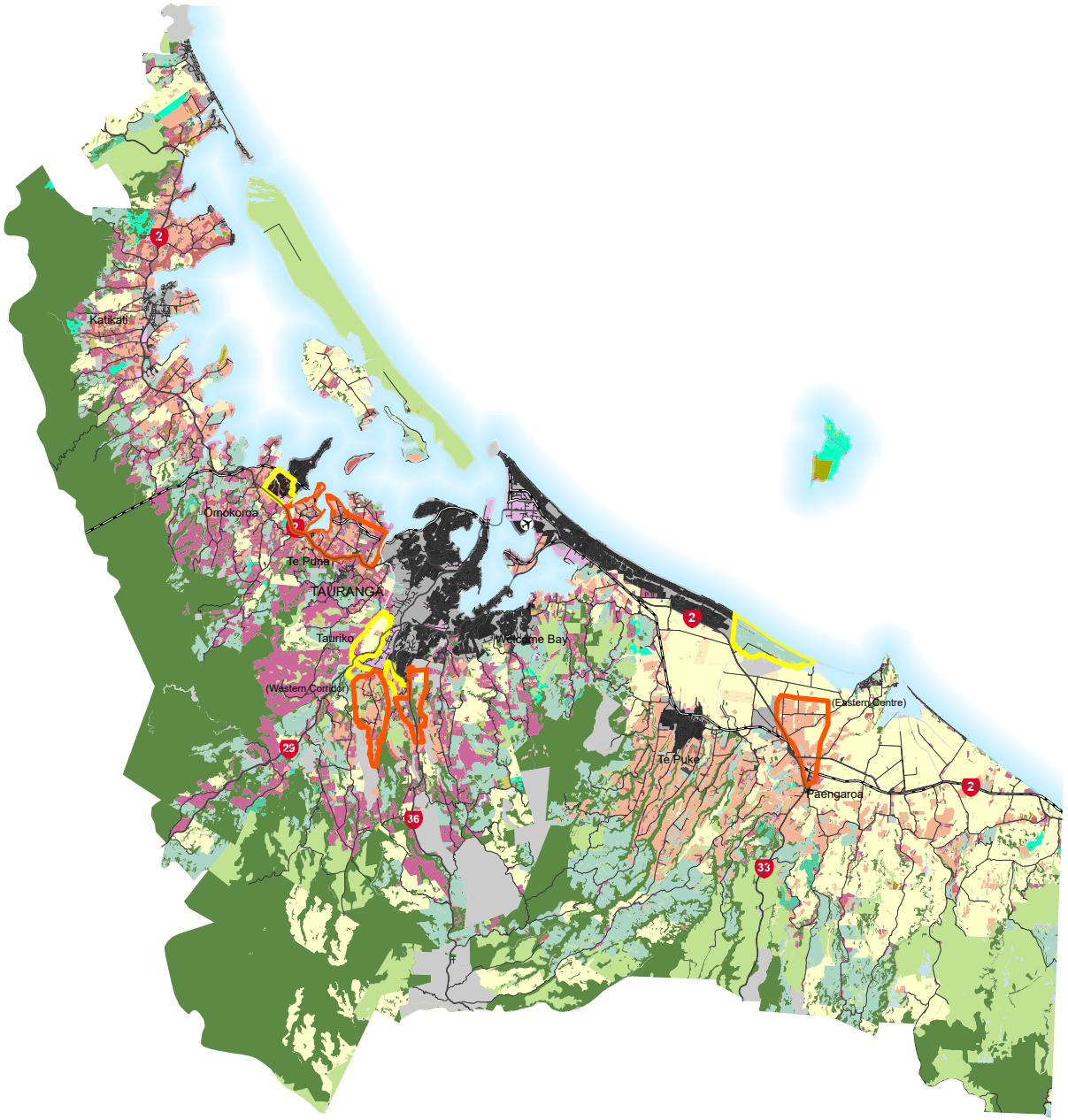
10 Maketu Wetland Society. Retrieved from https://maketuwetlands.org.nz/

Map 10: **Rural Zones**



- Port of Tauranga
- Tauranga Airport
- Existing Urban Area (including intensification)
- Existing Urban Areas - increased density and housing choice
- Industry Zone
- Planned Growth Areas
- Potential Long-term Growth Area
- Western Bay - District Plan Zone - RURAL RESIDENTIAL AND LIFESTYLE
- Western Bay - District Plan - Zone - HORT POST HARVEST
- Western Bay - District Plan Zone - RURAL
- Western Bay - District Plan - Zone - TECT All Terrain Park
- Tauranga City Plan - RURAL RESIDENTIAL ZONE
- Tauranga City Plan - RURAL MARAE AND NGATI KAHU PAPAKAINGA
- Tauranga City Plan - RURAL
- DOC - Public Conservation Area

Map 11: **Land Use**



- Port of Tauranga
- Tauranga Airport
- Existing Urban Area (including intensification)
- Existing Urban Areas - increased density and housing choice
- Industry Zone
- Potential Long-term Growth Area
- Planned Growth Areas

Land Use 2021

- arable
- avocado
- converted from forest exotic
- converted from forest native
- dairy
- deer
- forest exotic
- forest native
- kiwifruit
- lifestyle block or mixed landuse
- orchard
- reserve
- scrub
- sheep/beef
- urban/road/rail
- vegetables
- wetland
- other; not confirmed

CHAPTER 06.
URBAN FORM AND CENTRES

Introduction

The Urban Form Layer (Map 12) outlines the future ambition for where and when growth will occur in the western Bay of Plenty sub-region. Significant planning has been undertaken by the SmartGrowth partners to support this preferred urban form, through previous iterations of the SmartGrowth Strategy and, more recently, the Urban Form and Transport Initiative (UFTI).

The UFTI 'connected centres' programme caters for a scenario of approximately 200,000 additional people creating nearly 40,000 new jobs and 95,000 new homes across the sub-region. This is supported by infrastructure and facilities investment, particularly in the transport system, including public transport and active modes, over the next 30 plus years. There are two core concepts critical to the connected centres approach. The first is, over time, increasing the number of houses in existing urban (30-50 dwellings per hectare) and new growth areas (30 dwellings per hectare), enabling more density and height around centres, key public transport hubs and alongside transport corridors to maximise available land, support a well-functioning multi-modal transport system, and create vibrant communities. The second core concept is creating 15-minute neighbourhoods. This means being able to access local social and economic opportunities within a 15-minute journey time (walk or bike ride), and sub-regional social and economic opportunities within 30-45 minutes. These concepts encourage strong local centres and connected neighbourhoods.

Fundamental to the connected centres approach is good placemaking. This means creating places that deliver a healthy, sustainable and liveable sub-region through improved amenities, blue-green environmental assets, incorporating tāngata whenua values, more transport choices and addressing our housing needs.

The connected centres programme also outlines business growth within the sub-region, supporting growth in appropriate areas and enabling reliable movement to and from key industries such as horticulture and construction materials to the nationally significant Port of Tauranga. Currently there is adequate land supply to accommodate business (commercial and industrial) growth in the short term. However, as our sub-region continues to grow, we will need to plan and cater for future demand that supports the connected centres programme.

The Urban Form and Centres map sets out our existing and future growth areas. It identifies existing (where land is already zoned), planned (investigations have been completed) and potential long-term (these are areas identified in UFTI, but they have not yet been investigated, consulted on and confirmed) growth areas.

The map also identifies the sub-region's main centres in a hierarchy[1] of:

- City Centre (Tauranga CBD)
- Town Centres (existing – town centres that are there now and proposed – new town centres that have been planned but development hasn't yet commenced)
- Potential Town Centres (locations that may turn into full town centres in the future)

Town Centres are places that contain a range of commercial, community, recreational and residential activities that service the needs of the immediate and neighbouring suburbs.

Figure 24: **15-minute neighbourhood**

1 The centres hierarchy has been developed to align with the National Planning Standards, November 2019 and the National Policy Statement on Urban Development 2020.

Key urban form and centres challenges

1. An existing dispersed land use pattern with multiple centres.
2. A lack of housing supply, choice and affordable options.
3. Very limited papakāinga development and a lack of recognition for marae as centres.
4. A lack of local and sub-regional facilities which restricts access to social and economic opportunities.
5. The demand for housing in the western Bay of Plenty sub-region is outstripping the available supply.
6. Development is difficult to undertake in the sub-region due to natural hazards, which are often exacerbated by climate change, and the topography.
7. Cost and complexity of infrastructure making it difficult to deliver land for housing and businesses.
8. Social infrastructure levels of service (e.g., parks, pools, libraries, halls, theatres and sports field) continues to increase as intensification and greenfield development occurs.
9. Integration between urban form and transport needs to improve to support public transport, walking and cycling, as well as access to key facilities and services.
10. Aligning our urban form and growth areas with emissions reduction targets.
11. A coordinated approach between partners is required within the City Centre to improve access, social and cultural identity, and safety, as well as providing amenities to attract more people to live, work and visit in the centre.

The approach in UFTI and this Strategy seeks to contribute to addressing these challenges through a consolidated connected centres programme that provides opportunities for more housing in urban areas as well as greenfields, with strong connections to the places we live, learn, work, and play.

Further detail is provided in Part 4 of this Strategy – Our Future Development Strategy. Development that falls outside of the planned connected centres programme as outlined in Map 12 and in Part 4, would need to meet the unanticipated or out-of-sequence criteria set out in Policy UG7A, of the Bay of Plenty Regional Policy Statement.

Centres Strategy

A key component of the connected centres approach will be establishing a commercial centres strategy throughout the sub-region to ensure that centres can thrive and meet the outcomes of UFTI in creating an integrated land use and transport network. In order to support the connected centres programme, City Centres and Town Centres will be prioritised as people places, that strongly integrate with the public and active transport networks to ensure integrated outcomes can be achieved. This will need to include local employment and educational opportunities, access to green space and community facilities alongside housing so that communities can live, learn, work and play in their suburbs. This will require detailed planning for these centres over time to ensure on the ground implementation supports our sub-region's high level strategic objectives.

An indicative centres strategy has been established based on outcomes of the UFTI and to reflect the requirements of the National Planning Standards. At a strategic level, key centres include the Regional and City Centre and Town Centres. These may be subject to change following the outcomes of plan changes to the Tauranga City Plan and Western Bay of Plenty District Plan. Further work is also required in terms of developing a detailed sub-regional commercial centres strategy. This will form part of the Implementation Plan supporting this strategy.

Centre Type	Location	Description
Regional and City Centre	Tauranga Central Business District	Provides for a broad range of commercial, community, recreational and residential activities, intended to service the needs of the region. Building heights and density of urban form to realise as much development capacity as possible, to maximise benefits of intensification.
Town Centres	• Waihī Beach • Katikati • Ōmokoroa • Bethlehem • Fraser Cove • Greerton • Cameron Road Centre • Tauranga Crossing • Mt Maunganui • Bayfair • Pāpāmoa • Wairākei – The Sands • Te Puke	Town Centres provide for a range of commercial, community, recreational and residential activities, intended to service the needs of the immediate and neighbouring suburbs. Town Centres will provide building heights and densities of urban form density within a walkable catchment of commensurate with the level of commercial activity and community services.
Potential Town Centres	Brookfield	These areas will become town centres over time.

More detailed planning[2] will occur for priority growth areas within the various centres identified. In order to prepare plans for these key locations, it will require a comprehensive urban planning process, which could include but not be limited to:

- **Land use** - the type and location of land uses that will be permitted, including development type, density and staging.
- **Movement** – transport networks that support connectivity and multi-modal access with a focus on improving public transport, cycle and pedestrian access opportunities.
- **Three waters** – the location, type, scale and staging of infrastructure required including stormwater, water and sewerage.
- **Protecting people** – identifying how natural hazards could impact the area and how to protect the community from them.
- **Protecting the area** – the protection of sites, features or values which may be cultural, ecological, historical or amenity related.
- **Tāngata whenua** – how cultural values and tāngata whenua aspirations will be taken into consideration.
- **Green spaces** – identify key reserves, open space networks and determine if additional upgrades or space is required.
- **Community facilities** – identify key social and community infrastructure.

Local and neighbourhood planning forms part of the council's wider urban growth approach. In general, it is proposed that neighbourhood or local plans will be delivered in priority growth areas following higher level spatial planning, and respond to significant challenges and/or opportunities.

Connected Centres – Target Densities

This strategy sets the following target residential densities needed in order to achieve a more compact urban form, make the most efficient use of land, reduce emissions and to deliver on mode shift outcomes. These are minimum net densities to be achieved over time with the aim of reaching higher dwellings per hectare where possible.

Location	Net Target Densities[3] (dwellings per hectare)
City centre (acknowledging mix of commercial and other use throughout area)	100+ (site by site basis)
Intensification (current urban areas) – around nodes and centres	30-50+
Greenfield Growth Areas	30 (to be achieved in 10+ years)

2 For example through local spatial plans, neighbourhood plans, structure plans, town centre plans or community plans.
3 Refers to net developable area. See Tauranga City Plan and Bay of Plenty Regional Policy Statement for detailed definition.

Business Employment Land

Identifying future business land needs for employment and economic growth well in advance of development is important to enable reliable forward planning for infrastructure development and delivery, and to ensure that there are the right mix of uses.

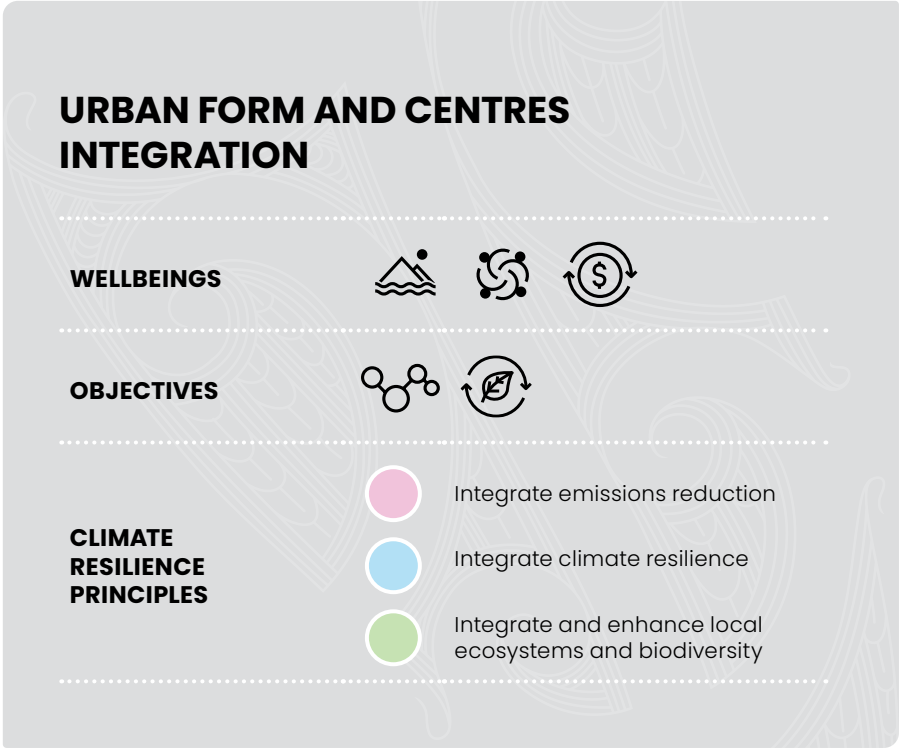
The Connected Centres programme has existing business land areas identified to support growth. This is balanced across the SmartGrowth corridors and is designed to provide employment opportunities close to where people live.

Growth in the sub-region is such that the housing and business development capacity assessment (HBA) has indicated that there is a shortfall in industrial land. In addition, the SmartGrowth partners have also been working collaboratively on several other projects that relate to industrial land, particularly work relating to the Mount Maunganui/Port industrial area. These projects collectively seek to respond to a range of significant issues, including natural hazard risk, traffic congestion, port growth, cultural and social impacts, air quality and health concerns. Several of these issues have been identified as putting pressure on existing land uses. This includes pressure on existing industrial land across Tauranga in particular from natural hazards, including flooding and inundation, which may result in the need for retreat or relocation of current activities overtime.

The potential for a reduction in existing land combined with strong demand for industrial land to support growth has meant that additional industrial land needs to be identified. Potential locations for future industrial land have been identified in Part 4 of this Strategy.

Urban form and centres growth directives

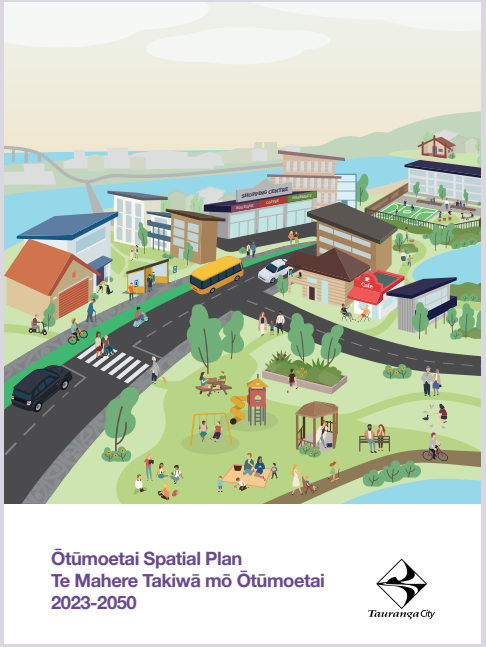
1. Provide land and infrastructure sufficient to address identified short-, medium- and long-term shortfalls in housing and business development capacity.
2. Funding and financing models, including public and private sector partnerships where appropriate, are established to support agreed priority infrastructure for urban growth.
3. New and enhanced streamlined planning processes are provided to address regulatory barriers for infrastructure and development.
4. Development is planned and built to achieve a compact urban form with live-work-play-learn neighbourhoods.
5. Residential density in existing urban areas is increased to a minimum of 30-50 dwellings per hectare over time, and new growth areas have a minimum of 30 dwellings per hectare over time.
6. Higher density urban communities are planned and supported through local spatial plans, placemaking and urban design to achieve good quality social, cultural, economic and environmental outcomes.
7. All growth areas are well connected to employment and education opportunities, community facilities, and green space through frequent public transport networks, safe road networks and active mode connections.
8. Street design considers both movement and place making, and mitigates future impacts of climate change.



CASE STUDY

Ōtūmoetai Spatial Plan

The Ōtūmoetai Spatial Plan was adopted by Tauranga City Council on 1 May 2023 and sets out a 30-year vision for the peninsula, to assist in enhancing the wellbeing of the people who live, work, play and visit there, now and in the future.



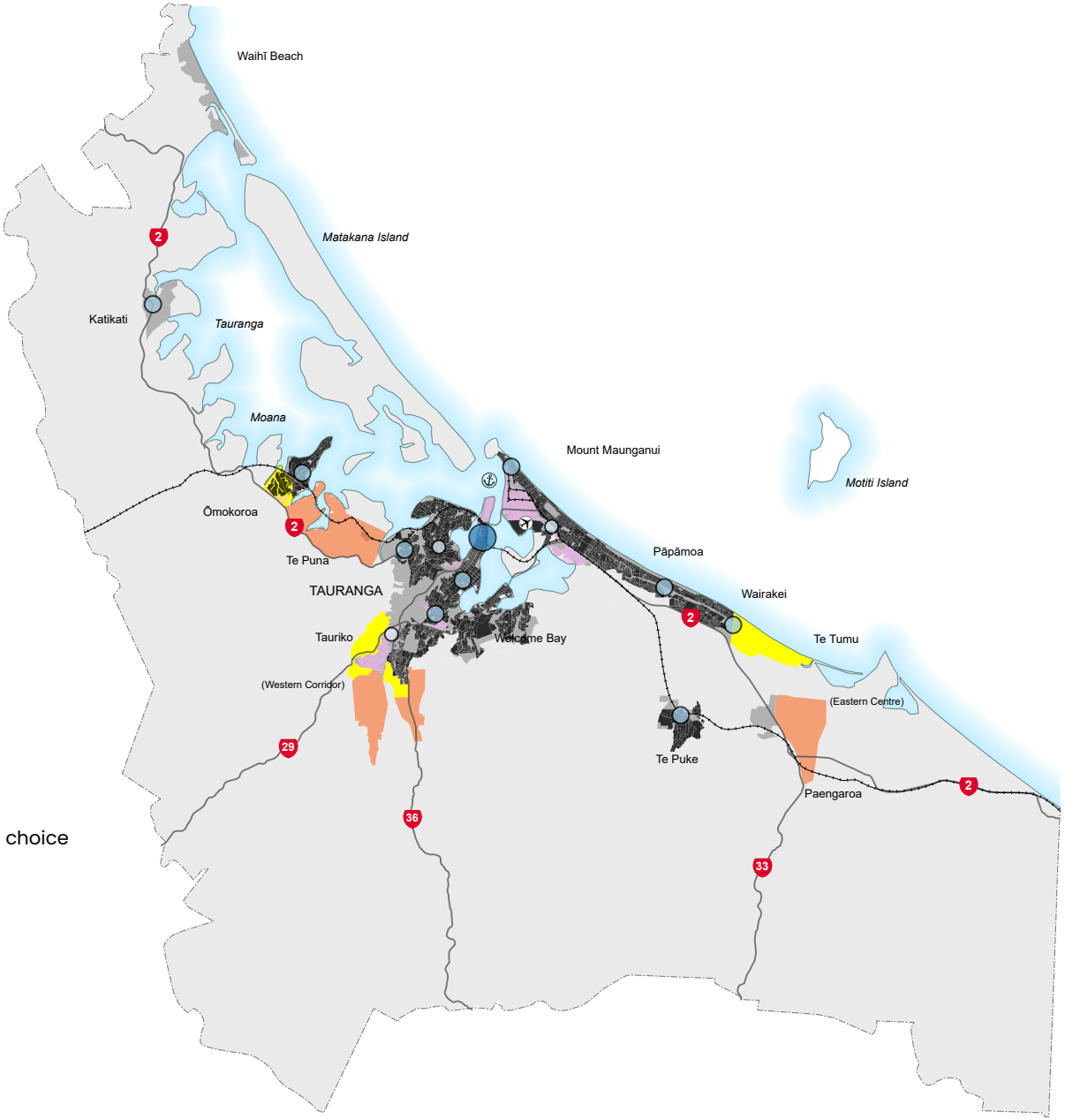
The plan provides direction on where growth will occur between now and 2050, providing more housing choice, enhancing our environment and community wellbeing, access to jobs and opportunities, and the experience of visitors. In this regard, the plan will inform future council planning processes such as city plans, social infrastructure planning, transport planning, local plans, and the annual plan and long-term plan. The Spatial Plan aligns with the SmartGrowth vision and strategic direction through implementation of connected centres approach.

The Ōtūmoetai Spatial Plan provides an opportunity for increasing housing choice throughout Ōtūmoetai, with a focus on increased height and greater densities close to centres, public transport and amenities. This will enable people to choose from more housing types and encourage more people to walk, cycle and take public transport to get to where they need to go. This supports the concept of 15-minute neighbourhoods and enables more people to have easy access by walking, bus or bike ride to shops, community facilities and recreational areas by enhancing facilities for these modes.

In Ōtūmoetai, each neighbourhood has a key centre which provides a focal point for the surrounding community and enhances the ability to live, work and play within each neighbourhood. This spatial plan has an initial focus on higher density development and supporting investment in and around key centres and corridors, acknowledging the benefits that this approach will provide for the wider community and the alignment with the NPS–UD requirements.

The focus of future growth will be on providing higher residential densities near the centres and public transport. This includes four to six storey heights close to the Brookfield centre, and up to four storeys in Bureta and Cherrywood. This increase in density will be matched by improved local facilities and better public transport, walking and cycling options. The walkable catchments used to identify where increased heights and densities are considered appropriate range between 400–800 metres (approximately 5–10 minute walk) and acknowledge the current and future function of each of the centres. Through the spatial plan process, Cherrywood and Brookfield were considered to have the greatest potential to grow and provide a wider range of activities and greater heights, given their location along a primary public transport route and access to separated cycleway routes and to local amenities.

Map 12: **Urban Form and Centres**



- Port of Tauranga
- Tauranga Airport
- Existing Urban Area (including intensification)
- Existing Urban Areas - increased density and housing choice
- Industry Zone
- Planned Growth Areas
- Potential Long-term Growth Area

Centres

- City Centre
- Town Centre
- Potential Town Centre

CHAPTER 07.
HOUSING

Introduction

"Housing is fundamental to our economic and social wellbeing and plays a central role in individual and community health outcomes, family stability, and social cohesion. A responsive housing market facilitates labour market mobility, allowing people to move to take up job opportunities and enhancing the productivity of the economy."
(New Zealand Productivity Commission (2015) Using land for housing).

The housing crisis in New Zealand continues despite increased focus and investment across the housing system. Tauranga and the western Bay of Plenty have been particularly affected, with Tauranga City having one of the worst housing affordability in the country. Home ownership rates are declining across the sub-region and are projected to drop further in the future. The waiting list for public housing has grown 307% since 2017. There are significant financial pressures on those who are currently priced out of the housing market and are under-served by the wider housing system.

The housing system in the sub-region has, for decades, supplied a limited range of housing options in terms of affordability, typology, and tenure. This lack of choice is forcing increasing numbers of people with acute housing needs into short term accommodation, such as emergency housing. On top of this, public housing supply is currently unable to keep up with demand and limited alternative tenure options exist in the sub-region, for example co-operative housing or purpose-built long term rental accommodation.

Māori are disproportionately affected by the underperformance of the housing system. Home ownership rates for Māori (and Pacifica) have declined at greater levels than for non-Māori. Now, more than 40% of people in public housing nation-wide identify as Māori. The number of Māori households on the public housing register has increased, with more than 47% of new applications nation-wide being Māori. Significant opportunities exist for development of whenua Māori, but development faces major challenges including fit-for-purpose planning rules, funding for infrastructure and direct financing of housing development.

The sub-region also faces significant challenges with opening up new land for housing (greenfields). This is largely due to natural constraints, infrastructure servicing and funding challenges. The Connected Centres programme that underpins the SmartGrowth Strategy is designed to focus effort in the areas where development can make the most efficient use of land and existing infrastructure (e.g., through higher densities, where network connections will be most efficient). New areas for housing must ensure delivery of a mix of housing price points, tenure options and typology mixes.

A paradigm shift is required to ensure future development provides the range of housing options the community needs, from social and affordable rentals to alternative tenures and private ownership housing. A concerted and coordinated effort across the SmartGrowth partnership will be required to deliver on this. This includes local and central government, and tāngata whenua, working alongside key stakeholders. It will rely on using the tools available to all partners.

The SmartGrowth Partners have developed a Sub-Regional Housing Systems Plan which brings together the key housing information for the western Bay of Plenty sub-region, identifies gaps, and lays out a clear Action Plan to improve the housing system in the sub-region, now and into the future. This section draws on the Sub-Regional Housing Systems Plan, setting out the housing challenge and actions needed across the SmartGrowth Partnership to address this. The Sub-Regional Housing System Plan builds on the previous SmartGrowth Housing Action Plan 2020 and incorporates strategies that will lead to deliverable actions.

Figure 25: **The Sub-Regional Housing Systems Plan focusses across the housing continuum**

What the housing system currently looks like in the western Bay of Plenty Sub-Region

The western Bay of Plenty is a desirable place to live. The population is increasing faster than the national average, and the sub-region currently has a housing shortage. People moving to the western Bay will continue to create high demand for housing.

The western Bay has a well-documented issue with land supply for housing. The sub-region faces ongoing challenges with infrastructure investment and a complex regulatory environment. This sits alongside the national challenges around the cost of materials and labour which contribute to high housing costs.

Key housing system challenges

1. There is limited new land supply for housing coming to market in the short to medium term.
2. Rents and house prices are among the highest in the country and are escalating faster than in other parts of the country. Single parent families, those on low incomes, Asian, Pasifika and Māori New Zealanders, and elders are the most affected.
3. The gap between median incomes and housing costs is widening. House prices have increased much faster than household incomes.
4. More households are now in the 'intermediate' housing market and are unable to achieve home ownership through traditional means.
5. Increases in rent have led to a significant number of households being financially stressed.
6. Existing housing stock is being used for seasonal worker and temporary visitor accommodation. The impact of this is not well understood.
7. Homelessness and demand for social housing is also growing.
8. In the short term, the planned delivery of social housing by Kāinga Ora and Community Housing Providers is slow relative to need. The western Bay sub-region is starting from a low base of existing social housing compared to other regions (less than 2% of total housing stock), and the development economics in the sub-region make it challenging to deliver social housing projects.
9. The sub-region has an older population than other centres. This means household sizes overall are getting smaller. The housing typology doesn't match the changing household size.
10. Changing ethnic diversity in the sub region requires different housing market responses, (e.g., for multigenerational living).
11. However many purchasers are not demonstrating a strong desire to "downsize". They are not yet seeing the value of living smaller but closer to services. There are examples of well-designed and located one / two-bedroom units and attached dwellings selling well but concerns about smaller sections are often heard throughout the community. They are also more expensive to deliver. Many of the good examples that are being built are at the higher end of market prices.
12. It is imperative to build climate resilient communities, however the western Bay as a community does not yet recognise the benefits of the "15-minute neighbourhood", over the "quarter acre paradise".
13. There are limited examples and products for 'alternative tenures', such as build-to-rent, co-housing, or shared ownership.
14. The long-term picture suggests the combination of intensification and greenfield development may address the housing shortfall provided the barriers to urban development identified in this strategy are addressed. However, without a substantial increase in housing supply, the sub-region is facing a housing deficit of up to 10,000 homes in the first decade of this strategy. Moreover, this shortfall in housing supply will cause the housing affordability crisis to further deteriorate. More land availability new infrastructure funding and financing tools and faster consenting processes are urgently required to address the housing deficit and assist affordability.
15. Māori have worse housing outcomes than non-Māori.

16. There are significant opportunities for Marae, Māori land Trusts to develop papakāinga (housing) for their whānau members on whenua Māori and other general title land blocks. These opportunities can be difficult to realise, however, mana whenua and Marae are collaborating with SmartGrowth partners to mobilise Māori entities to develop their respective land feasibility options, concept and master plans with the appropriate infrastructure and social services / networks to deliver new housing supply. The demand for affordable, healthy, safe, and intergenerational Māori housing solutions are significant and continually increasing across the subregion. Addressing the access to capital investment for Māori land utilisation requires the development of bespoke crown and private / mainstream financial solutions and arrangements to deliver housing over the next 10 years and beyond.

17. There are some significant pockets of sub-standard housing in the sub-region, with a wide range of negative impacts for households living in these conditions.

18. In the very short term, delivery of housing by the private sector is facing a downturn. This will have a flow-on effect on capacity to deliver as the economy improves. The current downturn in delivery by the private sector provides opportunities for social housing build as some developers are seeking to sell land at this time, e.g., to Kāinga Ora and Community Housing Providers.

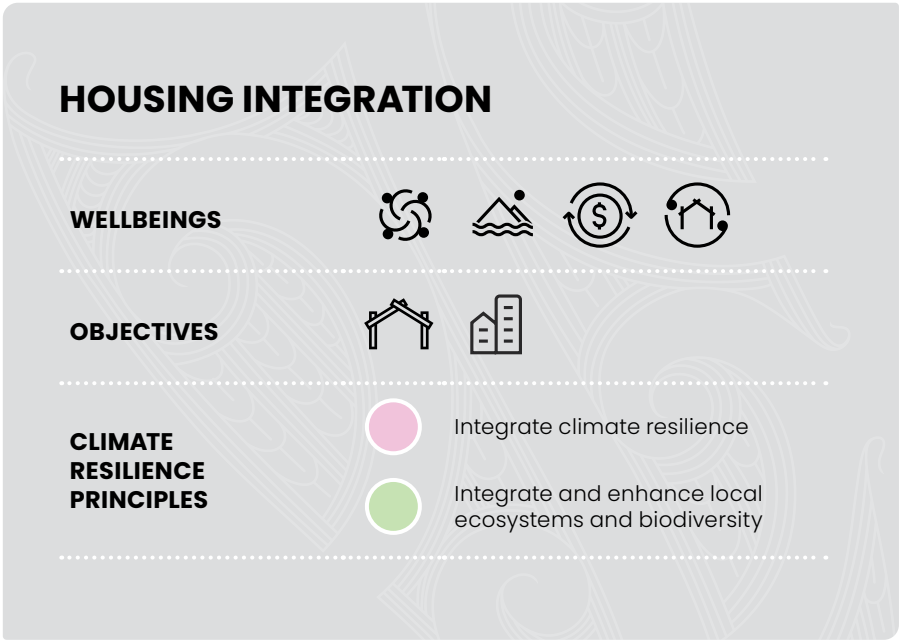
The impacts of the current state of the housing system

- Displacement of essential workers who can't afford to own or rent in the sub-region.
- Increasing number of older people retiring without owning their home who need affordable rental accommodation, with limited options in the private market.
- Ongoing decline in home ownership rates and increasing decline in home ownership rates for Māori.
- Continuing and increasing reliance on emergency housing special needs grants for those most affected by the lack of social housing and affordable rentals.
- Housing stock that continues to be mismatched to household sizes.

The challenge to address housing gaps remains and going forward is one of the most critical issues facing the western Bay sub-region. The impacts are not only on people affected by housing stress - a compounding effect of lack of affordable housing is the economic impact on the sub-region. A housing market that meets the needs of a community ensures workers can live and work within that community, thus enhancing the productivity of the economy. Housing quality and stability are also major health determinants and influence community stability and wellbeing.

Housing system growth directives

1. Support and realise tāngata whenua aspirations for Māori land and papakāinga development in urban areas and in the rural environment.
2. Deliver the place-based housing plan through collaboration and leadership, including use of local impact investment to support delivery of social, affordable to rent and buy housing and housing on whenua Māori.
3. A range of housing types, tenures and price points is provided within all growth areas and Māori land.
4. Affordable housing supply is increased and targeted to stressed households (renters – submarket and market; alternative tenures; progressive ownership; iwi).
5. Urgently reduce households being housed in unsatisfactory emergency accommodation.
6. Central government along with community housing providers leads increase in public housing supply and aligns the typologies of new and existing housing to match the needs of the community.
7. Demonstrate mixed tenures and housing typologies through intensification projects.
8. Proactively support the delivery of social and affordable housing in existing urban areas and growth areas.
9. District Plans, policies, toolkits and funding programs enable housing for Māori on whenua Māori and barriers to delivery are actively addressed.
10. Support existing local industries that provide for construction materials that assist in housing delivery.
11. Ensure place-based housing plans clearly respond to the needs of an older and more ethnically diverse population.



CHAPTER 08.
TRANSPORT

Introduction

Transport is a key part of enabling, supporting and shaping growth while providing for community well-being. A minimum level of accessibility is needed so that people can meet their basic needs; while increasing levels of accessibility can be instrumental in allowing people further freedom of choice, and improve 'Live, Learn, Work and Play' opportunities.

A core concept of the Urban Form and Transport Initiative (UFTI) Connected Centres programme is being able to access local social and economic opportunities within a 15-minute walk or bike ride, and sub-regional social and economic opportunities within 30-45 minutes. These concepts encourage strong local centres with connected neighbourhoods by providing access to social, economic and core facilities located in or near centres.

Future transport infrastructure investment and land use development will prioritise investment in parts of the sub-region that reduce the time and distance between where people live, learn, work and play. This reduces the need to travel, and the distance travelled. Alongside this, strong connections between centres for all modes of transportation including public transport, active modes, commercial vehicles and freight, and private motor vehicles provide travel choice and efficient movement around urban areas. The programme looks to create high frequency public transport routes and an integrated and connected strategic walking and cycling network to optimise the use of the transport corridor space. The multimodal transport components of the Connected Centres programme support and protect freight access

to and from the Port of Tauranga and movement of goods around the harbour.

The western Bay of Plenty Transport System Plan (TSP) takes UFTI's Connected Centres vision and focuses on the first 30 years of transport investment required to make it happen. It prioritises and decides what projects need to begin in 0-3 years, 3-10 years, and 10-30 years. The TSP looks at the western Bay's entire transport system including roads, rail, public transport, walking, cycling, parking and travel demand management, and their interdependencies.

In 2022 the Government released Te hau mārohi ki anamata, Aotearoa New Zealand's First Emissions Reduction Plan (ERP). Transport is responsible for 17 per cent of Aotearoa New Zealand's gross emissions. The ERP aims to reduce transport emissions by approximately 41% from 2019 levels. The Bay of Plenty Regional Land Transport Plan 2024-2034 also has a target to reduce carbon emissions from road transport by 41% between 2019 and 2035, on the path to net carbon zero by 2050.

It is noted that national and regional plans will be revised regularly over time which may result in changes to the areas of focus and the targets required to deliver on the country's and partner's emissions reduction commitments. This may include more use of emissions trading as a lever. Either way, transport emissions will remain a significant proportion of all emissions and a multi-faceted response will be required over the long term.

Emissions were considered in the preparation of the TSP programme which is considered the optimal programme to deliver against these targets while also contributing to other transport and SmartGrowth priorities.

The Bay of Plenty Regional Public Transport Plan targets a 20% mode share for public transport in urban areas by 2032. To achieve this, the strategy for western Bay of Plenty includes the following actions[1] (among others):

- Focus on delivering frequent and reliable services on core corridors in tandem with targeted interventions to make public transport journeys competitive with travel by private vehicle.
- Future proof the public transport system for a longer- term transition from frequent and reliable services to rapid transit.
- Explore the potential for new modes and service delivery models including on demand public transport, passenger rail and ferries, park and ride.

Transport investment through the TSP programme aims to support these related plans by promoting sustainable urban growth, enabling a transport system that meets the needs of communities across our harbour topography, while addressing safety, environmental and economic challenges. More information on the TSP and proposed programme of activities can be found on the SmartGrowth website.

Other initiatives, such as demand management, use of managed lanes and greater use of technology, will likely be required to help optimise the transport network, make more efficient and effective use of existing infrastructure, and help people get where they need to go. Additional funding levers such as road time of use charging, tolling and value capture opportunities will also likely be required to meet network optimisation targets and meet infrastructure funding investment gaps.

Transport targets, for example for multi-modal, freight and congestion outcomes, will be set and monitored as appropriate through TSP, RLTP and other planning processes.

1 https://atlas.boprc.govt.nz/api/v1/edms/document/A4251163/content

Key transport challenges

1. Safety

There are areas of high personal and collective risk on local roads and state highways which shows that crashes are causing harm in our communities. There is evidence that some parents consider it too dangerous for children to walk and cycle to school due to the lack of facilities and traffic volumes. This does not support our national road safety goals.

2. Access

Traffic congestion is a significant issue, impacting on our ability to live, learn, work, and play. Without a change of approach, the ability of people and goods to get where they need to go will deteriorate; and current transport network delays could almost double by 2048. The transport network is constrained by our harbour topography and some of our existing roads have limited ability to accommodate more traffic and/or modal shift. Parts of the network are susceptible to failure in natural events and this risk is increasing with climate change.

Access includes catering for all ages and abilities, especially in light of anticipated demographic changes in the sub-region. Councils have work underway in terms of infrastructure and service provision to reflect anticipated growth and demographic needs.

3. Sustainable Urban Growth

Population growth is consistently higher than national averages, increasing the demand for travel. Existing roads are not easily retrofitted to accommodate public transport, walking and cycling due to the trade-offs required and/or costs of implementation. This encourages car use and makes it difficult to achieve more environmentally and financially sustainable compact urban growth. It also leads to higher traffic volumes in our urban centres impacting the ability to achieve desirable place outcomes. Delivering transport options in greenfield areas is easier to do as new transport corridors are delivered, but also relies on improvements in the existing urban area to link to the rest of the sub-region and maximise the benefits of this greenfields investment.

4. Emissions

Projected transport emissions are significantly higher than the 41% reduction targeted in the Emissions Reduction Plan. This does not support our national commitments or regional aspirations to lower emissions. Vehicle emissions are also contributing to early deaths, raised hospital admissions, and increased childhood asthma levels in our communities[2]. On current trajectories we will not be able to meet the ERP transport emissions reduction targets.

Map 13 provides an overview of the sub-regional transport system. Map 14 illustrates the future public transport network envisaged for the sub-region.

2 https://www.stats.govt.nz/indicators/human-health-impacts-of-pm2-5-and-no2/

Transport growth directives

1. Transport and land use planning are integrated to achieve the SmartGrowth live, learn, work, and play vision and '15 minute' neighbourhoods (local social and economic opportunities within a 15-minute walk or bike ride). This includes prioritising growth to areas that enable multimodal trips and reduce the time and distance to travel from home to work, educational and recreational facilities.
2. An efficient freight network is enabled to support movement to and from the Port of Tauranga and contribute to local and wider economic wellbeing.
3. Frequent and reliable public transport and safe, connected cycle routes are provided within and between centres. Opportunities for interregional and intra-regional rail are protected.
4. Transport safety and accessibility is improved for all ages and abilities.
5. Travel behaviour change is promoted within our communities to reduce the impact of transport on air quality and pollutants.
6. The transport system is resilient to natural events and climate change.
7. Transport solutions are future proofed, adaptable, resilient and integrated with the system view. Optimising the design of the current transport corridors so that all modes can access opportunities is critical to these solutions.
8. Technology to reduce transport emissions and improve safety and efficiency is adopted and promoted.

TRANSPORT INTEGRATION

WELLBEINGS

OBJECTIVES

CLIMATE RESILIENCE PRINCIPLES

- Integrate emissions reduction
- Integrate and enhance local ecosystems and biodiversity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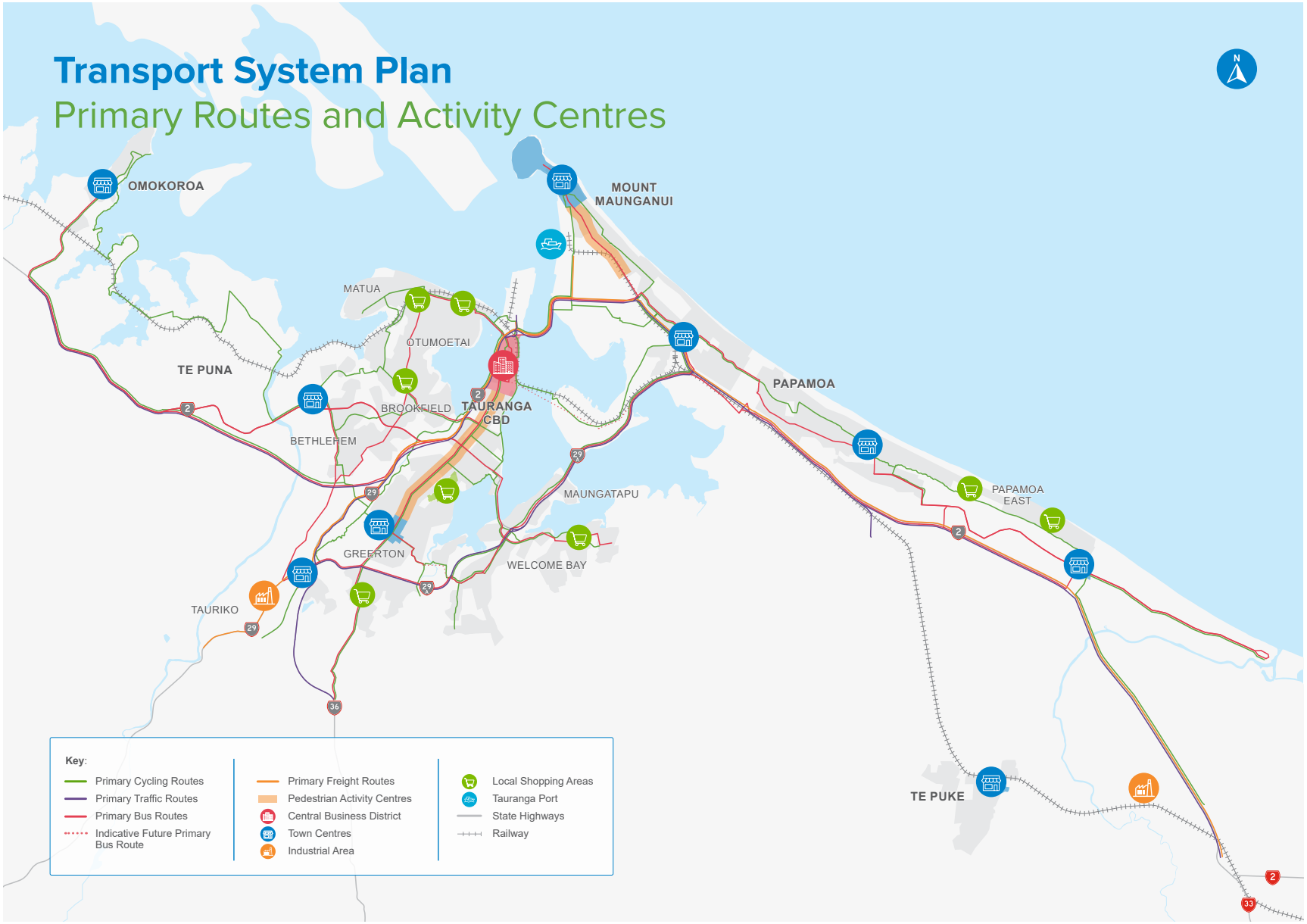
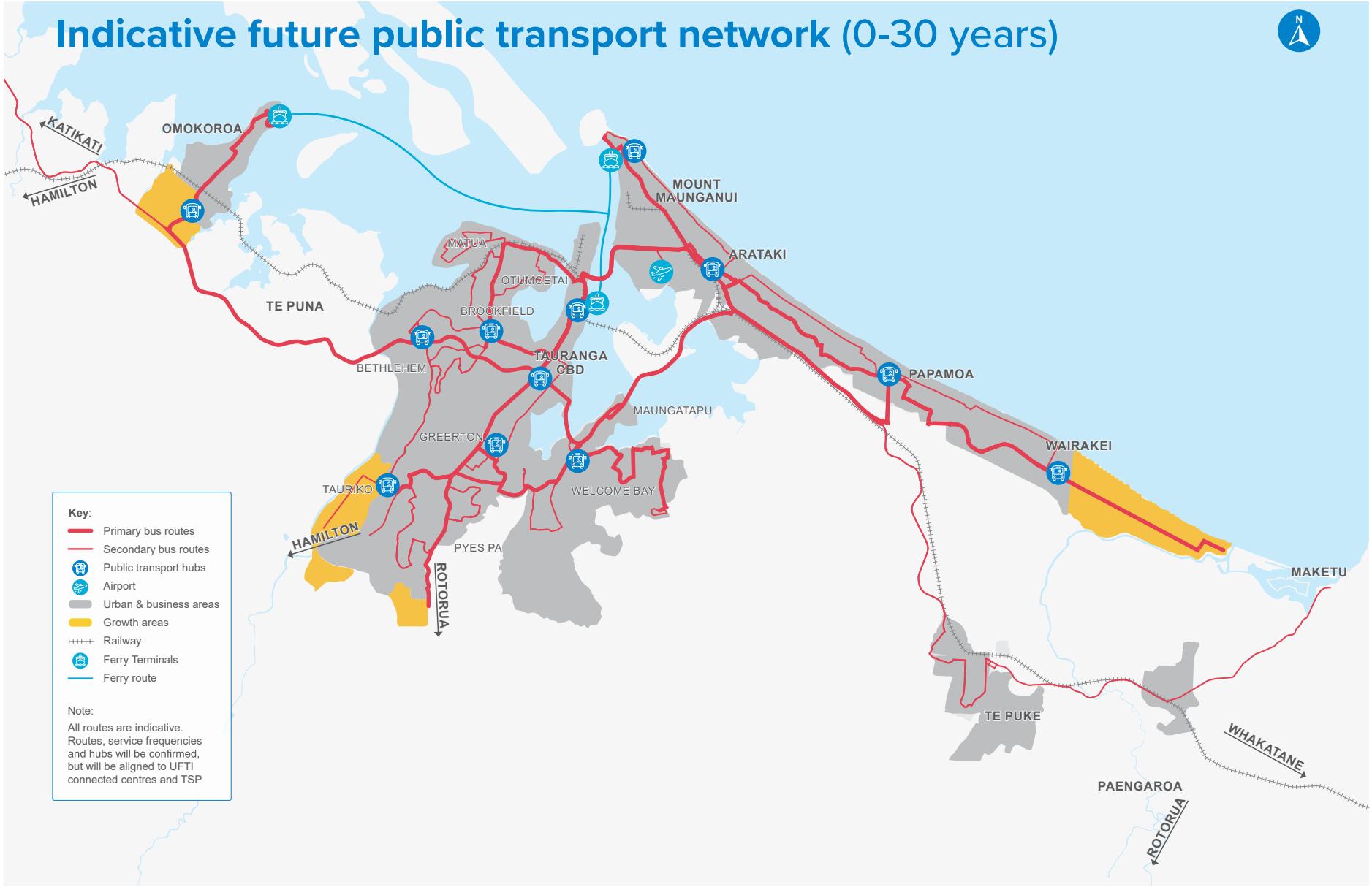
bayhopper
ALL ELECTRIC

Map 13: **Transport System – Primary Routes**



Map 14: **Future Public Transport Network**



CHAPTER 09.
THREE WATERS AND OTHER INFRASTRUCTURE

Introduction

Three waters (water, wastewater, stormwater) and other infrastructure and services (electricity, gas, telecommunications) act as enablers but can also be constraints for sustainable development and growth.

This section sets out the challenges that our growing sub-region faces in providing potable water supply, treating wastewater and managing stormwater. The way in which three waters infrastructure is planned for and managed needs to change to respond to existing and future challenges. Three waters infrastructure is a critical component of enabling growth particularly in urban areas. In order to effectively and efficiently provide for this service over time integrated and sustainable solutions are required to ensure the long-term prosperity of the sub-region. A strong collaborative approach across council jurisdictions in partnership with iwi and tāngata whenua will be critical to making the changes needed. Iwi and hapu along with the local partners have a key role in the setting of three waters strategic direction from a policy and planning perspective. However, the management, operation and delivery of services themselves will be undertaken by either a territorial local authority or a yet to be established three waters entity in accord with the government policy direction of 'Local Waters Done Well'.

TCC and WBoPDC work closely together to ensure communities are adequately supplied with clean and reliable water supplies. This requires not only sustainable water sources (availability) but also reliable infrastructure that conveys water from the source to the end-

user. This is particularly challenging in a fast growing urban environment accommodating an increasing number of people and businesses. Establishing the infrastructure necessary to bring potable water from the source to the end-users requires sophisticated demand forecasting, robust planning and sufficient funding.

The Our Water Future Programme (OWF) is a joint initiative of TCC and WBoPDC (in addition to 10 year and 30 year planning strategies), with the overall goal of developing a holistic and integrated approach to the management of potable water, wastewater, and stormwater in the western Bay of Plenty sub-region. It is a response to the challenges for three waters delivery, catering for ongoing growth, the need to adapt to climate change, and anticipated changes in regulation, including the requirement to give effect to Te Mana o te Wai.

The programme seeks to leverage collaboration between water services entity partners to better understand how water supply, wastewater, and stormwater interrelate with each other, and to create a fully integrated approach to sub-regional three waters management capable of achieving public health, environmental, urban amenity (community) and cultural outcomes. One of the key outcomes is to strategically align Three Waters infrastructure planning at a sub-regional scale in accordance with growth assumptions and ongoing spatial planning under SmartGrowth.

This work is ongoing with an immediate focus on reconsenting existing water takes and wastewater discharge consents, while advancing investigations into additional water takes, alternative water sources (rainwater storage, recycled wastewater etc), demand management (eg: Waterwatchers) and wastewater treatment and disposal methods to provide for growth into the future.

The functionality of water supply, wastewater and network utility infrastructure and its resilience to natural hazard events and operational failure are important factors for maintaining essential services to urban areas. As some of the critical infrastructure is located in areas prone to multiple natural hazards, there is potential risk of disruption. Infrastructure resilience, social and cultural factors need to be considered also, alongside the implementation of Te Mana o te Wai.

Partnering on long term planning and decision making for three waters is vital in a changing policy environment. The SmartGrowth partnership will endeavour to continue maintaining relationships, keep abreast of the changing environment and deliver accurate reporting to our communities and stakeholders.

Other physical infrastructure and utilities, such as telecommunications, electricity, and gas services are essential for communities, enable business and underpin the provision of public services. They are a fundamental part of planning for growth and development in the sub-region.

As our sub-region grows, the pressure on our three waters assets and the water resource continues to build. To respond to this growth in the recent past there has been considerable investment into strategic three waters infrastructure networks. This includes construction of the Southern Pipeline for wastewater and the Waiāri water supply scheme. As a result of key strategic investments some areas have good futureproofing.

Map 15 shows the infrastructure networks across the sub-region. This includes water supply, wastewater and electricity. Map 16 shows the marine infrastructure for the sub-region, including the Port, mooring areas, jetties and the Harbour Development Zone.

Key Three waters and other infrastructure challenges

1. A growing population will create more pressure on wastewater treatment facilities and potable water supply, requiring careful monitoring of the adequacy of existing resource consents to provide for this demand.
2. As our areas transition from suburban to urban areas, more houses might be subject to flooding due to less grassed areas to absorb rainfall, if not managed well.
3. Intensified urban and agricultural activities can also co-align with an increase in various contaminants. Developing a stormwater management approach to support sustainable growth and identifying opportunities for multiple community outcomes in an integrated cost-effective way will become a priority.
4. Within the 30-year timeframe, there is a good understanding of the solutions required for three waters in terms of servicing growth; key risks within this period will be reconsenting of water takes and discharge of wastewater to the environment (ocean, streams and land). In the longer term, beyond 30 years, there are more uncertainties that will need to be addressed, including higher density housing which will reduce water requirements, how we service additional growth (i.e., centralised versus decentralised), managing water takes for municipal use, and wastewater treatment and discharge. This will need to be considered alongside timing and extent of growth areas in the east, west and north growth corridors.
5. Providing infrastructure within a networked context is also challenging given that most infrastructure and services are inter-related.
6. Whenua Māori (Māori Land) faces particular infrastructure challenges to enable the development of papakāinga (whānau / community housing), Marae based facilities, Kohanga Reo (preschool), Hauora (health and wellbeing) and other cultural amenities. The majority of Māori land is zoned and located in rural areas which creates significant servicing and connection issues to council infrastructure networks. This requires investment funding for bespoke onsite, civil engineering design and construction to support the affordable development of rural housing and Marae communities. This supports mana whenua practice and exercise of "ahi ka / ahikāroa" being the occupation of the whenua in a new and evolving context.
7. Councils need to provide infrastructure for the three waters to serve development capacity, however the operating environment for three waters is becoming more challenging due to:
    - Changing direction from Central Government
    - Reconsenting of existing water supply and wastewater disposal consents which may impose greater restrictions
    - The multiple funding streams required and the adequacy of these to deliver required infrastructure
    - Further work required in relation to growth corridors
    - The need to give meaningful effect to the principles of Te Mana o Te Wai in freshwater and three waters reforms
    - Escalating costs in all aspects
    - The need to replace or upgrade ageing infrastructure that might also be facing capacity constraints
    - Community expectations and regulatory requirements relating to water quality, treatment and/or management, and national directions on fresh and coastal water quality
    - Responding to climate change and natural hazards

- The need to move towards a zero-carbon economy
- Climate change emissions reduction and resilience needs
- Peaks in seasonal demand in specific locations
- The need to provide adequate capacity for growth
- Pressure for development of marginal land
- Increase in traffic and consequent complexities with services in road corridors
- Regulatory environment and consenting requirements becoming more complex.

8. Power supply faces similar issues given strong population growth and increased power demand. The electrical load in the western Bay of Plenty has approximately tripled over the last 25 years. The demand for electricity across the sub-region is projected to increase by at least 60%, but potentially up to 90% by 2035. By 2050, demand could be as much as 145% above what it is today. This is one of the highest load growth areas in New Zealand.

   There is an ongoing need to address reliable power supply issues in light of increased power demand driven both by population growth and electrification and decarbonisation of transport and industry. Electricity transmission/distribution companies will play a major role enabling reduction of greenhouse gas emissions and increasing renewable energy sources to address the effects of climate change.

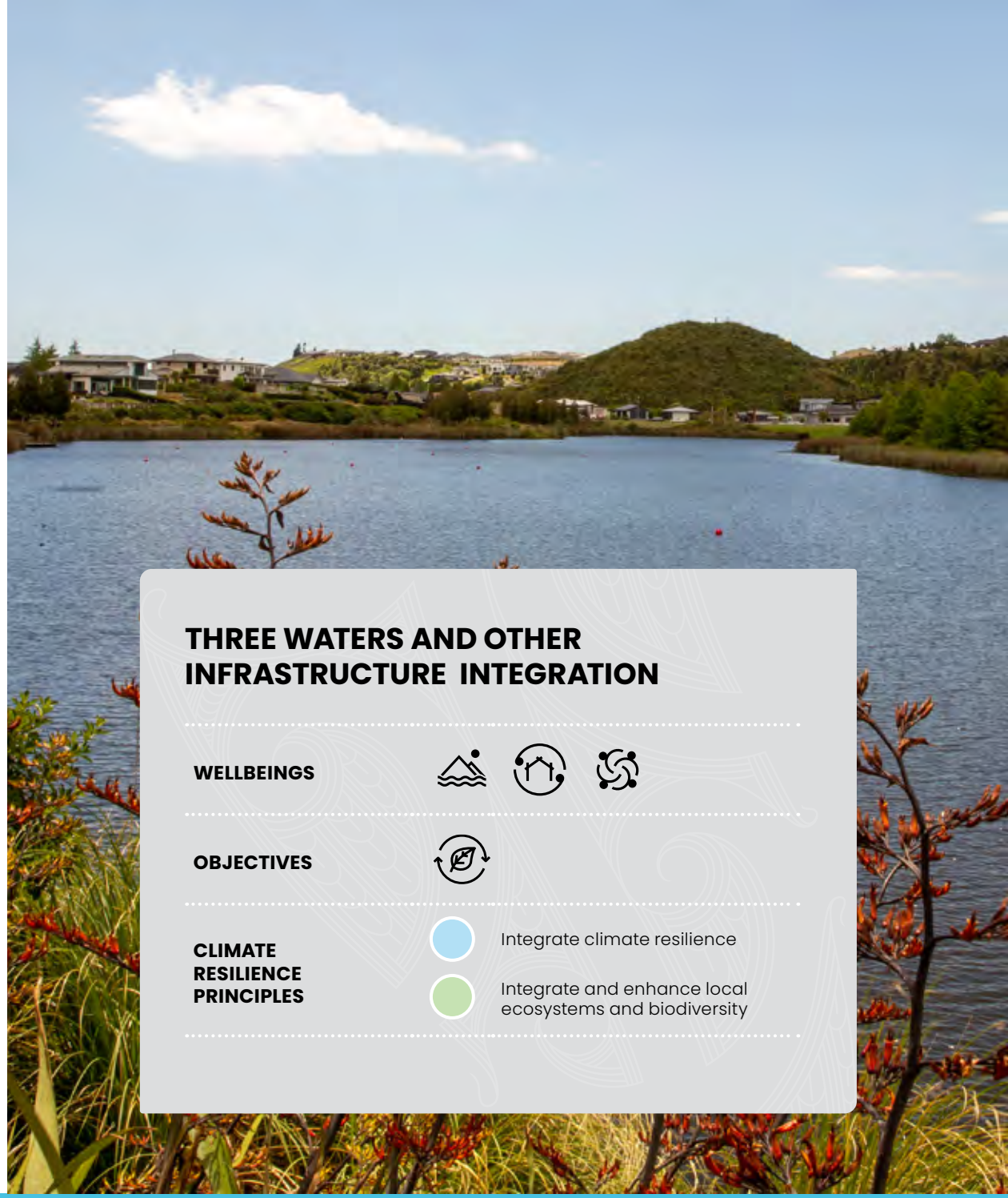
   A joint Western Bay of Plenty Development Plan is being developed to plan and deliver the essential upgrades to the electricity transmission and distribution networks that are needed in the sub-region to support both projected population growth and electrification of the economy.

   Significant upgrades will be required to meet the demand for electricity and for a renewable energy future. This may result in constraints on developable areas to accommodate expansion in the local and transmission networks to provide for larger footprint transformers and structures along with widened supply corridors to safely carry high voltage infrastructure. Early engagement with electricity transmission and distribution companies and all utility operators will be essential to ensure there is sufficient corridor space for the electricity infrastructure to meet safe clearance requirements while maintaining the required separation between other infrastructure services.

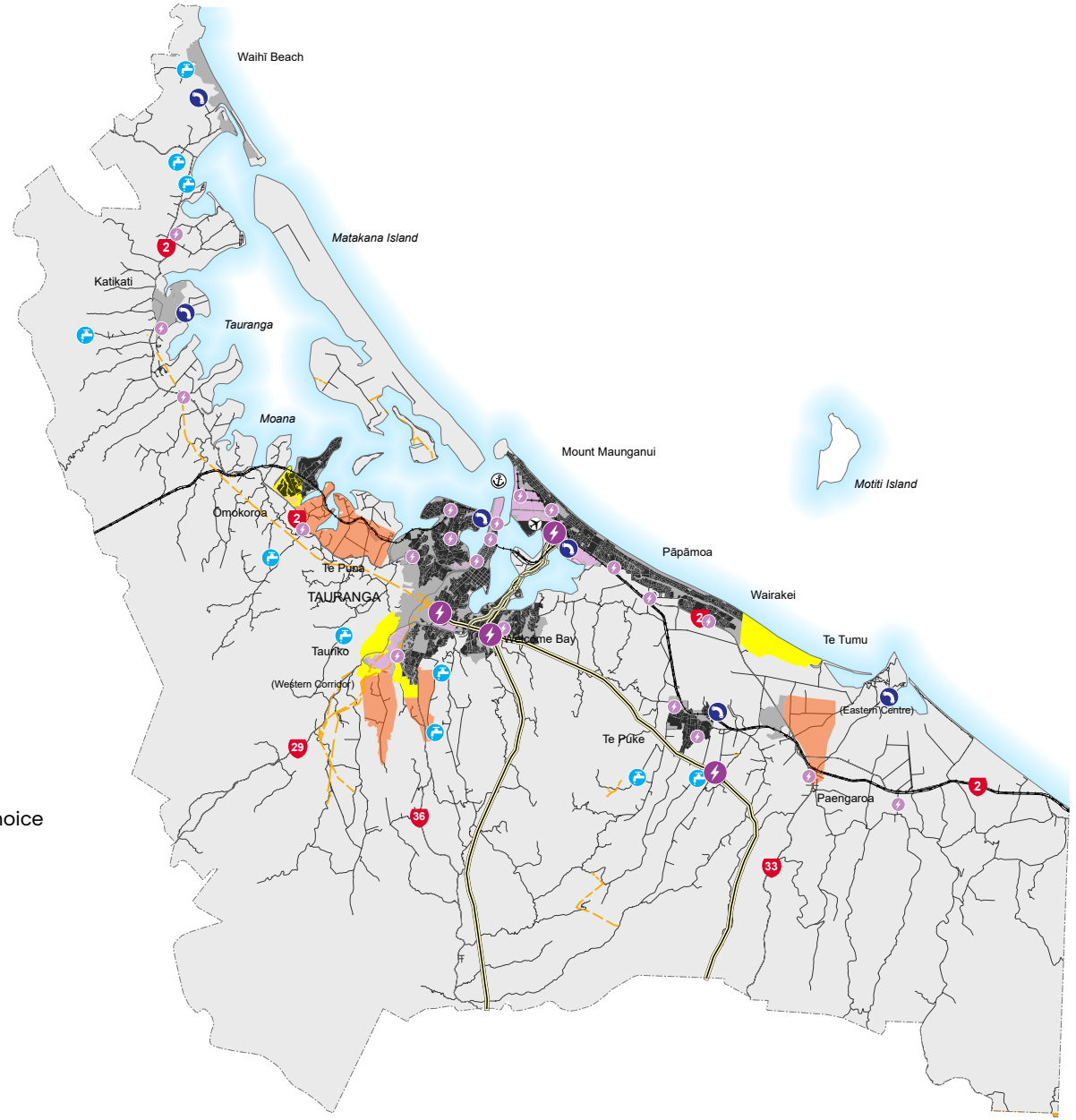
9. The provision of timely telecommunications to support growth is key. Access for more remote and rural communities is an ongoing challenge.

Three waters and other infrastructure growth directives

1. Planning of land use and infrastructure (including three waters, transport and community facilities) is fully integrated to:
   - Be resilient to climate change and natural hazards.
   - Achieve holistic sub-regional approach.
   - Give effect to Te Mana o te Wai.
   - Be in partnership with tāngata whenua and our communities.
   - Meet environmental and cultural standards.
   - Achieve cost-effective development.
2. Secure and protect long-term water availability for all our communities within environmental limits set in accordance with Te Mana o te Wai.
3. Wastewater and water supply networks and treatment plants are managed across the sub-region to achieve efficient and effective investment to service planned urban growth.
4. Stormwater is managed to:
   - Use nature-based and water sensitive urban design.
   - Integrate with a water cycle approach.
5. Development planning is co-ordinated with electricity transmission and supply, and connectivity coverage.

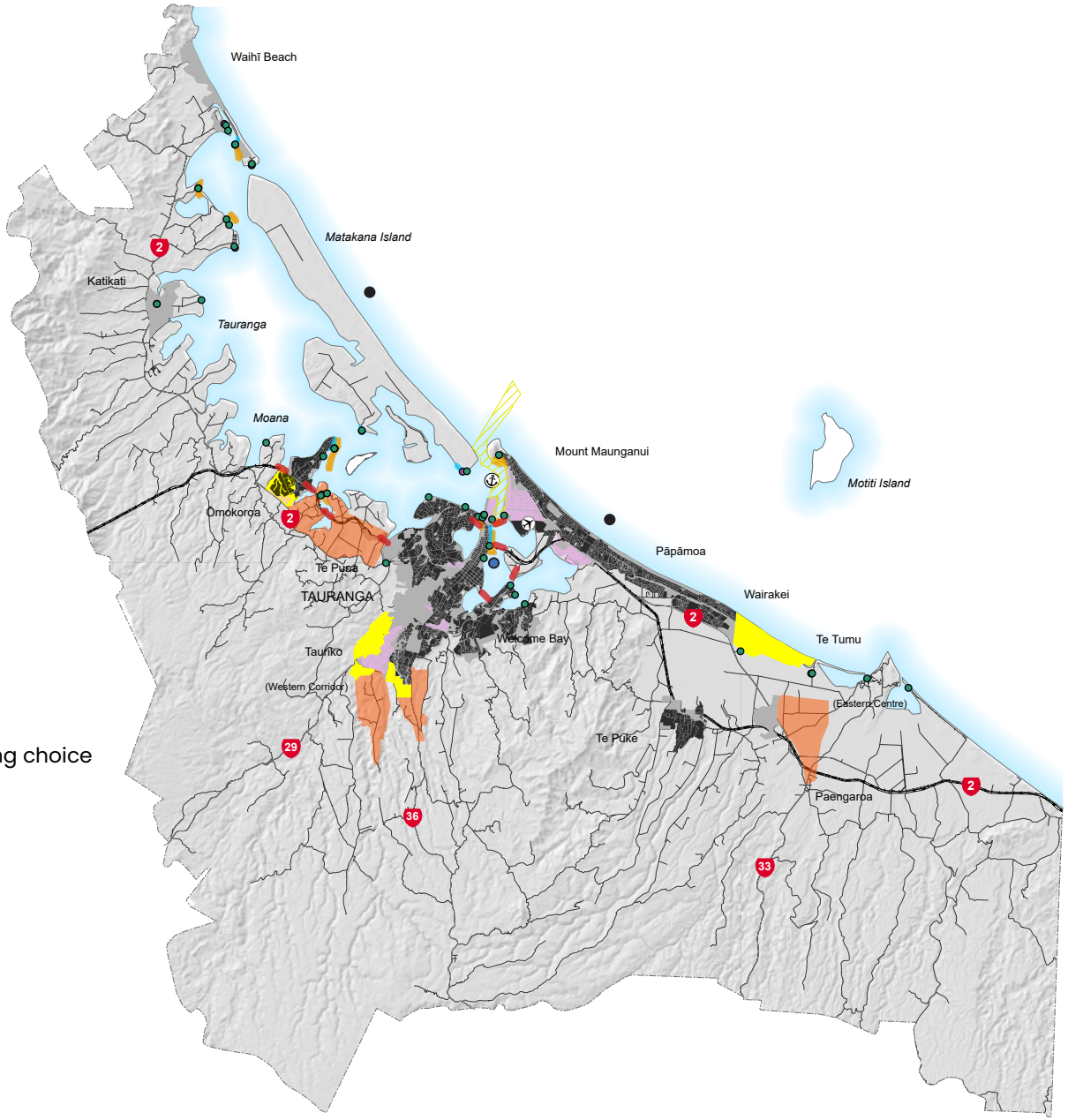


Map 15: **Three Waters and Other Infrastructure**



- Port of Tauranga
- Tauranga Airport
- Existing Urban Area (including intensification)
- Existing Urban Areas - increased density and housing choice
- Industry Zone
- Planned Growth Areas
- Potential Long-term Growth Area
- LINZ Powerlines (Topo, 1:50k)
- Transpower Transmission Lines
- Transpower Sites
- Electricity Infrastructure
- Water treatment plant
- Wastewater treatment plant

Map 16: **Marine Infrastructure**



- Port of Tauranga
- Airport
- Existing Urban Area
- Existing Urban Areas - increased density and housing choice
- Industry Zone
- Planned Growth Areas
- Potential Long-term Growth Area
- Mooring Areas
- Area occupied by Port of Tauranga
- Harbour Development Zone
- WB Jetties
- WB Boat Ramps
- Port Zone - Tauranga
- Transport connection
- Wastewater ocean outfall
- Wastewater pipeline

CHAPTER 10.
SOCIAL INFRASTRUCTURE AND WELLBEING

Introduction

Our communities are made up of a diverse range of people with differing needs, all of whom contribute to the overall wellbeing of our society. The Social Infrastructure and Wellbeing layer sets out the existing provision and future aspirations for the sub-region's social infrastructure, to support strong, healthy and vibrant communities. Key to achieving this outcome is enhancing equality by providing social infrastructure that is accessible and meets the needs of our community – where they can connect, socialise, learn and participate in a wide range of social, cultural, art, sporting and recreational activities, as well as broader support for community wellbeing.

Social infrastructure includes those community facilities, services and networks that support individuals, families, groups and communities, such as public open space, parks and reserves, libraries, art galleries, museums, theatres, exhibition centres, pools, community centres, indoor sports centres and halls, educational institutions, healthcare facilities and marae.

The approach to the provision of public places is designed to align with the Connected Centres programme, with a network of spaces and facilities, including health and education, across the sub-region that can be enjoyed without having to travel long distances. All public places are part of a network which has regional, sub-regional, local and community elements. Social infrastructure also plays a role in supporting the response to natural hazards and emergency management.

The western Bay of Plenty has 36 Marae which are key to the social infrastructure of the sub-region. Marae are community hubs that often serve multiple functions, including as emergency centres. There are also numerous Urupā, Kohanga Reo and whare kura that form a core component of the social fabric.

The western Bay of Plenty sub-region has a wide variety of social infrastructure that serves our community. Our past growth within the sub-region and projected growth places increasing pressure on these existing services, and as such, a range of new and upgraded facilities are proposed to support this growth in order to create thriving and liveable communities. Social infrastructure is a key enabler for the Connected Centres programme, which integrates and provides interplay between land use and transport. It forms a key component of creating centres that act as hubs for our communities and influences how and where people move, and their ability to live, work and play. Social infrastructure can also provide certainty and send positive signals for development. As the sub-region grows, it will be important to monitor the changing needs for infrastructure and undertake actions to catch up and stay ahead of growth, to support community wellbeing, respond to changing demographics and to attract and support development.

Large-scale social infrastructure such as the University of Waikato Tauranga Campus, Te Wananga o Aotearoa and Tauranga Hospital, are an important part of ensuring wellbeing outcomes for the community.

Map 17 shows the existing and proposed social infrastructure across the sub-region over the next 30 years.

While it is intended that the Strategy is read as a whole, for matters addressed within this chapter specific reference should be made to Chapter 2 Tangata Whenua, Chapter 3 – Climate Resilience, Chapter 4 – Te Taiao - Our Environment and Chapter 6 – Urban Form and Centres.

What we are doing – Existing and Proposed Sub-Regional Social Infrastructure

Network approach

A network approach to provision is generally taken for social infrastructure, with each network of facilities aiming to function as a whole, to provide a balance between locality, accessibility and economies of scale. The network is generally characterised by two different levels of provision; 'sub-regional/citywide' and 'local'. This approach recognises the 'Connected Centres' approach to future urban form and supporting movement infrastructure, focusing investment in those areas people will be able to access most easily. This would see some key regional facilities to be located in the Tauranga City Centre, if practicable.

Providing social infrastructure on a network approach should also be provided on an equitable basis. This means considering each level ('sub-regional/citywide' or 'local') having different requirements to reflect the size of the area both in terms of population and physical boundaries, the expectations of the community, and the makeup of the community. Understanding where deficits are in the network and the likely flow on effects from diminished or improved provision provides opportunity to enhance supply relative to demand and need. Each community has a different starting point in terms of what is currently provided and their priorities, demographics and deprivation profile. While the strategy sets the intent of what we want to achieve, how we achieve it on the ground might be different from community to community.

Healthcare

Healthcare is an important component of meeting people's needs across all corridors in the sub-region. The current Tauranga Hospital site may need to relocate, expand or be modified because of seismic conditions and to relieve pressure on health services. A new public hospital location is being considered to serve the growing population and to ensure that planning for the future health system is not constrained by the current site. There are also proposals to investigate healthcare facilities for new growth areas to ensure that people are able to meet their needs close to where they live and to provide better services for the existing population.

Education

In some cases, existing schools in the western Bay of Plenty sub-region are at capacity or nearing capacity. This is a result of rapid population growth in specific areas and the complexity of delivering additional educational infrastructure due to funding, planning, land or other constraints. Ensuring that education infrastructure aligns and is coordinated with land use and transportation planning is challenging and requires a significant amount of information sharing between parties. The SmartGrowth partners are working closely with the Ministry of Education to ensure that the provision of schools in the right locations and at the right times occurs and that this is closely integrated with the Connected Centres land use and infrastructure programme.

Rural communities in the western Bay of Plenty

The western Bay of Plenty stretches from Waihī Beach to Ōtamarākau, covering 212,000 hectares of coastal, rural and urban areas. Much of the district is made up of rural communities which contain community infrastructure to serve their needs such as community halls, marae, schools and open spaces. They also access community infrastructure provided in the four main urban centres of Waihī Beach, Katikati, Ōmokoroa and Te Puke. While some of these smaller facilities may not be reflected in this mapping exercise it is important to recognise the role community infrastructure plays in rural communities. For many areas the community hall plays a pivotal role and acts a connector amongst its residents often extending beyond the role as a traditional meeting space to hosting community events including markets and social functions.

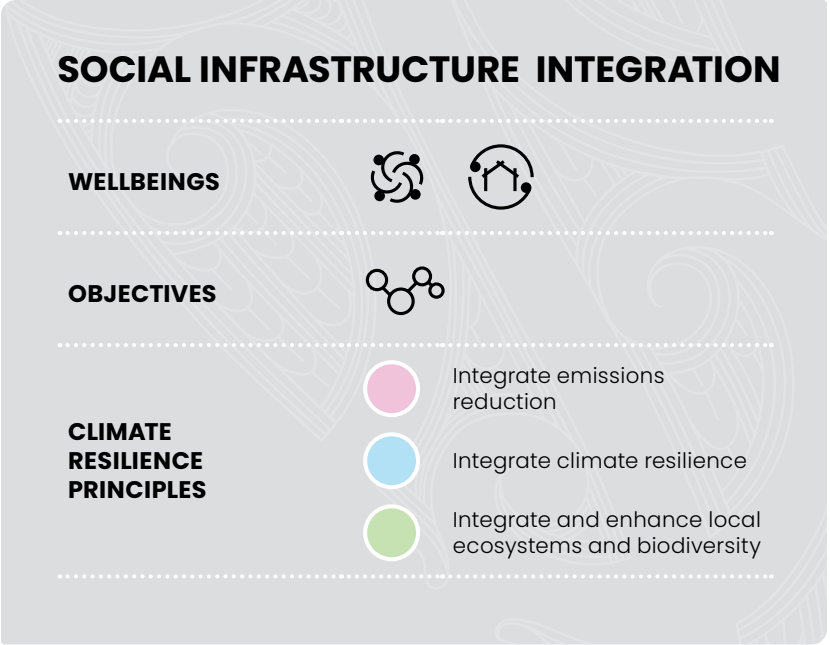
Key social infrastructure and wellbeing challenges

1. An historical lack of investment in some areas and growth throughout the sub-region has put pressure on servicing the existing community with adequate social infrastructure; this will continue to compound with the future growth that is projected.
2. A key challenge will be providing accessible and sustainable social infrastructure to meet the needs of the existing and future communities. Careful balancing is required between social infrastructure provision for the current population, while providing for growth.
3. Demographics and needs are continuing to change, increasing the need for further amenities to support higher living densities as well as those in need. We have an ageing population, but we also have an increasing number of young people, particularly in the Māori population. Community members have a range of socio-economic experience, including people living in poverty. Our public places need to adapt to our changing needs.
4. Timing and sequencing are key challenges for the delivery of social infrastructure. It is important that, to the extent possible, social infrastructure be viewed as 'lead infrastructure' both to support community wellbeing and to provide amenities to attract

and support development. This needs to be balanced with the fact that not all social infrastructure can be provided for early. There are a number of facilities that require an established population before they can function and be feasible. There also needs to be certainty around other infrastructure and investment. These decisions will be made through council long-term plans.

Social infrastructure and wellbeing growth directives

1. Social infrastructure:
   - Is universally easy to use (through all life stages, including for young, aging and disabled people with disabilities).
   - Meets the social, demographic and cultural needs of the community it serves
   - Is multi-use and flexible to changing community needs.
   - Is safe and enjoyable spaces.
   - Is provided on an equitable basis.
2. Local placemaking, culture and character is reflected in the design of community facilities and infrastructure.
3. Social and community infrastructure is planned and delivered in time with development.
4. Shared service models for social and community infrastructure capital and operation costs are explored.



CASE STUDY

Sub-regional parks

Tauranga City Council and Western Bay of Plenty District Council share a strategic vision for the establishment of sub-regional parks.

The increase in visitors and residents to the area places significant pressure on the open space network. Sub-regional parks provide a diverse range of recreational opportunities, and protect significant landscapes, heritage, ecological and cultural features. Cooperation between the two councils is beneficial as these parks primarily benefit communities in Tauranga and the western Bay of Plenty, and visitors to the area. Combining council resources has and should continue to provide a greater ability to secure suitable land, and partner with other agencies and organisations.

Over the last 20 years, Tauranga City Council and Western Bay of Plenty District Council have secured land for three sub-regional parks. Bay of Plenty Regional Council partnered with the local councils to purchase Te Rae o Pāpāmoa or the Pāpāmoa Hills Cultural Heritage Regional Park in 2002 and now fully own and operate the park in partnership with tāngata whenua. This park is one of the most cultural and archaeologically rich landscapes in New Zealand. Tauranga City Council and Western Bay of Plenty District Council jointly purchased Huharua Park (Plummers Point) in 2004 to protect the significant cultural values of this headland and provide a recreational experience on the harbour edge, and TECT Park was purchased in 2004 to provide for sports such as motorsports, shooting, horse-riding, mountain biking, walking and other recreation activities impacted by growth. Western Bay of Plenty District Council now leads the management of these parks on behalf of the two Councils. Further park purchases to be considered in the future include a passive coastal park to provide an area primarily for passive recreation and ecological protection of coastal areas.

Photo: www.tectpark.co.nz

CASE STUDY

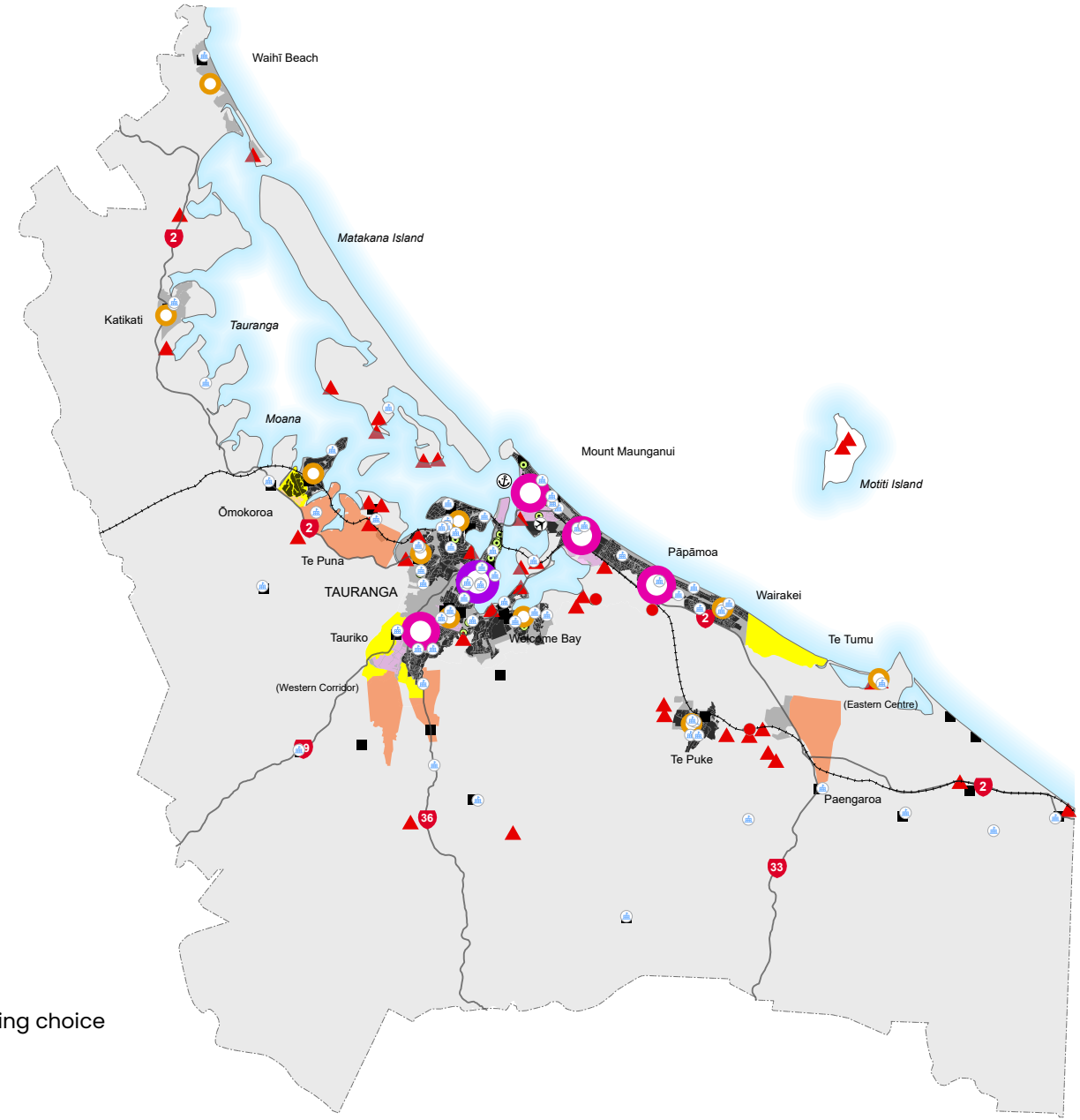
Te Manawataki o Te Papa

The Te Manawataki o Te Papa project, also known as the heartbeat of Te Papa, is a transformative social infrastructure initiative in the heart of Tauranga.

The project, which is underway to redevelop the civic precinct, encompasses facilities such as a library and community hub, a museum, a civic whare (public meeting house), and an exhibition gallery. Following extensive community engagement, Tauranga City Council approved the project in June 2022, with the vision to transform the city's heart into a vibrant community space. The design of the precinct incorporates community feedback, such as a desire for improved sustainability and more green space, with a goal of achieving a 6 Green Star rating, indicating world leadership in sustainability. The cultural design outcomes of the project, developed in close collaboration with mana whenua, will help to tell the story of the city's rich past to visitors.

By May 2023, the project has marked significant milestones. The demolition of the old administration and library building finished ahead of schedule and on budget, paving the way for the new civic precinct. An impressive 89% of all material removed from the site has been recovered, recycled, or reused, aligning with the project's commitment to sustainability. A key aspect of the project is the establishment of the Te Manawataki o Te Papa Charitable Trust, a Council Controlled Organisation (CCO) that will co-own the land beneath the civic precinct with mana whenua, and another CCO to lead the project's on-the-ground delivery, ensuring cost efficiencies and effective delivery. The Te Manawataki o Te Papa project stands as a beacon of future-proof, sustainable, and inclusive social infrastructure, embodying the principles of the SmartGrowth Strategy.

Map 17: **Existing and Proposed Sub-Regional Social Infrastructure**



- Local Social Infrastructure Provision
- Regional Social Infrastructure Provision
- Sub-regional Social Infrastructure Provision
- Port of Tauranga
- Tauranga Airport
- Marae Locations
- Existing Kura
- Existing Schools
- Wananga
- Tertiary
- WB Halls
- Existing Urban Area (including intensification)
- Existing Urban Areas - increased density and housing choice
- Industry Zone
- Planned Growth Areas
- Potential Long-term Growth Area

CHAPTER 11.
ECONOMIC WELLBEING

Introduction

The Western Bay of Plenty's economic development strategy aims to develop a sustainable economy that delivers economic wellbeing through higher incomes to families and whānau. To achieve this our economy must be underpinned by skilled talent, innovation and collaboration; and our economic strategy needs to focus on intelligent growth where economic strategy informs future planning and spatial development.

Over the past decade, the sub-region has delivered a strong, growing and increasingly diversified economy, contributing to a record low level of unemployment. The Port of Tauranga, New Zealand's largest port has helped underpin the region's economy, providing a critical link in the upper North Island and national supply chain. The Port is served by both rail and road networks; currently handling 32% of all New Zealand cargo, 36% of New Zealand exports and 42% of all shipping containers.[1] The expected increase in population in Waikato, Bay of Plenty and Auckland is likely to cause organic growth in the freight and logistics sector in Waikato and Bay of Plenty. In these two regions, it is predicted that there will be an increase in freight growth of approximately 45-65% between 2020-2030.[2] As such, protecting the Port's social licence to operate and maintaining access to/from the Port is critical not just for the region, but for the future viability of New Zealand's export economy.

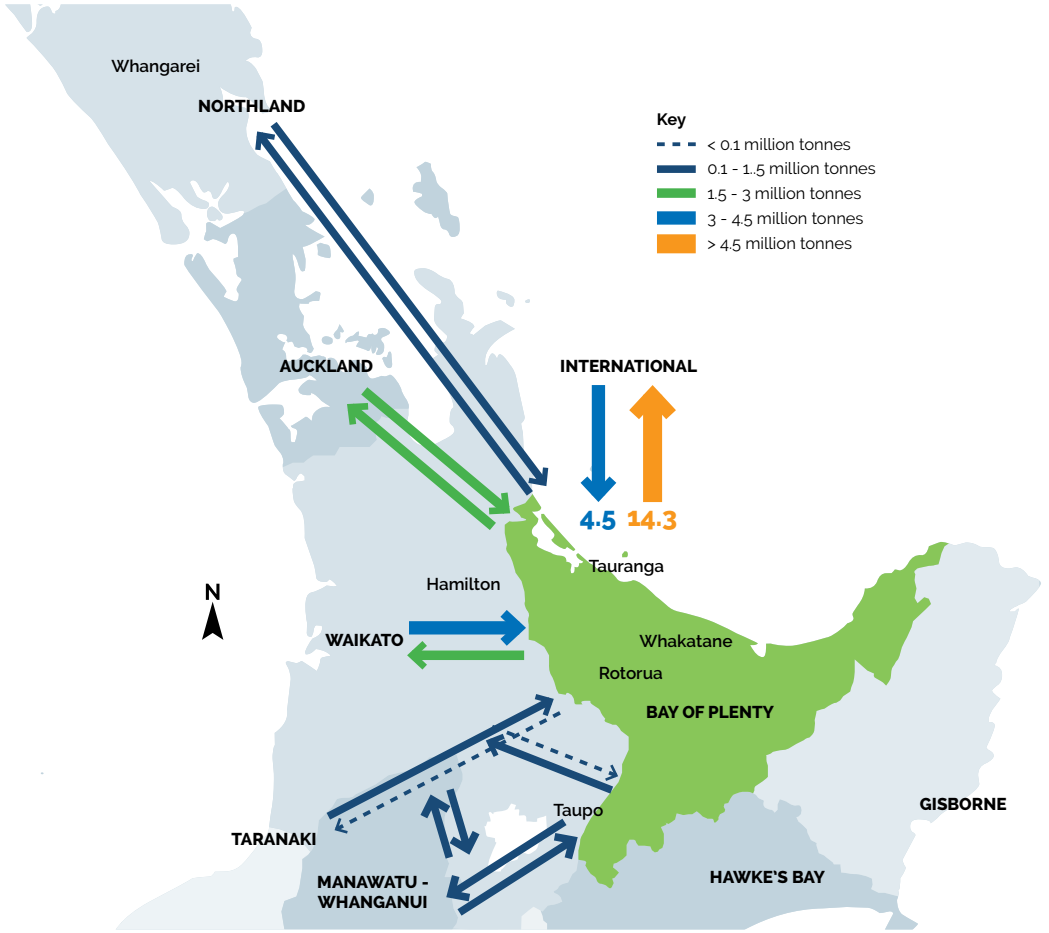
1 Port of Tauranga Annual Report 2020 - https://www.port-tauranga.co.nz/investors/financial-information/download-annual-report/, Port of Tauranga Development 2022-2025

2 Waikato Bay of Plenty Freight Action Plan 2022 - https://tewakapublicwebsite.blob.core.windows.net/sitefinity-storage-production/docs/default-source/resources/freight-action-plan-launch-digital-final.pdf?sfvrsn=5bd2a0ba_6

The Kiwifruit industry provides another backbone to the local economy with 82% of production originating from the Bay of Plenty and significant volume and value growth being forecast by Zespri[3], particularly in the neighbouring eastern Bay of Plenty sub-region. Zespri sends approximately 86% of its fruit for shipping through the Port of Tauranga, and with significant anticipated growth in kiwifruit volumes as well as from other export industries which are heavily reliant on access to the Port, such as forestry and manufacturing, the efficient movement of freight within and through the western Bay sub-region is critical.

The figure opposite illustrates inter-regional freight flows within the Upper North Island.

Figure 26: **Interregional freight flows**



3 Zespri Five Year Outlook (December 2022) - https://www.zespri.com/content/dam/zespri/nz/publications/Zespri-Five-year-Outlook-2023.pdf

Figure 27: **Economic Corridors and Employment**

Northern Corridor

- Residential housing
- Innovation cluster (hort-tech)

23%

Employment numbers

2024 10,900
2054 13,400

Mount Maunganui

- Tourism
- Airport
- Port and heavy industry, manufacturing
- Airshed and environmental considerations
- Innovation cluster

20%

Employment numbers

2024 21,900
2054 26,300

CBD & Central Corridor

- Housing intensification
- Tertiary education
- Innovation cluster
- Talent attractor
- Hospital precinct

40%

Employment numbers

2024 35,200
2054 49,300

Western Corridor

- Tauriko Industrial Park
- Residential housing
- Manufacturing and logistics
- Connection to Upper NI vs SH29

Employment numbers

46%

2024 8,900
2054 13,000

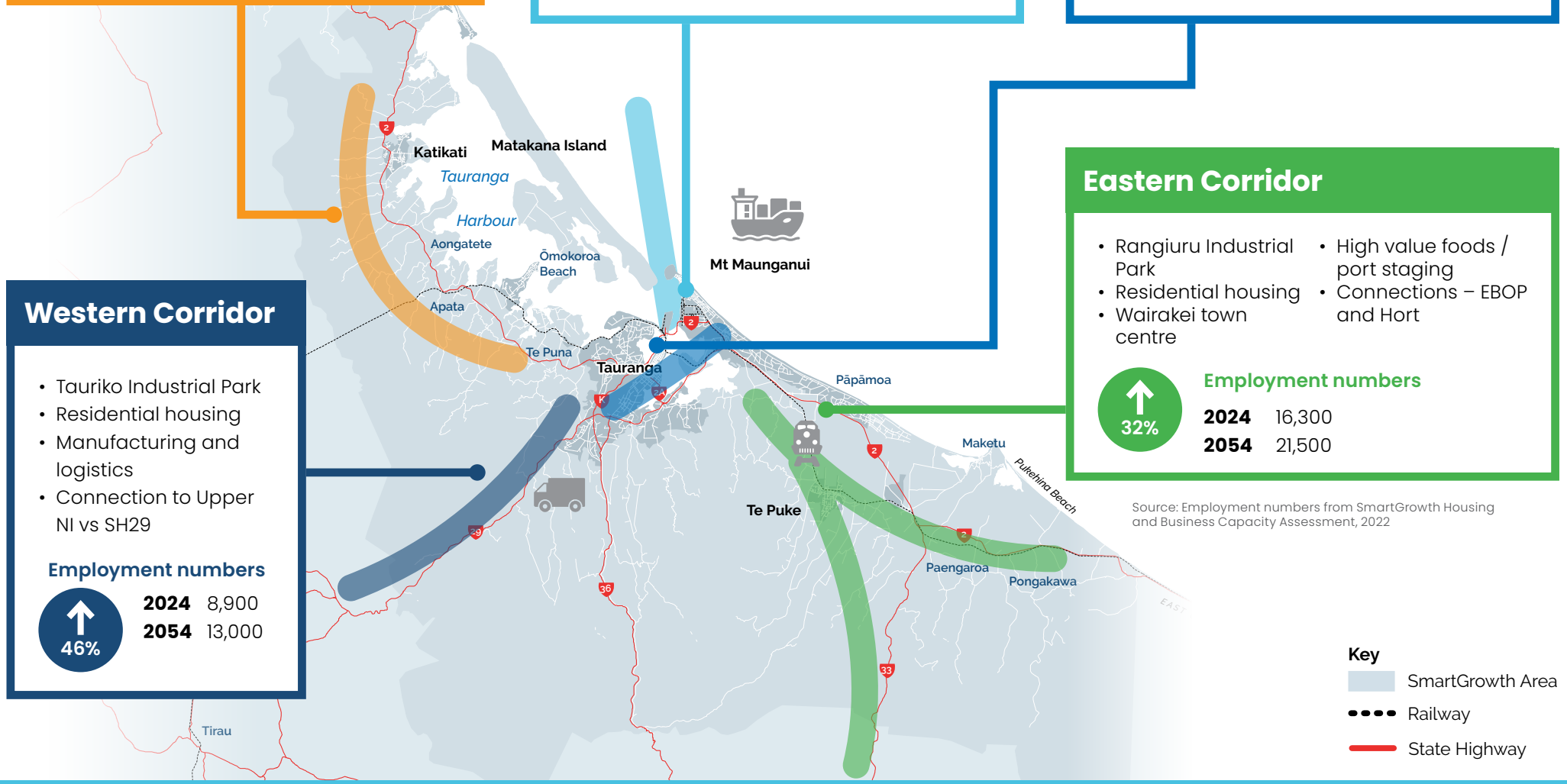
Eastern Corridor

- Rangiuru Industrial Park
- Residential housing
- Wairakei town centre
- High value foods / port staging
- Connections – EBOP and Hort

32%

Employment numbers

2024 16,300
2054 21,500



Source: Employment numbers from SmartGrowth Housing and Business Capacity Assessment, 2022

Key economic wellbeing challenges

The sub-regional economy is more diversified and resilient than it was a decade ago, however there are a number of challenges that need to be addressed to develop an economy that delivers sustainable prosperity for our community, and in doing so contributes to improvements in environmental, social and cultural outcomes.

1. Rapid population growth has resulted in negative impacts on housing affordability and transport congestion and contributed to a shortage of industrial land.

High levels of population growth have contributed to transport congestion and high house prices, impacting on peoples' quality of life. Economically, this has resulted in productivity losses for businesses and reduced the attractiveness of the sub-region to talent. Sustainable economic development requires better alignment between economic planning, investment and wider urban development aspirations so the sub-region retains and attracts the talent local businesses need, key freight/transport corridors that enable our economy and people to prosper are protected, and sufficient zoning for commercial and industrial land in the right locations to support future growth patterns.[4]

2. Labour productivity is poor.

The western Bay's labour productivity is lower than comparable cities and regions due to our industry sector mix and traditional weakness on wage drivers. To improve labour productivity, a focus on high value job creation and employment pathways that equip local people with the skills needed to access these jobs is key to delivering a sustainable economy that improves the prosperity of families and whānau.

3. Labour shortages will continue.

Job growth in the sub-region is expected to outpace growth in the working age population over the next 30 years. Maximising workforce participation by ensuring everyone in our community that wants to work is able to will require employers to reflect best practice in attracting youth and retaining and retraining more experienced skills. However, this alone won't be enough to meet forecast employment demand. In addition, we will need to:

a. Ensure the WBOP is attractive to both domestic and offshore talent, including students. Investment in education and community infrastructure, together with a focus on purpose driven businesses and employment culture will be key;

b. Encourage investment in automation, particularly for low skilled and repetitive tasks to reduce reliance on labour.

4. Economic sustainability and resilience.

A strong sustainability position is essential for the sub-region's economy to remain competitive. Businesses will need to have plans in place to both mitigate and adapt to risks such as climate change, supply chain disruptions, industry diversification, disaster, biosecurity, and demographic change.

5. Addressing Māori deprivation and disengagement.

Māori outcomes across multiple economic and social indicators lag behind those of non-Māori. Improving Māori education outcomes and lifting workforce participation rates will help address the earnings gap between Māori and non-Māori, helping address equity issues within the sub-region.

4 SmartGrowth Industrial Land Study: https://assets.website-files.com/639c0b75c31ac6442f8d9994/64a21fe9effc95f0764baacd_SmartGrowth%20Industrial%20Land%20Study%20-%20Final%20Report%2030%20June%202023%202%20Low%20Res.pdf
SmartGrowth – Tauranga City and Western Bay of Plenty Business Capacity Assessment: https://assets.website-files.com/639c0b75c31ac6442f8d9994/646d7773e9022e46203e2323_Tga%20%26%20Western%20BOP%20Business%20capacity%20assessment%20-December%202022.pdf

Economic development growth directives

1. Lift earnings by focusing on high-value and knowledge-intensive job creation and enabling employment pathways for local people.
2. Shift our industry sector mix to be more knowledge-intensive by increasing technology capability, research and development.
3. Improve Māori education participation and workforce outcomes.
4. Improve access to collectively owned Māori assets for benefit of iwi, hapū and whānau.
5. Transition to a low carbon circular economy.
6. Economic development:
    - Is integrated within sub-regional spatial planning
    - Supports the Urban Form and Transport Initiative (UFTI) connected centres approach
    - Supports environmental protection and enhancement
    - Collaborates and takes account of wider regional and Upper North Island economic plans.

ECONOMIC INTEGRATION

WELLBEINGS

OBJECTIVES

Enable a sufficient supply of business land support access to employment and foster a high-value, low carbon circular economy as the western Bay of Plenty's population grows

CLIMATE RESILIENCE PRINCIPLES

- Integrate emissions reduction
- Integrate climate resilience
- Integrate and enhance local ecosystems and biodiversity

CASE STUDY

How we are achieving the Economic Development Directives:

Priority One Ara Rau – Pathways to Work Hub

The western Bay of Plenty sub-region's economic development strategy aims to grow a prosperous and sustainable region underpinned by skilled talent, innovation and collaboration.

Raising income levels within our communities through high-value job creation and ensuring local people develop the necessary skills for local jobs is a key objective, yet despite some significant progress, there are identified gaps that prevent some within our community from fully participating in the economy. This deprives them of the ability to provide for themselves and their whānau.

Priority One's Ara Rau Pathways to work (Ara Rau) skills and employment hub is an example of how sub-regional partners are collaborating to overcome barriers to employment, lift incomes for family and whānau, and contribute to a more sustainable regional economy; one that also helps deliver improved social outcomes.

Ara Rau was established in 2020 with co-funding from MBIE and MSD and the support of local councils, businesses and iwi, to support people at risk of long-term disengagement from the labour market into sustainable training and employment. A particular area of focus (amplified during COVID-19), is supporting youth who have disengaged from school. Ara Rau's tailored mentoring approach puts the individual at the centre by identifying future aspirations and current barriers, then pulling together community partners and local employers to provide wrap-around support that enables the young person to set and achieve goals that address their specific barriers, build their confidence and work-ready skills, and ultimately transition into a job where they'll be well supported to develop their career. Ara Rau employment mentors stay with the individual throughout their journey and for up to 12 months after they've gained employment to ensure the necessary level of pastoral care is provided to ensure a successful transition. In the last 12 months, Ara Rau have directly helped over 100 people into training and sustainable employment.

Part 4
Future Development Strategy

Introduction

Under the National Policy Statement on Urban Development (NPS-UD) 2020, the purpose of the Future Development Strategy is to promote long-term strategic planning by setting out how a local authority intends to:

- achieve well-functioning urban environments in its existing and future urban areas
- provide at least sufficient development capacity over the next 30 years to meet expected demand
- assist the integration of planning decisions with infrastructure planning and funding decisions.

This section sets out our Future Development Strategy (FDS) for the western Bay of Plenty sub-region, in accordance with the NPS-UD.

The purpose of the FDS is to show the areas for development over the next 30 years and the infrastructure needed to support it. An FDS helps local authorities set the high-level vision for accommodating urban growth over the long term, and identifies strategic priorities to inform other development-related decisions, such as:

- district plan zoning and related plan changes;
- priority outcomes in long-term plans and infrastructure strategies, including decisions on funding and financing;
- priorities and decisions in regional land transport plans.

Local authorities must have regard to the FDS when preparing or changing RMA planning documents, including private plan changes; and all agencies managing growth are strongly encouraged to use the relevant FDS to inform long-term plans, and particularly infrastructure strategies; regional land transport plans and any other relevant strategies and plans.

The spatial scenario underpinning the FDS is “Connected Centres” as outlined in Part 2 of this Strategy.

The FDS has been informed by the Spatial Plan set out in Part 3 of this Strategy. The Spatial Plan provides more detail on urban form and all infrastructure, including transport. The Spatial Plan contains the constraints on development including natural hazards, and areas already protected for their environmental values, or important historic or cultural values. Requirements of national and regional policy statements, and regional plans also need to be met.

The FDS is also informed by the SmartGrowth Housing and Business Capacity Assessment 2022 which can be found here: www.smartgrowthbop.org.nz/categories/housing.

Western Bay's capacity for growth

Tauranga City and the western Bay of Plenty have seen a rapid and sustained increase in population, with the sub-region's population expected to increase to reach between 246,000 and 318,000 people in the next 30 years[1]. The sub-region has a serious housing and business land shortfall which is projected to get worse unless development can be unlocked.

Statistics NZ 2022 projections estimate the population will increase at a faster rate than in 2021. This means more land is needed for housing and employment.

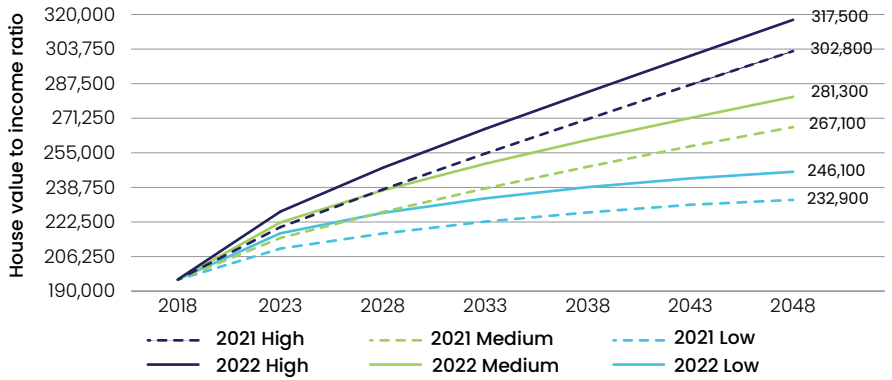
It is estimated that between 37,000 and 43,000[2] new homes will need to be built over the next 30 years within the western Bay of Plenty sub-region to meet housing demand, comprising a mix of detached and attached dwellings. Tauranga City will require another 30,000 to 34,000 new houses and Western Bay of Plenty District another 7,000 to 9,000 new houses for its future population.

This demand is set within a context of a highly constrained environment that is subject to natural hazards, the effects of climate change and the need to protect and enhance the natural environment.

Tauranga City and the Western Bay of Plenty District housing demand and supply is summarised in the table below, for the short (2022-2025), medium (2025-2032) and longer-term (2032-2052).[3]

1 This range reflects the low to high projections out to 2048, Stats NZ.
2 The housing figure of 43,000 includes the competitiveness margin as required by the NPS-UD. The competitiveness margin is a margin of development capacity, over and above the expected demand, that is required in order to support choice and competitiveness in housing and business land markets.
3 These numbers are based on the likely expected population (Stats NZ medium-high projections October, 2022) which generates overall housing demand. The housing demand includes the existing housing shortfalls identified as at July 2022, and the additional 15% and 20% required as the competitiveness margins in the NPS-UD.

Figure 28: **Comparison of Stats NZ 2021 and 2022 Population Projections for Western BOP Subregion**



	SHORT TERM (2022-2025)	MEDIUM TERM (2025-2032)	LONG TERM (2032-2052)	TOTAL
Housing Demand	4,630	11,490	20,570	36,690
Housing Demand incl margin	5,550	13,780	23,660	42,990

Housing Supply	SHORT TERM (2022-2025)	MEDIUM TERM (2025-2032)	LONG TERM (2032-2052)	TOTAL
Infill/ Intensification	700	3,000	8,760	12,460
Rural, Lifestyle, Small Settlement	240	230	30	500
Greenfield Urban Growth Area	3,210	7,780	11,860	22,850
TOTAL	4,150	11,010	20,650	35,810

	SHORT TERM (2022-2025)	MEDIUM TERM (2025-2032)	LONG TERM (2032-2052)	TOTAL
Supply-Demand	-480	-480	90	-870
Supply-Demand incl. Margin	-1,400	-2,780	-3,000	-7,180

As indicated in the table above, a housing supply insufficiency has been determined for the sub-region in the short, medium and long term (next 30 years), which reflects the challenges for intensification, and the delay in being able to bring to market crucial new greenfield development areas due to infrastructure and national policy requirements.

There is an existing housing shortage in the sub-region which is estimated to be between 9,300 to 10,300 homes. This has been factored into the housing allocations. To illustrate the significance of the existing housing shortage the tables below show the extent of this issue for both Tauranga City and Western Bay of Plenty District. The tables indicate the cumulative impact of the existing housing shortfall over the next 30 years.

Existing Housing Shortfall – Tauranga City	HOUSING SHORTAGE / SURPLUS WITHIN EACH PERIOD	CUMULATIVE HOUSING SHORTAGE
Existing	-4,950 to -5,950	-4,950 to -5,950
Dwellings Short Term (2024-2027)	-1,150	-6,100 to -7,100
Dwellings Medium Term (2027-2034)	-1,800	-7,900 to -8,900
Dwellings Long Term (2034-2054)	1,300	-6,600 to -7,600
Total (2024-2054)	**-6,600 to -7,600**	

Existing Housing Shortfall – Western Bay of Plenty District	HOUSING SHORTAGE / SURPLUS WITHIN EACH PERIOD	CUMULATIVE HOUSING SHORTAGE
Existing 2024	-2,590	-2,590
Dwellings Short Term (2024-2027)	40	-2,550
Dwellings Medium Term (2027-2034)	240	-2,310
Dwellings Long Term (2034-2054)	-390	-2,700
Total (2024-2054)	**-2,700**	

The housing shortage and an absence of competitive margins has significant negative economic impacts on the subregion, with foregone GDP through people who could not reside in the subregion due to the shortfall, and significant and continuing upward pressure on house prices and rentals.

Over time, this strategy seeks to address these shortfalls through the identified growth areas and allocations. **However, without significant intervention there will remain a lack of housing that meets people's needs, in particular limited delivery of housing that is affordable for low and middle income households.**

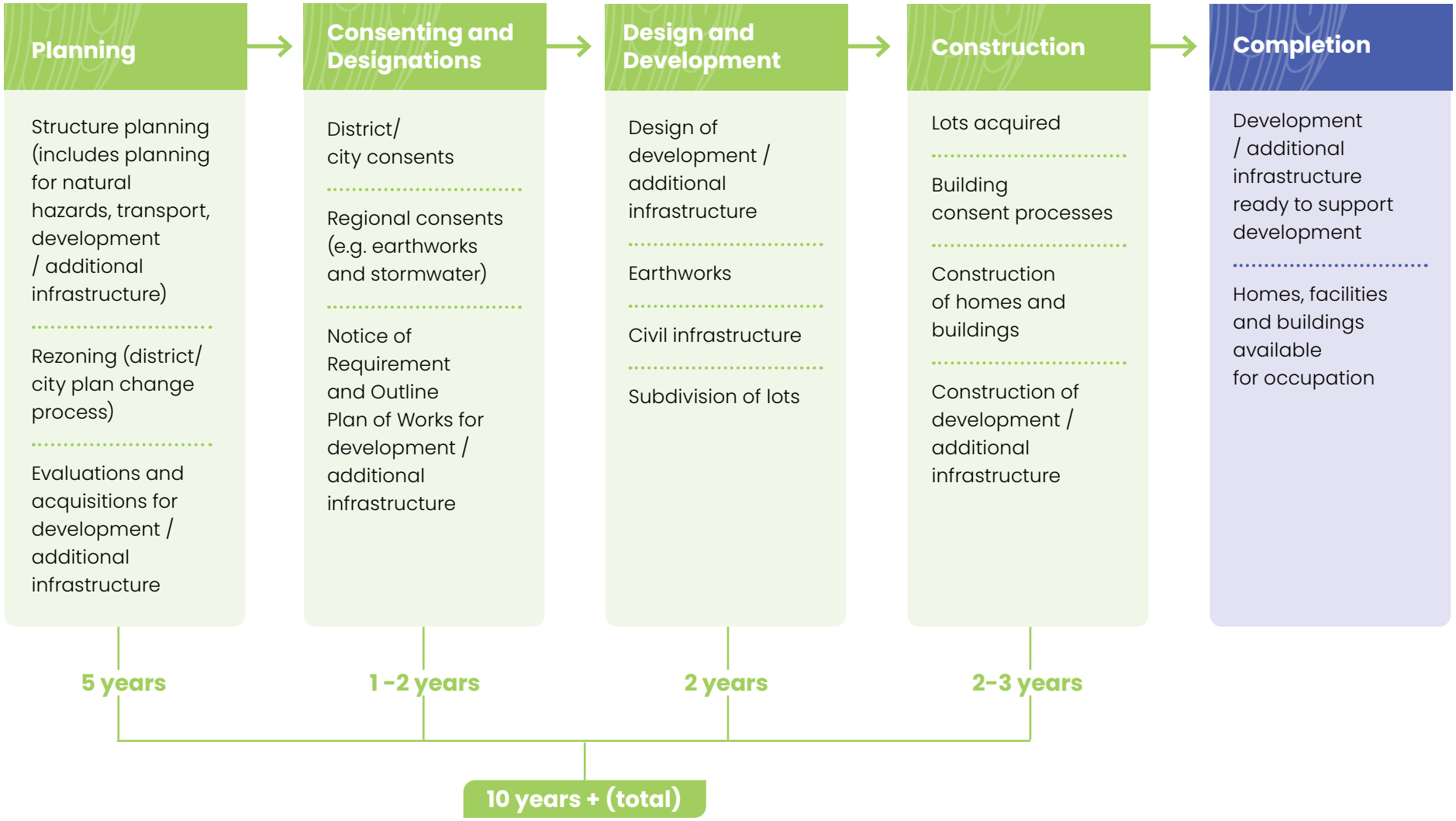
Since the HBA was completed, Tauranga City Council has adopted its 2024-34 Long-Term Plan. Through this process it has become evident that the proposed capital expenditure programme over the 10-year period is unachievable from both a fiscal and a delivery perspective. The proposed capital expenditure programme has been reduced in a number of areas, including the reduction of capital expenditure to support new urban growth areas – especially the Te Tumu and Keenan Rd area as well as a reduction in investment to support intensification. This has implications for when new development capacity will become available. It is estimated that development capacity will reduce by around 640 houses by 2034, increasing to 1,900 houses by 2040. It is anticipated that this reduction will fall to around 750 houses by 2054 as additional supply is released from 2040 and realised at a faster rate than previously assumed to provide for pent up demand. This increases the shortfall in development capacity to 1,620, or 7,930 houses including the competitiveness margin.

To support business development, the HBA identifies that a further 300 to 400 ha of greenfield land is also required for business land uses within the sub-region over the next 30 years. Providing employment to support the sub-region's growing population and the co-location of housing and employment is important to achieving the objectives of the Strategy.

To unlock greenfield urban growth areas and support the redevelopment and intensification of existing urban areas, significant investment is required in infrastructure.

The diagram following illustrates the lead-in times required for greenfield development before there are homes or businesses on the ground. This highlights the importance of planning early.

Figure 29: **Lead time to development**



Connected Centres Development Strategy

The FDS is underpinned by the Connected Centres programme.

As outlined in earlier sections, there are two core concepts critical to the Connected Centres programme. The first is increasing the number of dwellings by intensifying existing urban and new growth areas. The second is being able to access local social and economic opportunities within a 15-minute journey time (walking or cycling), and sub-regional social and economic opportunities within 30–45 minutes. These concepts encourage strong local centres and connected neighbourhoods. Connected Centres is built around having an accessible and high-quality multimodal transport system.

Connected Centres is made up of the following key corridors and centres over the next 30 years:

Corridor	Key Growth Areas[4]
Central	Te Papa, Ōtūmoetai, Mt Maunganui - Arataki/Bayfair
Western	Tauriko West, Keenan Road, Tauriko Business Estate Upper Belk Rd
Eastern	Te Puke, Pāpāmoa, Wairakei, Te Tumu, Rangiuru, Eastern Centre
Northern	Ōmokoroa, Katikati

Growth locations avoid the 'no go' areas and address the constraints as they apply to each area. This is outlined in further detail in Part 3 of this Strategy and in Map 18.

The FDS relates to urban development only and does not consider rural development. Further housing opportunities are a matter for the councils through plan changes or resource consents.

The sub-region is enriched by the presence of multiple marae, which act as vibrant cultural, social, and economic centres for tāngata whenua and offer exciting prospects for the development of papakāinga. Marae form an important part of the Connected Centres approach. This includes being part of the land use and infrastructure (especially transport) programme. Map 19 illustrates the marae centres and Māori land development focus areas. Embracing growth on whenua Māori allows for the emergence of distinctive local solutions that foster intergenerational living through communal whānau ownership and activities. The ambition for more papakāinga has been reflected in the allocation table below.

How we will meet demand

The aim of the FDS is to outline where development capacity will be provided over the next 30 years to meet expected demand and to integrate this with development infrastructure. This is set within a context of achieving a well-functioning urban environment which draws on all of the elements covered in Part 3 of this strategy.

The staging of growth is shown in Map 18. As outlined above, the sub-region has a serious housing shortfall. In order to address the shortfall, the sub-region will rely on bringing forward land in the east and west and achieving a greater level of intensification. The land to the east and west are preferred over Te Puna as they have had more investigations undertaken. These are currently identified as potential long-term growth areas. Additional land in the northern and western corridors has also been identified for business land. Options to accelerate the supply of land for development include the possibility of a Specified Development Project for the western corridor and/or agreement on a city/regional deal between the Crown and the three local authorities.

4 Some growth areas are subject to further detailed investigations and other processes. As a result, the extent and nature of these areas may change.

It is the intention of the Strategy to achieve a more compact urban form through the Connected Centres approach. The aim is to target at least 40% of new development within the existing Tauranga City urban area through intensification and infill over time. This is an average that assumes an increase from 25% in 2023, to 50% over the next 30 years.

Barriers

Providing sufficient development capacity is dependent on the provision of infrastructure, funding, development feasibility and being able to zone land. All growth areas face significant delivery and funding challenges that create fundamental issues for the successful delivery of the Strategy. This is addressed in more detail in Part 5 (Implementation) of this Strategy.

Barriers to land supply include policy and planning hurdles, geotechnical and other land constraints, infrastructure provision and feasibility. The partners are all working hard on solutions to these challenges, but a fundamental shift in how development is delivered and funded is required. This Strategy acknowledges that there are a number of funding tools that could potentially be put in place by central government in the future to assist local government. This includes mechanisms such as value uplift, road pricing, and off-balance sheet financing..

The allocations for both residential and business land outlined below will be monitored on a regular basis. Should development be delayed then it may be necessary to move longer-term areas forward or to rely on a greater amount of intensification being achieved beyond that currently assessed as likely to be realised.

Residential Growth Allocations for the next 30 years[5]

The following table outlines the proposed dwelling allocations over the next 30 years to support the connected centres programme. These allocations have been informed by the HBA and Long-Term Plans. The allocations cover the period 2024 to 2054.

These allocations are estimates based on the best information that is available. There may be variances in what can be delivered on the ground following any future structure planning and natural hazard or other development constraint identification. There are wide range of factors that affect whether or not development can be delivered, some of these are outside the control of the partners.

The housing allocations outlined in the table provide for more capacity than what was identified in the HBA to address the housing shortfalls. This is due to more capacity being provided by Medium Density Residential Strategy plan changes under Plan Change 33 (Tauranga City) and Plan Change 92 (Western Bay of Plenty District Council) than anticipated, and bringing forward the Eastern Centre and Upper Belk Rd.

There is the ability for the staging of growth areas to change. In particular, certain growth areas may be brought forward in time provided infrastructure funding or other matters are addressed.

5 There will be some variance between the numbers used in this Strategy and what is in the HBA, due to the different timeframes used. The allocation of dwellings and business land are reviewed annually, and any updates included in the SmartGrowth Implementation and Funding Plan.

Area	Dwellings Short term (2024-2027)	Dwellings Medium Term (2027-2034)	Dwellings Long Term (2034-2054)	Totals (2024-2054)
Infill / Intensification (sub-region wide)[6]				
Tauranga City Intensification Areas: Te Papa, Tauranga West, Mount Maunganui. Intensification of established areas outside of Intensification Area	900	3,300	8,000[7]	12,100
Western Bay of Plenty Intensification areas: Te Puke and Ōmokoroa	80	150	330	560
Northern Corridor				
Waihī Beach – Bowentown / Athrenree	40	100	10	150
Katikati	80	290	360	730
Ōmokoroa	340	1,160	1,440	2,940
Central Corridor				
Bethlehem	270	890	530	1,690
Eastern Corridor				
Pāpāmoa	230	520	170	920
Wairakei	500	1,380	270	2,150
Te Tumu[8]			4,200	4,200
Te Puke	410	2,230	10	2,650
Eastern Centre*			Up to 8,000	Up to 8,000
Western Corridor				
Pyes Pā	40	140	70	250
Pyes Pā West	110	180	130	420
Ohauiti	100	230	120	450
Welcome Bay	60	110	30	200
Tauriko West[9]	150	1,260	2,090	3,500
Ohauiti South		190	280	470
Keenan Road[8]			2,000	2,000
Upper Belk Rd followed by Merrick Rd/Joyce Rd*			Up to 8,000	Up to 8,000
Total	**3,310**	**12,030**	**20,040 – 28,040**	**35,380 – 43,380**
Papakāinga (sub-region)	128	51	284-400	463-579

6 The housing supply provided through infill and intensification may change depending on the outcomes of Plan Change 33 (Tauranga City) and Plan Change 92 (Western Bay of Plenty District Council).
7 The infill / intensification figures in the long-term period assumes at least 40% of total Tauranga City growth depending on intensification uptake and timing of other areas.
8 Te Tumu Urban Growth Area is a Priority Development Area. Tauranga City Council and landowners are progressing a Plan Change for the growth area with the aim of it being notified by early 2026. Futureproofing for development includes infrastructure to service the growth area where that infrastructure also provides for growth in the Papamoa and Wairakei areas, and funding for infrastructure initial investigation, consenting, design and land purchase activities. Council, landowners and Central Government are working together to identify and secure the infrastructure funding or other financial arrangements that will enable the infrastructure that is required for the growth area to be brought forward and delivered in the 2024-34 LTP period.
9 The wider Tauranga Western Corridor area, which includes Tauriko West and Keenan Road, is being investigated through the Specified Development Process under the Urban Development Act 2020. Changes in the extent, timing, type, and scale of urban development may follow from this.

* The feasibility, timing, number of dwellings, mix of uses and spatial extent of these areas is still subject to investigation. Once these investigations are completed, the up to 8,000 dwelling allocation could be located across one or more of the areas of Upper Belk Rd, Merrick Rd, Joyce Rd, or the Eastern Centre. These areas have the capacity to provide for significantly more growth than this.

Residential Growth Allocations Beyond 30 years

The Connected Centres programme also provides for an envisioned scenario of potential growth areas for the period beyond 30 years. Further investigations are also required to confirm future growth areas after 2054, including infrastructure requirements, development capacity and planning assessments. There are also other areas that could potentially support development that have been identified in UFTI. These areas could be explored further as circumstances change.

Areas / Corridor	Dwelling opportunity post 2054
Northern Corridor	
Northern (Te Puna/Plummers Point)	5,000-8,000
Waihī Beach – Bowentown/Athenree[10]	2,300
Katikati[11]	1,700
Central Corridor	
Intensification (Te Papa, Ōtūmoetai, Mt Maunganui – Arataki/Bayfair)	21,000-23,000
Eastern Corridor	
Te Tumu	2,300
Eastern Centre	18,000-20,000
Western Corridor	
West/South (Upper Belk, Merrick, Joyce)	12,000-14,000
Papakāinga (sub-region)	1,000-2,000
TOTAL	**63,300 - 73,300**

Business Employment Land[12]

The sub-regional demand for business land over the next 30 years (2024-2054) based on current employment densities and assuming business as usual is:[13]

Business Land Demand	Tauranga City	Western Bay of Plenty District	Western Bay of Plenty Sub-region
Retail and Commercial	130 ha	30 ha	**160 ha**
Industrial	370 ha	120 ha	**490 ha**
TOTAL	**500 ha**	**150 ha**	**650 ha**

The existing strategic industrial land allocations in the sub-region are as follows:

Industrial Area	Short Term (2024-2027)	Medium Term (2027-2034)	Long Term (2034-2054)	Allocation (hectares)
Wairakei	8	10	12	**30**
Te Tumu	0	0	60	**60**
Rangiuru Business Park	29	61	60	**150**
Te Puke	8	55	55	**118**
Tauriko Business Estate (including expansion)	30	70	20	**117**
Te Puna	30	0	0	**30**
Ōmokoroa[14]	6	17	7	**30**
Katikati	13	13	13	**39**
Waihī Beach	0	0	25	**25**
TOTAL	**124**	**226**	**252**	**602**

10 Generation 4 Seaforth Rd, Fergus & Athenree Rd. Estimated developable land at 30 dwellings/ha. Future structure planning and hazard identification may alter numbers.
11 Generation 4 Busby Rd. Estimated developable land at 30 dwellings/ha. Future structure planning and hazard identification may alter numbers.
12 There will be some variance between the numbers used in this Strategy and what is in the HBA, due to the different timeframes used. The allocation of dwellings and business land are reviewed annually, and any updates included in the SmartGrowth Implementation and Funding Plan.
13 The demand requirements reflect nett developable areas. An additional 20% needs to be added to reflect the land needed for roads, reserves and infrastructure corridors, in addition to the lot areas to be built upon.
14 Includes PC92 proposed Industrial on Francis Rd

The SmartGrowth Strategy seeks to reduce the impacts of existing industrial activities on the environment and the health of people living or working in proximity to those activities. Opportunities for the relocation of existing industrial activities to other locations, both within and outside the sub-region, are supported where they will assist in reducing those impacts.

Industry, including emitting activities, are an important part of the local and sub-regional economy (including enabling and supporting growth and its associated infrastructure). Relevant consenting processes will ensure that activities have regard to relevant planning provisions and impacts are managed appropriately.

Opportunities for the relocation of existing industrial activities to other locations, both within and outside the sub-region, are supported where they will assist in reducing those impacts

The following table outlines the potential additional business land allocations over the next 30 years and beyond, informed by the HBA and supporting desk-top assessments.

Corridor	Potential Long-term Growth Area – Business Land	Allocation (hectares)	Delivery timing
Western	Upper Belk Road	150-200	Long-term (2034-2054)
Northern	Ōmokoroa/Apata	70	Long-term (2034-2054)
Western	Pukemapu*[15]	115	Post-2054
Eastern	Rangiuru Business Park extension	45	Long-term (2034-2054)

A corridor approach to the provision of industrial land is intended to ensure there is sufficient business land in proximity to labour force, meet market and strategic requirements and contribute to sustainability by reducing vehicle travel and emissions. This approach aligns to the Connected Centre principles.

The need for industrial land in the medium to longer-term (2027-2054) is in the northern and western corridors. Larger, strategically located centres for industrial business development present better opportunities for investment in public transport and alternative transport mode choices for workers, as well as enabling circular economies to evolve.

The development of existing zoned land and redevelopment of sites will help meet the demand for business land needed for industrial land uses over the next 30 years for the sub-region, allowing for net developable area and the required competitive margins.

There is sufficient planned business land in the Western Bay of Plenty District to meet local demand. This includes additional land at Rangiuru, Waihī Beach, Te Puke, Te Puna and Katikati. If the envisaged greenfield developments do not manifest within a reasonable timeframe then sufficiency will be under pressure. For Tauranga City, significant new greenfield areas are required to meet the business land demand requirements for employment.

In addition to the above planned business land provision, a further 300 to 400 ha of greenfield land is required to support business (industrial) land uses within the sub-region over the next 30 years.

Potential locations to provide for future business land demand needs in the northern and western growth corridors have been identified at Ōmokoroa/Apata, Upper Belk Road and Pukemapu. Potential business land locations in the Eastern growth corridor are not required within the period of the FDS.

The locations of potential growth areas for business land are shown on Map 18 and are indicative only. For example, in the Northern growth corridor a potential growth area is identified in the general vicinity of Ōmokoroa and Apata adjacent to State Highway 2 for long-term consideration.

Any future greenfield business employment land for industrial uses will require a plan change rezoning process, including consultation and engagement with the community. From past experience it can take 10-15 years before land is enabled and infrastructure ready for development, including subdivision and building consent stages.

15 Pukemapu is subject to further assessment for urban purposes and feasibility

Development Infrastructure

The critical infrastructure needed to support development is outlined below. This is not a complete list of all enabling infrastructure and it does not include all projects needed to achieve the SmartGrowth Strategy objectives and transformational shifts. There will also be other methods such as travel demand management and land use change that are required to achieve the desired outcomes and to support growth.

Up to date information on funding of critical enabling infrastructure is included in the Implementation and Funding Plan and/or partner plans.

Critical Enabling Infrastructure

Area	Critical Enabling Infrastructure	Timeframe	
Sub-region Wide	Te Manawataki o Te Papa (city centre) - library, museum, community hub space, waterfront public realm upgrades including destination playground	Short	2024-2027
	Public transport services and infrastructure enhanced services	Medium	2027-2034
	Hewletts Road sub area (connecting Mount Maunganui)	Short	2024-2027
	Connecting the People - Fifteenth Avenue to Welcome Bay	Short	2024-2027
	Wider managed lanes network	Medium	2027-2034
	Te Maunga Wastewater treatment plant upgrades	Medium	2027-2034
	Te Maunga Ocean outfall	Medium	2027-2034
	Waiāri Water Supply Scheme – Stages 2 and 3	Medium	2027-2034
Northern Corridor	Public transport infrastructure and corridor improvements as identified in the public transport services and infrastructure business case	Medium	2027-2034
	Takitimu North Link Stage 2	Medium	2027-2034
	Park and ride - Ōmokoroa	Medium	2027-2034
	Park and ride – Te Puna	Medium	2027-2034
	SH2 revocation/repurposing – Public Transport	Short	2024-2027
	Tauranga Moana Coastal Cycle Trail	Medium	2027-2034
	Ōmokoroa Library	Medium	2027-2034
	Ōmokoroa Swimming Pool	Long	2034-2054
	Ōmokoroa Primary and Secondary schools	Medium	2027-2034

Area	Critical Enabling Infrastructure	Timeframe	
Central Corridor	Public transport infrastructure and corridor improvements as identified in the public transport services and infrastructure business case	Medium	2027-2034
	City Centre Public Transport Hub	Short	2024-2027
	Accessible Streets	Short	2024-2027
	Cameron Rd Multimodal Stage 2	Short	2024-2027
	Te Papa/Cameron Rd Intensification – Wastewater, Water Supply & Stormwater projects	Short	2024-2027
	Brookfield and Greerton Community Centres	Long	2034-2054
Eastern Corridor	Public transport infrastructure and corridor improvements as identified in the public transport services and infrastructure business case	Medium	2027-2034
	Pāpāmoa East Interchange	Short	2024-2027
	Rangiuru Business Park Interchange	Short	2024-2027
	Wairakei WWPS to Te Maunga WWTP	Medium	2027-2034
	Wairakei to Kaituna Stormwater Overflow – Phases 1 & 2	Medium	2027-2034
	Te Puke Wastewater Treatment Plant Upgrade	Short	2024-2027
	Te Tumu Trunk Mains	Medium	2027-2034
	Wairakei/Te Tumu Indoor Pool Development	Medium	2027-2034
Western Corridor	Public transport infrastructure and corridor improvements as identified in the public transport services and infrastructure business case	Medium	2027-2034
	Cameron Rd Multimodal Stage 2	Medium	2027-2034
	Tauriko West Enabling Works – Transport Improvements including public transport, walking and cycling	Short	2024-2027
	Tauriko Network Connections* (Stages 1-3) - SH29 and 29A	Short	2024-2027
	Tauriko Network Connections* (Stage 4) - SH29 and 29A	Long	2034-2054
	Western Corridor Ring Route (SH29 to SH36 - Tauriko Stage 3 Ring Route)	Long	2034-2054
	Keenan Road access to planned urban growth	Long	2034-2054
	Pyes Pā road multimodal upgrade	Long	2034-2054
	SH36 multimodal improvements to support planned urban growth	Long	2034-2054

	Critical Enabling Infrastructure	Timeframe	
Western Corridor continued	Tauriko West spine road	Medium	2027-2034
	Tauriko West Enabling Works – Wastewater and Water Supply	Short	2024-2027
	Western Corridor Wastewater Strategy Implementation – Stages 1&2 - Tauriko West/Lower Belk/ Keenan Road; Stages 3&4 – Upper Belk/Merrick Road	Medium - Long	2027-2034 - 2034-2054
	Western Corridor Water Supply Strategy Implementation – Stages 1&2 - Tauriko West/Lower Belk/ Keenan Road; Stages 3&4 – Upper Belk/Merrick Road	Medium - Long	2027-2034 - 2034-2054
	Indoor Sports Centre and community centre	Medium	2027-2034
	Relocation and expansion of Tauriko School**	Medium	2027-2034
	Establishment of a new co-educational secondary school**	Medium	2027-2034

* SmartGrowth local government and tāngata whenua partners have resolved and communicated to the NZTA board that there is a strong preference and need for Western Corridor transport improvements to be delivered in a single stage within a decade (by 2034) as opposed to the proposed staged delivery over many years potentially extending until 2050 given the significance of the corridor locally and nationally. These transport improvements not only enable housing but also business land and provide important improvements to a significant freight route and connection to the Port of Tauranga.

** Educational funding occurs in stages, with separate funding for land acquisition, design, and construction.

Responsive Planning

The Connected Centres settlement pattern needs to be agile enough to respond to change. There are many factors that influence growth and the timing of development. This includes migration rates, economic cycles and unforeseen events. In addition, the timing of development is affected by regulation, infrastructure and funding.

For this reason, it is important that the settlement pattern is responsive to changes that could occur. This includes the need to increase intensification or bring development areas forward if there is a shortfall or if particular growth areas don't occur in the timeframes anticipated. SmartGrowth monitors development annually through the Development Trends report. In addition, Priority Development Areas are monitored on a quarterly basis.

The FDS is reviewed every three years, with a full update every six years, to ensure that necessary changes are made. The implementation plan is also required to be updated annually.

It is important that any alterations to the connected centres programme, including changes to staging, do not compromise the SmartGrowth objectives or growth directives. A robust evidential basis for such changes will be required and will include the need to consider infrastructure requirements, funding impacts, development capacity and planning assessments as well as considering any implications that might exist for the wider sub-region.

Proposals for change will need to meet the Bay of Plenty Regional Policy Statement criteria for development that is out-of-sequence and unanticipated by the FDS.

Map 18: **Future Development Strategy - Staging Map**

- Port of Tauranga
- Tauranga Airport
- Existing Urban Area
- Existing Urban Areas – increased density and housing choice
- Industry Zone
- Potential Long-term Growth Area
- High Density Residential
- Medium Density Residential
- Potential Long-Term Growth Area - Business Land
- Long-term Growth Area – Business Land

STAGED GROWTH AREAS*

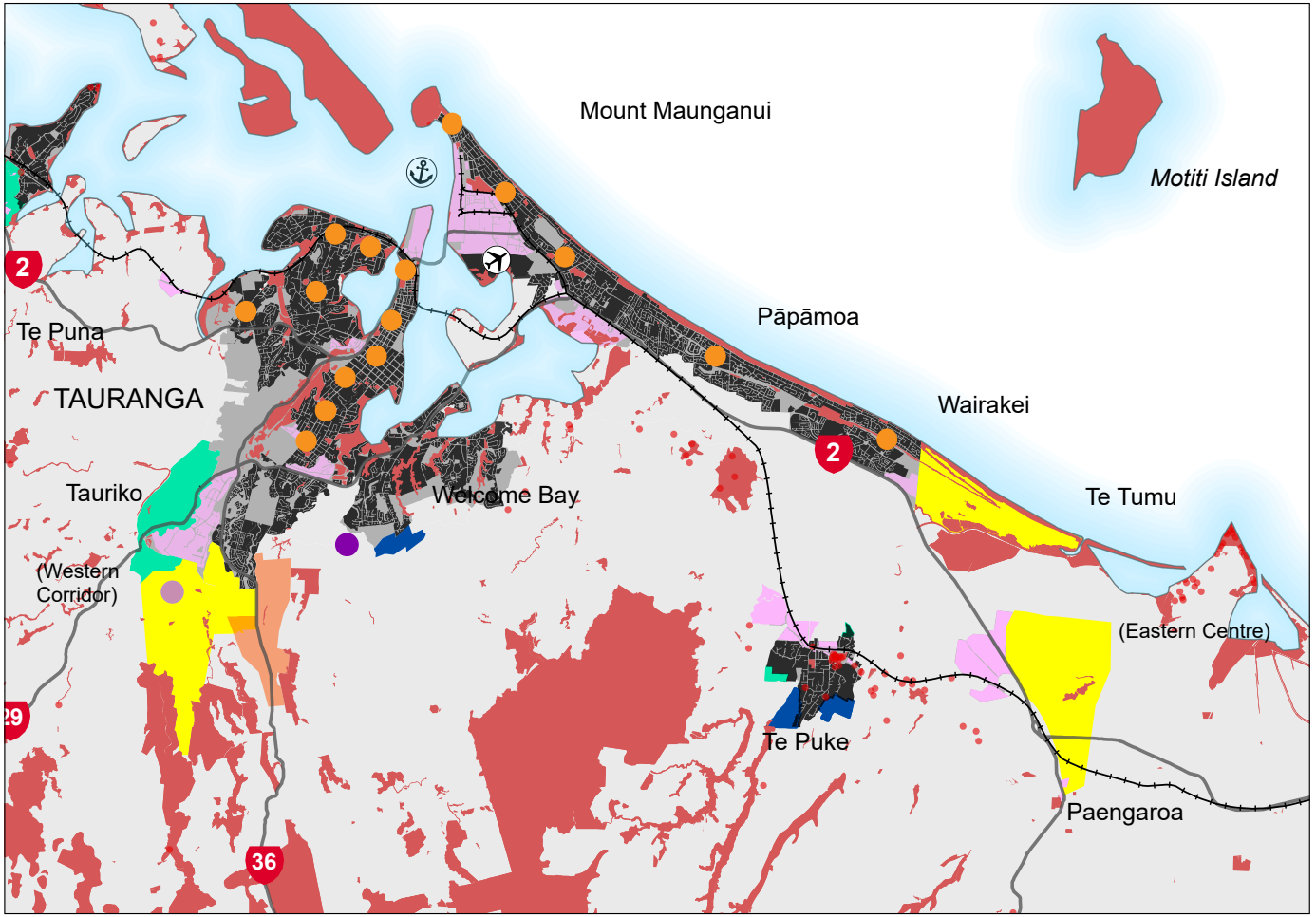
- Short term
- Medium term
- Long term

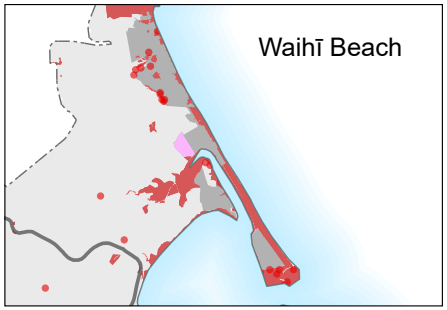
NO GO AREAS

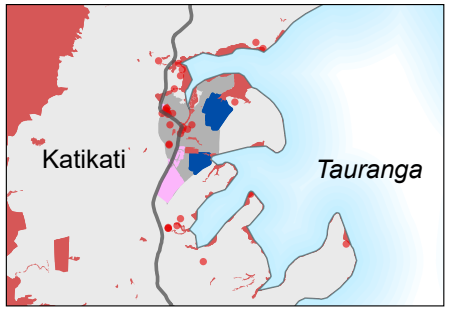
- Important enviromental, cultural and heritage values.
- Areas at risk from coastal or inner harbour erosion.

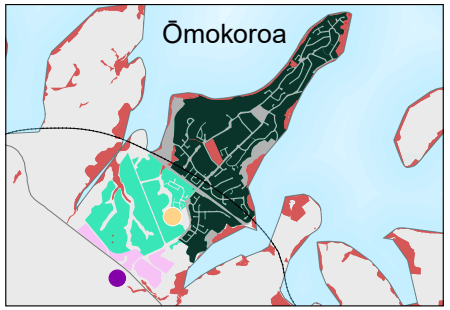
The staging timeframes shown on this map are based on when development will commence in the area. Detail around development in each greenfield area is available in the tables and text in the Future Development Strategy section.

The future development areas shown are indicative only. Detailed information for individual areas is available in the respective District or City Plan (as applicable) or will be developed through future planning processes.









*Further work is required to determine staging, spatial extent and mix of land uses for the Eastern Centre and Western Corridor (Upper Belk Road)

Map 19: **Marae Centres and Māori Land Development Focus Areas**

Te Kāhui Mana Whenua o Tauranga Moana – (Te Tai Hauauru Western area of WBOPDC)

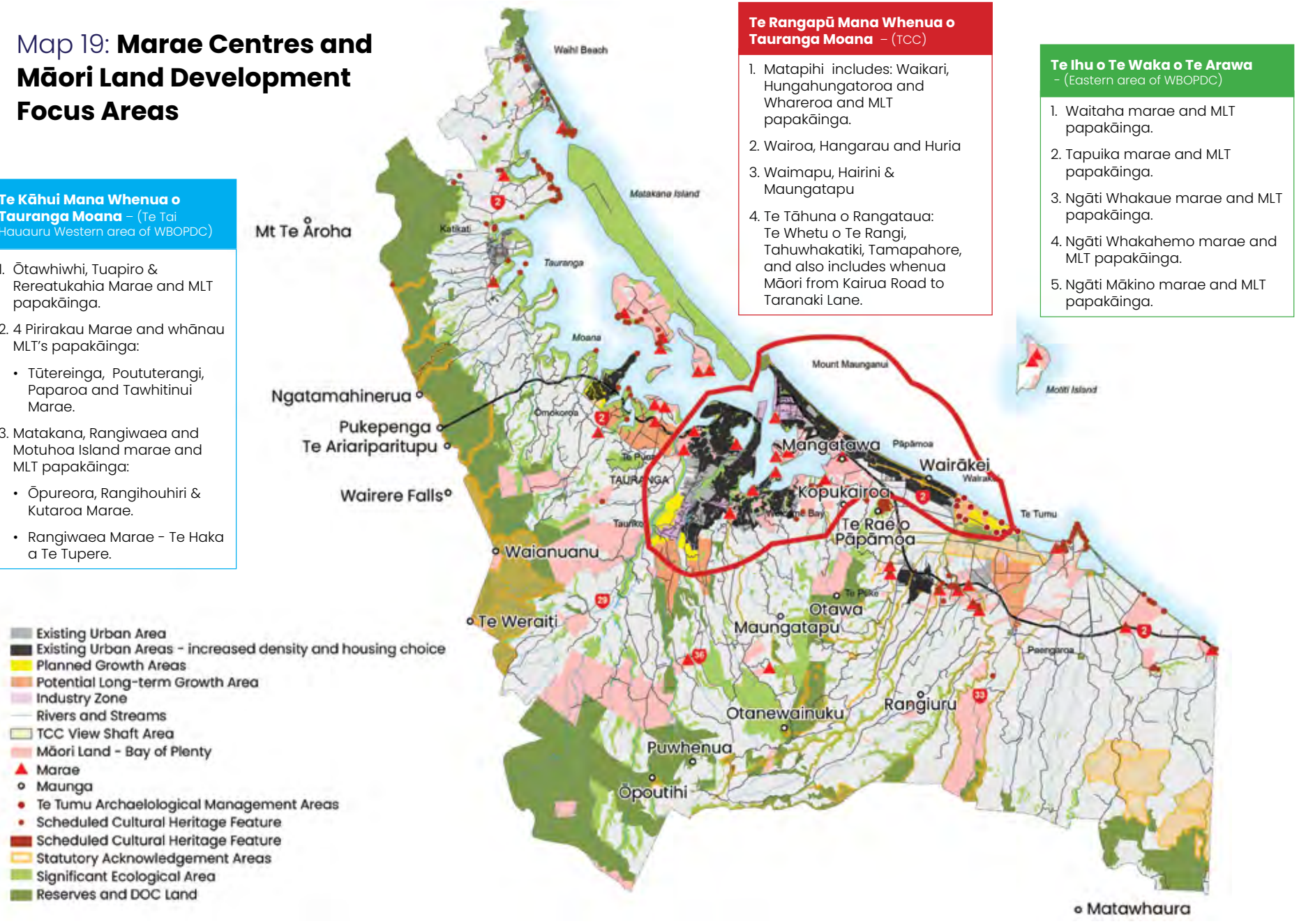
1. Ōtawhiwhi, Tuapiro & Rereatukahia Marae and MLT papakāinga.
2. 4 Pirirakau Marae and whānau MLT's papakāinga:
   - Tūtereinga, Poututerangi, Paparoa and Tawhitinui Marae.
3. Matakana, Rangiwaea and Motuhoa Island marae and MLT papakāinga:
   - Ōpureora, Rangihouhiri & Kutaroa Marae.
   - Rangiwaea Marae - Te Haka a Te Tupere.

Te Rangapū Mana Whenua o Tauranga Moana – (TCC)

1. Matapihi includes: Waikari, Hungahungatoroa and Whareroa and MLT papakāinga.
2. Wairoa, Hangarau and Huria
3. Waimapu, Hairini & Maungatapu
4. Te Tāhuna o Rangataua: Te Whetu o Te Rangi, Tahuwhakatiki, Tamapahore, and also includes whenua Māori from Kairua Road to Taranaki Lane.

Te Ihu o Te Waka o Te Arawa – (Eastern area of WBOPDC)

1. Waitaha marae and MLT papakāinga.
2. Tapuika marae and MLT papakāinga.
3. Ngāti Whakaue marae and MLT papakāinga.
4. Ngāti Whakahemo marae and MLT papakāinga.
5. Ngāti Mākino marae and MLT papakāinga.



Operating Environment Statement 2024-2027

(as at 27 May 2024)

The Strategy and FDS follows the requirements of the National Policy Statement on Urban Development 2020 – Updated May 2022, informed by related national policy direction on housing, transport and the environment under the Urban Growth Agenda. The operating environment has changed substantially with a recent change of government and associated coalition agreement and will continue to change. It is important that strategy delivery responds appropriately to this changing operating environment.

The Operating Environment Statement (OES) provides an outline of expected or likely policy settings at national, regional and local level that have the potential to have a significant impact on the delivery of the Future Development Strategy over the next three years.

Policy settings will be monitored regularly, and an assessment made of the need for changes or adjustments to the Implementation and Funding Plan and, where necessary, updates to the Future Development Strategy and/or Spatial Plan.

Changing policy settings in the following areas are expected to have a significant impact on the delivery of the Future Development Strategy.

SmartGrowth Partnership

The current NPS UD clearly mandates a joined-up approach to long term planning by defined Tier 1 and 2 authorities, with requirements for a Future Development Strategy and Implementation Plan.

Joint regional spatial planning that is robust and has weight in council land-use decision-making and investment ensures enough land and infrastructure is available to support housing and business growth objectives.

Central government partners have a major role in the provision of growth infrastructure, and engagement through the partnership will continue to support effectiveness.

With a new Tauranga City Council governance group, there will be a focus on relationship building and partnership development.

Housing and Business

The sub-region has been significantly affected by the national housing crisis, with Tauranga City having some of the worst housing affordability in the country. The sub-region is one of the only areas in the country to have an identified housing and business and shortfall over a 30-year period. The sub-region continues to face significant challenges in enabling sufficient development capacity for both housing and business in the short, medium, and long term.

Under the "Going for Growth" policy, Tier 1 and 2 councils will be required to zone enough developable land (housing capacity) for housing to meet their 30-year long-term demand estimates but make it available over the short-term (0-3 years), not long term. Greater enabled capacity in existing urban areas and on city fringes is intended to bring down land prices and increase the supply of affordable housing.

Facilitation of housing growth is an explicit goal of the Government Policy Statement on Land Transport, and one of the funding criteria in the National Land Transport Plan.

Enabling more density in transit corridors with the requisite infrastructure will support growth, with more flexibility for councils to reduce intensification in suburbs without infrastructure capacity.

Housing performance incentives are proposed for councils that deliver extra houses built in a Tier 1 and 2 Council above the long-term average for the Council. This includes considering sharing a portion of GST collected on new residential buildings with councils.

A Specified Development Project (SDP) under the Urban Development Act 2020 is under consideration for the Western Corridor. If approved by the Ministers of Housing and Finance, the SDP will bring together multiple and otherwise separate processes required for urban development and enable them to be accessed through a single, integrated process, addressing planning, infrastructure funding and implementation issues that stop complex urban development projects getting off the ground. The SDP would be overseen by a project Governance Body.

Infrastructure

A National Infrastructure Agency will be established under the direction of relevant Ministers, to coordinate government funding, connect investors with New Zealand infrastructure, and improve funding, procurement, and delivery to:

- Prioritise regional and national projects of significance.
- Facilitate or procure funding for regional and national projects of significance.
- Procure from government agencies for appropriate Crown projects.
- Oversee procurement from the private sector.

Long-term city and regional infrastructure deals will be instituted, which could include funding mechanisms such as PPPs, tolling and value capture rating to fund infrastructure.

A 30-year infrastructure pipeline will deliver long-term certainty, enable more effective planning, and reduce project costs: The plan will signal what is required for the future, both in terms of the better use of existing assets, and new investment required. The plan will be broken down by city and region, reflecting the intention to develop City and Regional Deals.

The development and efficiency of ports and strengthening of international supply networks will be supported.

Transport

The Government's top priority for investment through the draft Government Policy Statement on land transport 2024/25–2033/34 (GPS) is to support economic growth and productivity. Efficient investment in the land transport system connects people and freight quickly and safely, supporting economic growth and creating social and economic opportunities including access to land for housing growth.

Core to this priority is the re-introduction of the Roads of National Significance programme. Investment in Roads of National Significance with direct benefit in the SmartGrowth subregion are:

- State Highway 1: Cambridge to Piarere
- Tauriko West State Highway 29
- Tākitimu Northern Link Stage Two

Road pricing, such as tolling and time of use charging, will play a key role in the delivery of the Roads of National Significance programme as part of a wider package of transport revenue and investment tools.

Investments in rail should be focused on the busiest and most productive parts of the existing rail network, to support efficient movement of freight. This will complement investment in our state highway network to deliver a productive and efficient supply chain.

The Government will invest in major public transport projects alongside local government to deliver more travel choices and reduce congestion in major cities. There is significantly reduced investment in public transport outside major cities, including in the western Bay of plenty sub-region. Investment in walking and cycling is also significantly reduced.

Long Term Plans 2024-2034

These plans, and in particular the Tauranga City Council LTP, have been adopted in a challenging fiscal environment where there is constrained investment in infrastructure delivery with a focus on continuing to undertake the required planning to accommodate growth and undertake necessary land purchase.

Funding and Finance

The Infrastructure Funding and Financing (IFF) Act will be reformed to reduce red tape for developers to fund infrastructure. Combined with targeted rates to fund greenfield developments, this will remove the need for councils to fund greenfield infrastructure from their balance sheets.

Councils will be required to declare that infrastructure for new greenfield development will be funded from rates and levies applied to the new development, instead of being subsidised by other communities.

Proposed value capture tools will mean that new state highways facilitating housing growth could be partly financed by levies on land unlocked by the road. The same could be true of major new public transport projects in urban centres.

Standardised Development Contributions will be explored to determine whether there is merit in standardising the methodology that local authorities can use when charging development contributions.

Three Waters

"Local Water Done Well" is the Coalition Government's plan for managing water services delivery and infrastructure following the repeal of Water Services Reform legislation (Three Waters).

"Local Water Done Well" is a new policy/legislation aimed at addressing concerns about New Zealand's water quality and water services' infrastructure investment, while keeping control over water services and assets local.

Government has advised that two bills will be put forward to establish "Local Water Done Well". The first bill (expected mid-2024) will set out guidelines relating to how councils will manage water services and water costs through the transition. It will also make it easier for councils to establish council-controlled organisations (CCOs). The second bill (expected mid-2025) will provide for the long-term framework of managing water services, including required guidelines for long-term financial sustainability, a complete economic system for controlling water-related costs, and a new range of structural and financing tools, including a new type of financially independent council-controlled organisation.

Climate Change – Emissions Reduction

The Emissions Trading Scheme (ETS) is the Government's key tool to reduce emissions. The second emissions reduction plan is due to be published by the end of 2024 under the legislation. This will include deciding on the cross-sector policy mix, to ensure the second emissions budget is achieved, and NZ is on track to achieve net-zero by 2050.

The Government is committed to doubling renewable energy through its Electrify NZ policy by removing red tape and regulatory constraints. The Government is also committed to delivering 10,000 public EV chargers by 2030, subject to cost benefit analysis. Doubling renewable energy and delivering a comprehensive, nationwide network of public EV chargers will reduce New Zealand's emissions by enabling the electrification of New Zealand's vehicle fleet.

Resource Management System Reform

The Natural and Built Environment Act 2023 (NBA) was repealed in December 2023 as the first phase of reform.

The second phase of reform encompasses new fast track consenting legislation, and changes in National Policy Statement direction.

A fast-track consenting process is proposed to ease the delivery of locally, regionally, and nationally significant infrastructure and developments. The fast-track system will set out a 'one-stop shop' process for approvals under a range of legislation, including the RMA. The process includes a referral by Ministers for suitable projects. Referred projects will go to an Expert Panel, which will have limited ability to decline a project once referred.

Changes in National Policy Statement direction under the RMA include:

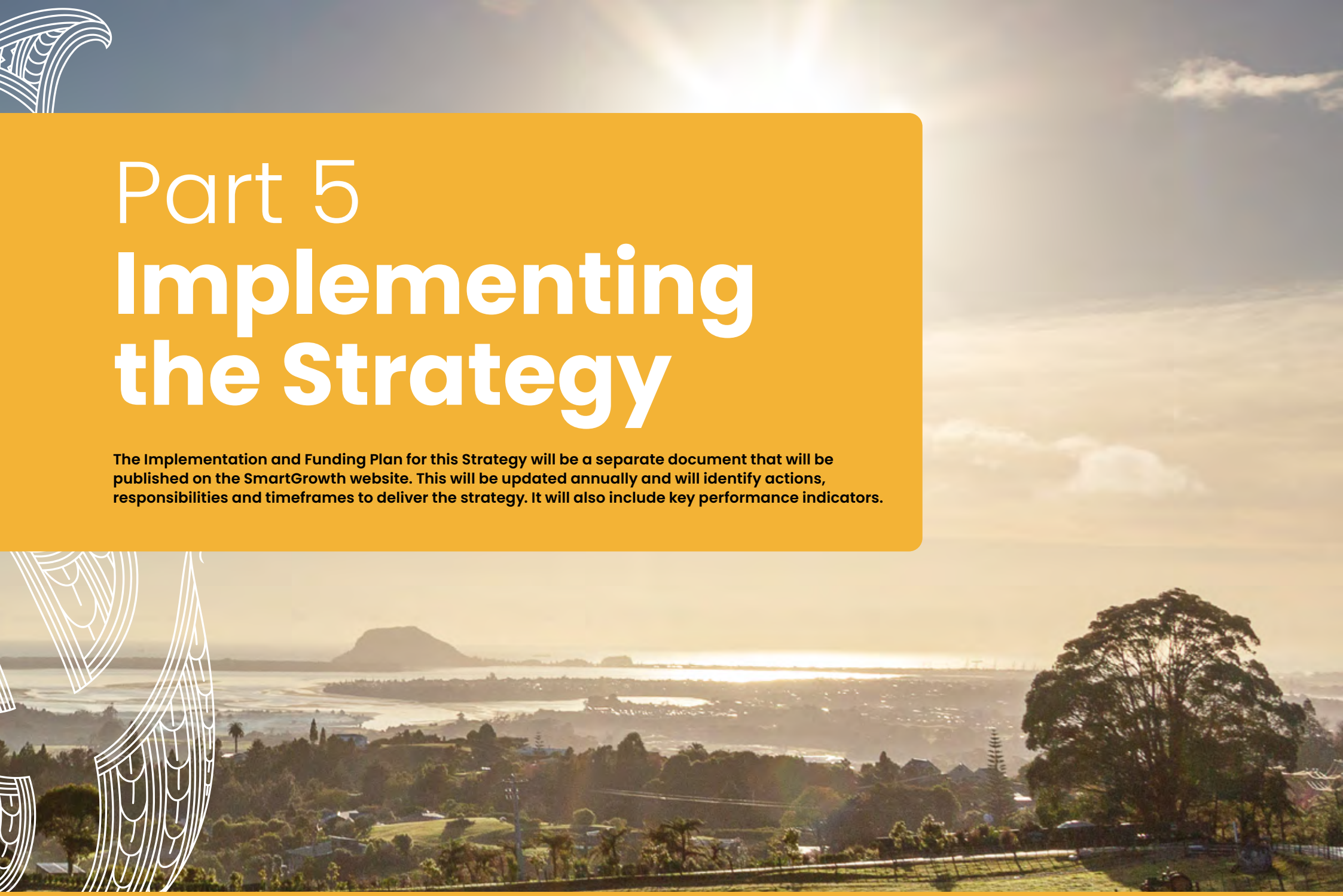
- Cease implementation of new Significant Natural Areas and seek advice on the operation of existing Significant Natural Areas as part of the Government's programme to reform the Resource Management Act.
- Review and replace the National Policy Statement for Freshwater Management 2020 in this parliamentary term. This will be done through the RMA process for developing and amending national direction. The Government has extended the statutory deadline for councils to notify freshwater planning instruments to implement the NPS-FM by three years.
- In the interim the Government has signaled its intention to progress changes to how the hierarchy of obligations contained in the Te Mana o te Wai provisions of the NPS-FM applies to consent applications and consent decisions. The intention is that these changes will be made through a separate RMA amendment bill this year.
- Commence an urgent review into the implementation of the National Policy Statement on Indigenous Biodiversity before any implementation.
- Re-focus the NPS-HPL by maintaining protection of the most productive soils (LUC 1 & 2), while excluding LUC-3 category land.

An integrated national direction package is proposed for completion by early 2026.

The third phase of reform will develop replacement RMA legislation, potentially in place by early 2026. The general thrust of the RM system changes is to remove or reduce constraints to development.

Part 5
Implementing the Strategy

The Implementation and Funding Plan for this Strategy will be a separate document that will be published on the SmartGrowth website. This will be updated annually and will identify actions, responsibilities and timeframes to deliver the strategy. It will also include key performance indicators.



Implementation and Funding Plan

The NPS-UD requires that a separate Implementation Plan be prepared for the Future Development Strategy (FDS).

The Implementation Plan:

- is not part of the FDS
- is not subject to the consultation and engagement requirements under the Local Government Act, and
- does not have the effect of an FDS when Councils are preparing or changing RMA planning documents

The SmartGrowth partners will prepare an Implementation and Funding Plan for the whole Strategy, including the Future Development Strategy. The Implementation Plan will set out the details of Key Actions over three years that are required to give effect to the Strategy including assigning roles, responsibilities, timeframes and programme resourcing by the SmartGrowth partners.

The Implementation and Funding Plan identifies key actions that require scoping, resourcing and funding. Key Actions address the following:

- Future Development Strategy: Actions to implement the FDS as required by NPS UD for each of the Growth Corridors, including land use planning and infrastructure delivery and funding (including funding gaps), aligned with LTPs;
- Spatial Plan: Actions to implement longer term spatial planning outcomes, including investigations to support future Strategy and FDS reviews such as demographic studies and Housing and Business Assessments;
- Urban Growth Partnership – the way we work: Actions to meet our statutory obligations, enhance delivery and maintain SmartGrowth partnership arrangements.

The Implementation and Funding Plan is an important mechanism for partners and key stakeholders to align their planning, funding and delivery to a common view of the location, form, scale, and timing of urban development. This extends to all providers of land and infrastructure for growth, including local government, central government, network utility providers, property developers, Māori land trusts, and community housing trusts. If partners are constrained in their ability to support implementation, their obligation is to advise the partnership with a view to resolving the constraint or changing or adapting the plan.

The Implementation and Funding Plan will be reviewed annually and updated as required to respond to emerging challenges and changes including responses to changing government policy settings. This will occur in collaboration with SmartGrowth Partners and stakeholders, with timing that is aligned closely with the planning cycles of SmartGrowth Partners.

The Strategy identifies five Transformational Shifts. These will guide the priorities for the Implementation Plan. The Transformational Shifts and the potential initiatives that the Implementation Plan will consider in more detail are outlined opposite.

Transformational Shift	Implementation examples
Homes for Everyone	Housing System Plan plus actions arising Priority Development Areas
Marae as Centres and Opportunities for Whenua Māori	Detailed spatial / structure planning for Whenua Māori areas that have been signalled for development

Transformational Shift	Implementation examples
Emissions Reduction through Connected Centres	Transport System Plan delivery including PT services business case and multimodal projects Local area spatial plans to deliver higher densities and 15-minute neighbourhoods
Restore and enhance eco-systems for future generations	Wetland restoration "Sustainable Development Framework" for urban development
Strong economic corridors linking the East and West to the City and the Port	Work with Future Proof partners in the Waikato on a Trans-Kaimai plan Transport System Plan delivery
Radical change to the delivery, funding and financing model for growth	Investment prioritisation Working with Central Government on funding partnership solutions

The Plan should also assist users to understand the delivery mechanisms of the SG partnership. This will include up to date background information on things such as:

- Actions delivered individually by partners;
- Actions delivered collectively by joint mechanisms such as the Transport System Plan, Housing System Plan, Priority Development Areas, "City / Regional Deals", and Specified Development Projects;
- How these delivery arrangements interrelate, using an organisation chart;
- Mapping of Growth Corridors, Priority Development Areas, Spatial Plan areas, and other spatial information.

Infrastructure Funding and Financing

Planning and delivering infrastructure is expensive. Both territorial authorities in the sub-region face significant funding challenges in order to enable sufficient development capacity in the short, medium and long term. It is recognised by Government that many councils across New Zealand are struggling to afford the costs of servicing rapid growth, associated with one or more of the following:

- Funding of new infrastructure and delivery of services
- Replacement of ageing infrastructure
- Community expectations around better services
- Regulatory requirements
- Climate change adaptation and infrastructure resilience issues.

Growth councils like Tauranga City and the Western Bay of Plenty District face substantial infrastructure challenges to address existing deficits and to provide for future growth.

The ability to fund priority amenity and infrastructure projects is limited to the current tools available to councils, namely debt, rates, cost efficiencies and user fees and charges (including development contributions). This is an issue throughout the country but there are significant pressures on growth councils. Growth areas face high debt to revenue levels; increasing demands for civic amenities and increasing costs associated with growth infrastructure.

There is a need for significant additional finance and the use of a wider variety of funding tools to support infrastructure investment, particularly transport. All of this is in an environment of significant proposed rates increases and constrained balance sheets, particularly for Tauranga City Council. Other partner agencies also face funding and financing

challenges. The ability to provide funding within the timeframes required remains uncertain and is therefore a significant risk to delivery.

Central Government has introduced tools to assist with the delivery and funding of urban development. This includes the Infrastructure Funding and Financing Act 2020, the Urban Development Act 2020, the Housing Acceleration Fund and the Māori Infrastructure Fund.

Providing the infrastructure required to meet demand and adequately accommodate growth is critical for the social and economic wellbeing of the community. The SmartGrowth partnership has been working hard within the current policy settings and funding and financing mechanisms to ensure that growth infrastructure is delivered in a timely way. While the new tools that have been introduced significantly enhance the ability of councils to deliver much needed growth infrastructure, it is still not enough.

There are multiple funding and financing mechanisms to pay for growth and these are not always well integrated. There is also a time and cost associated with making multiple applications for funding and financing. The alignment between local and central government infrastructure funding needs to be improved, particularly when it comes to timing. A number of established tools are reaching their practical limits, for example debt constraints can hamper the ability of high-growth councils to invest in infrastructure fast enough to meet the demand for new development.[1]

A critical issue for SmartGrowth is the need to find enduring funding solutions set within a framework of delivering well-functioning urban environments. The SmartGrowth partners need a funding framework to operate within, along with commitment from all partners. The need for this is urgent given the environmental, social, and economic cost of infrastructure not keeping pace with growth.

1 SmartGrowth Funding and Financing Review, Final Report, Ascari, 2022: https://assets.website-files.com/639c0b75c31ac6442f8d9994/63ed3a561d8984fd21d68336_ascari-smartgrowth-funding-review-final-v31-august-2022%20(1).pdf

CASE STUDY

Tauriko West Funding Agreement

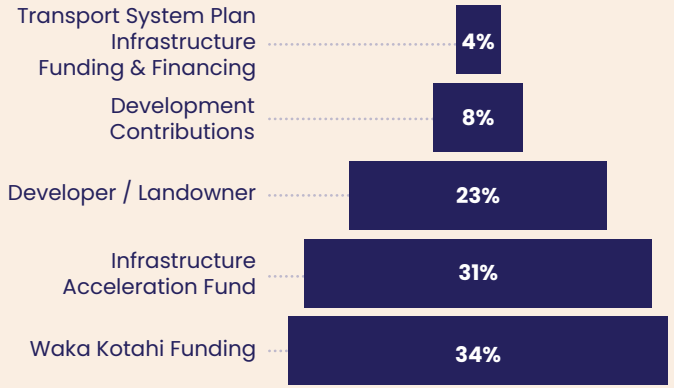
Over the last few years, Tauranga City Council has been working with Central Government and developers to agree a funding stack for the Tauriko West Enabling Works. The enabling works are a package of transport improvement projects required to enable the Tauriko West growth area. This is only part of the wider infrastructure required to deliver this growth area.

Extensive negotiations have occurred with various parties to secure the funding required. The overall package will cost around $258 million. The original estimate was $30-$40 million which indicates the massive cost escalations that have occurred.

There are ongoing challenges in terms of aligning the different funding sources and the timing of these. Despite the significant amount of work and negotiations that have gone into the agreement, there is still a high level of risk and uncertainty around the funding as a number of the contributions are conditional upon other processes.

The funding agreement has enabled Tauranga City Council to keep a significant amount of debt off its balance sheet.

TAURIKO WEST FUNDING STACK



Resource Management System

Development and protection outcomes from the Strategy need to be given effect through the resource management system including regional and district level plans. These plans will also give effect to any national planning requirements that may apply at the time.

Plan making, consenting and permitting processes create significant timeframe and cost to delivery of development capacity, and legislative reforms have endeavoured to address this.

It is likely that during the life of the Strategy, transition to a new or changed resource management system will occur.

Any new resource management system presents an opportunity to improve the way development is regulated and controlled, providing greater certainty and achieving improved outcomes. This may also lead to organisational changes to support delivery.

Regardless, partners need to ensure that implementation through consenting and permitting strongly supports the priority outcomes in the Strategy.

Partnership and Collaboration

Partnership and collaborative leadership are key pillars of the SmartGrowth Strategy. Over the last 20 plus years, SmartGrowth has fostered a unique approach based on developing good relationships, building trust, and advancing new ways of working together. This led to the formation of SmartGrowth as an Urban Growth Partnership in 2020 which involved the Crown joining SmartGrowth alongside the councils and tāngata whenua.

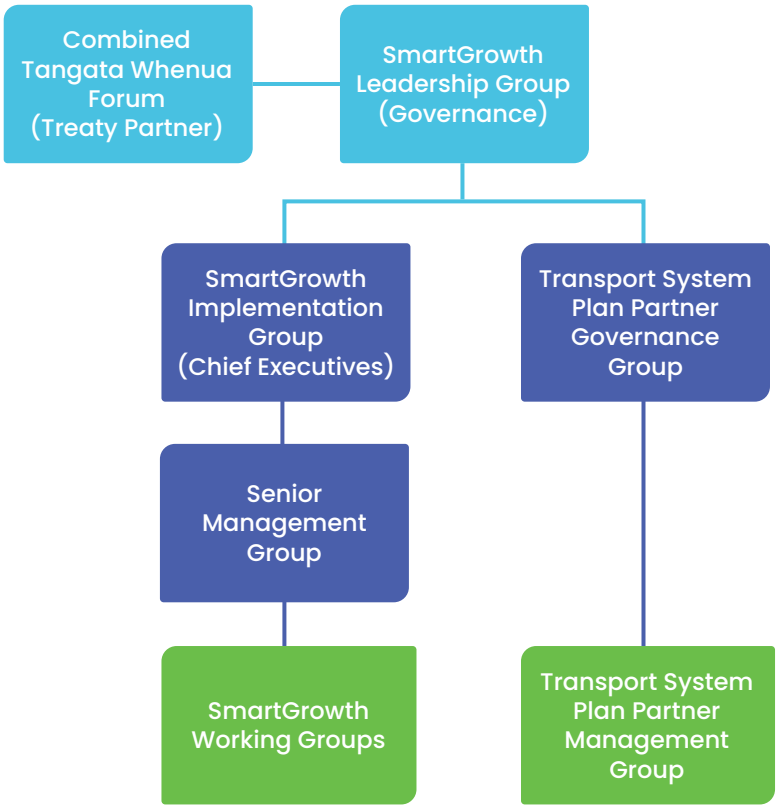
SmartGrowth was an early example of partnership between local authorities and tāngata whenua. Several mechanisms are in place to ensure tāngata whenua are active partners in SmartGrowth at all levels.

The current structure of SmartGrowth is illustrated on the following page.

Collaborative leadership is about recognising that the western Bay of Plenty needs to plan together as a sub-region, rather than as separate authorities and districts. To that end, where there are studies or investigations, or proposals by either local government or the private sector, then a boundary- less approach is to be taken in the development of any studies, consideration of proposals or applications to ensure that consideration is given to the most appropriate outcome in the best interests of the sub-region in the long term.

SmartGrowth provides a collaborative leadership approach to the management of key issues facing the western Bay of Plenty. Working together from one agreed Strategy allows for greater efficiencies and provides certainty to all partners and the community that we are collaborating to manage growth.

Figure 30: **SmartGrowth Structure**



Monitoring and Review

There will always be uncertainties and changes in our operating environment. This includes changes in political, economic, social, technological, legal and environmental factors that influence the Strategy.

Monitoring and review will be important to ensure that the Strategy adapts to any new initiatives and changes that will occur.

This SmartGrowth Strategy will be reviewed every 10 years or if circumstances change substantially which necessitates an earlier review.

A Future Development Strategy must be prepared every six years. It will be reviewed every three years to determine whether any updates are required. This will occur in alignment with long-term plan cycles.

The Implementation and Funding Plan will be reviewed in alignment with long-term plan cycles. The Implementation and Funding Plan will identify priority actions and will enable urgent responses where necessary.

Priority Development Areas (PDAs) are identified to address the significant and urgent housing and business land needs within the SmartGrowth area with an enhanced, high-energy and 'can do' partnership focus that works to 'unlock' development at the required pace and scale. PDAs are tracked and reported each quarter to the SmartGrowth Partners. PDAs seek to ensure close alignment, integration and coordination between respective key public sector agency programmes and actions.

SmartGrowth has Key Performance Indicators (KPIs) that are monitored from both UFTI and the Transport System Plan (TSP). The Implementation Plan will review the KPIs to ensure they are fit for purpose and add any that are required to reflect the transformational shifts outlined above. The Plan will provide for the ongoing monitoring and review of these KPIs These will be monitored and reported on annually through the SmartGrowth Leadership Group.

Appendices

Appendix 1: Abbreviations and Definitions

Abbreviations

BOP	Bay of Plenty
BOPRC	Bay of Plenty Regional Council
CBD	Central Business District
CTWF	Combined Tāngata Whenua Forum
ERP	Emissions Reduction Plan
FDS	Future Development Strategy
GDP	Gross Domestic Product
HBA	Housing and Business Development Capacity Assessment
HUD	Ministry of Housing & Urban Development
JSP	Joint Spatial Plan
KO	Kāinga Ora
KPI	Key Performance Indicator
LGA	Local Government Act 2002
LTMA	Land Transport Management Act 2003
LTP	Long-Term Plan
NPS-ET	National Policy Statement on Electricity Transmission
NPS-FM	National Policy Statement on Freshwater Management
NPS-IB	National Policy Statement on Indigenous Biodiversity
NPS-HPL	National Policy Statement on Highly Productive Land
NPS-UD	National Policy Statement on Urban Development
PDA	Priority Development Area
PT	Public Transport
RLTP	Regional Land Transport Plan
RPTP	Regional Public Transport Plan
RMA	Resource Management Act 1991
RPS	Regional Policy Statement
SH	State Highway
TCC	Tauranga City Council
TECT	Tauranga Energy Consumer Trust
TSP	Transport System Plan
UFTI	Urban Form and Transport Initiative
UGA	Urban Growth Agenda
VKT	Vehicle kilometres travelled
WBOPDC	Western Bay of Plenty District Council
WWTP	Wastewater Treatment Plant

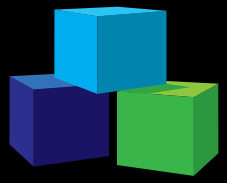
Definitions

Accessible Streets	Streets designed to improve safety for footpath users, encourage active modes of transport, and support the creation of more liveable and vibrant towns and cities.
Active modes	Forms of transport that involve physical exercise – for example walking and cycling.
Amenity	As defined in the Resource Management Act 1991.
Blue-green network / environment	An overlay of the current and envisioned blue-green spatial framework that incorporates the linkages between the maunga (mountains), ngāhere (forests), awa (waterways), tāhuna (estuaries) and moana (harbours and ocean).
Brownfield	Development that occurs on existing urban land that has already been developed.
Business land	Land used for commercial or industrial activities.
Catchment management plan	A plan which manages water resources and land use on a catchment scale.
City Centre	Areas used predominantly for a broad range of commercial, community, recreational and residential activities. The zone is the main centre for the district or region. For this Strategy the City Centre refers to the Tauranga City Centre.
Commercial	Land that is predominantly used for office, retail and services.
Connected Centres	The preferred spatial scenario that underpins the SmartGrowth Strategy. This is set out in detail in the UFTI Final Report and supporting documents.
Environmental limit	The level of some environmental pressure, indicator of environmental state or benefit derived from the natural resource system, beyond which conditions are deemed to be unacceptable in some way.
Four wellbeings	Refers to the four aspects of community wellbeing: environment, social, cultural and economic.
Frequent public transport system	High frequency, high-capacity public transport service with frequent stops and prioritisation elements.
Greenfield	Sub-division and/or housing development of previously undeveloped rural land.
Growth management	Refers to planning techniques to ensure that as the population grows there is a land use and infrastructure plan in place. It can also involve an analysis of physical and environmental factors together with economic, cultural and social factors which directly impact on land use planning.
Hapū	Sub-tribe, usually containing a number of whānau with a common ancestor
Hapū /iwi management plan	A plan relating to the development and protection of resources of significance to a hapū or iwi.
Industrial	Land that is predominantly used for manufacturing, servicing and distribution activities It may include retail which services the needs of the specific industrial business land area.

Infrastructure	All permanent installations of the sub-region and includes pipe, cable/wire, roading, electricity generation, waste management, open space and community facilities contributed to and accessible to the community.
Intensification	An increase in the density (of dwellings, activity units, population, employment etc) over the current density of a given area.
Iwi	This term refers to a Māori tribe. Iwi usually contain a number of hapū with a common ancestor.
"Live, work, learn and play"	"Live, work, learn and play" is a concept that encourages the provision of housing, business, investment, education, community activities, and recreation within a local area.
Low-cost low risk programme	Any activity within an identified activity class that has a total implementation cost within the Low Cost Low Risk threshold.
Mana whakahaere	The mana whenua exercise of customary, traditional and contemporary authority, influence, and/or decision making over an area or resource.
Mana whenua	The tāngata whenua group or groups with primary interests over an area. These areas could include groups who exercise mana whakahaere over rivers and fresh water bodies (mana awa/ mana wai) and/or with mana whakahaere over marine environments (mana moana/mana wai).
Papakāinga	Housing on ancestral Māori land and can include other activities associated with the nature and function of the papakāinga.
Place-making	This term refers to an overarching idea and a hands-on approach for improving a neighborhood, city or region. It is about collectively designing communities and reinventing public spaces for the benefit of the community. The aim is to strengthen the connection between people and the places they share. It is more than just achieving better urban design. It also facilitates creative patterns of use, paying particular attention to the environmental, cultural, social and economic identities that define a place and support its ongoing evolution.
Planned growth area	Areas identified for growth where investigations have been completed.
Potential long-term growth area	Areas identified in UFTI, but they have not yet been fully investigated and/or confirmed. Note that two of these areas have been included in the FDS section of the Strategy as Long-Term Growth Areas as they are needed to meet the housing and business shortfall. They are still subject to investigation and confirmation of their timing and spatial extent.
Potential town centre	Locations that may turn into full town centres in the future
Public or social housing	Housing provided by public and private agencies for those unable to afford market-based rentals.
Rapid Transit	Public transport capable of moving a large number of people with largely dedicated or exclusive right-of-way routes.
Rural areas	Residual land not included in the areas to protect, existing urban or future urban areas.

Rural residential	Residential development in rural areas which is predominantly for residential activity and is not ancillary to a rural or agricultural use. It includes countryside living.
Social	Includes all community development processes.
Social and Community Infrastructure	Community infrastructure is defined in s197 of the LGA 2002 meaning land, or development assets on land, owned or controlled by the territorial authority for the purpose of providing public amenities. Social infrastructure extends to services provided by Central Government such as schools and healthcare.
Spatial Plan	Identifies existing uses and areas for growth, development and improvement including transport, te taiao (environment) and infrastructure. This is done by taking a layered approach, where fundamentals such as areas to protect, tāngata whenua values and climate change are outlined first. This provides the basis for moving forward.
Strategic transport corridors	Significant road, rail and/or passenger transport routes.
Sustainable	A process that takes account of all necessary environmental, ecological, economic cultural and community factors, and which uses this information to provide for the wellbeing of current and future generations.
Sustainable Development	Has the following meaning as set out in the Local Government Act 2002, which says that in taking a sustainable development approach, a local authority should take into account— • the social, economic, and cultural wellbeing of people and communities; and • the need to maintain and enhance the quality of the environment; and • the reasonably foreseeable needs of future generations.
Tāngata whenua	Māori and their whānau, marae, hapū and iwi that whakapapa, or have genealogical connections, back to the land by virtue of first or primary occupation of the land by ancestor(s) through a variety of mechanisms such as maintaining ahi kaa roa (long-term occupation) or conquest. Where the context requires, tāngata whenua includes mana whenua.
Three waters	The combined water supply, wastewater, and stormwater networks that deliver water to residential, commercial, industrial and other users.
Town centre	Areas used predominantly for a range of commercial, community, recreational and residential activities that service the needs of the immediate and neighbouring suburbs.
Urban	A concentration of residential, commercial and/or industrial activities, having the nature of a city, town, suburb or a village which is predominantly non-agricultural or non-rural in nature.

Wāhi tapu	Are described as sacred sites/resources with cultural or spiritual importance for Māori and in particular the kaitiaki over the area. There are also sites that are important not just for their historical value but because they serve as reference points for direction and growth and ensure a stable cultural development. The removal, destruction, inappropriate development, modification and damage of wāhi tapu causes great concern for iwi/ hapū and threatens the integrity of the tribal/ hapū identity, mana and growth and therefore the relationship of Māori with their culture and traditions with their ancestral lands, water, sites, wāhi tapu, and other taonga.
Water Services Entity	New publicly-owned entities that will run New Zealand's drinking water, wastewater and stormwater services – currently operated by councils on behalf of communities. These have been set up under the Water Services Entities Act 2023.
Western Bay of Plenty sub-region	Refers to the territorial areas of Tauranga City and Western Bay of Plenty District.
15-minute neighbourhoods	Being able to access local social and economic opportunities within a 15-minute journey time (walk or bike ride)



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