



**SmartGrowth**

Building our futures together

# **SMARTGROWTH STRATEGY 2023–2073**

**DRAFT FOR CONSULTATION**







# 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

## Here's what you need to know about SmartGrowth 2023

We know things are hard at the moment, and that you're not always experiencing the best of the Bay of Plenty lifestyle.

There are frustrations. Being stuck in traffic trying to get from A to B, needing to plan the time and route of a journey to avoid traffic queues, and the uncertainty of housing – whether that's being able to find a suitable rental or affordably buy a home.

The catalyst for this current environment is that our sub-region is growing rapidly, exceeding all growth projections. This is putting incredible pressure on our roads and housing supply, and key infrastructure such as new roads, pipes and parks are not yet in place.

From Waihi Beach to Otamarakau, and everywhere in between, we remain one of the fastest growing areas of the country. In fact, to accommodate the 282,900 people who will live here by 2050, we are going to need up to 43,000 additional homes.

This growth will happen and it needs to be accommodated, which means it is essential that we work together now to develop smart ways to manage the impact this is already having – and will continue to have – on our transport, housing and climate.

The SmartGrowth Strategy 2023 is our plan to help manage this growth.

SmartGrowth is a partnership between Tauranga City Council, the Bay of Plenty Regional Council, the Western Bay of Plenty District Council, Tāngata Whenua and central Government (in particular Waka Kotahi – the New Zealand Transport Agency). Together we're committed to the idea that we cannot simply continue as we are, but that we need to do things differently and plan to manage growth.



The Smartgrowth Strategy considers how housing, land, infrastructure, transport, community development, tāngata whenua values and aspirations, and the natural environment must be looked at together to achieve effective and sustainable long-term growth.

Being proactive now means we can reduce the impacts on how we travel, shape the options for where we live and how we connect with our community, and ensure we protect and enhance our natural and cultural environments.

We will focus on:

- ensuring existing and future residents have access to a choice of homes and a range of employment opportunities, with good connections between them.
- ensuring communities have necessary infrastructure such as good roads, water and power supply and easy access to shops, libraries, community centres, playgrounds and schools.
- growth being planned in a coordinated way and future development being centred around identified priority development areas. We aim to avoid developing 'out' through new greenfield land unless this is in a planned growth area, opting instead for developing 'up' through intensification, with townhouses or apartments.

These issues are not easy to solve, as they require big budgets and multiple partners working together to achieve a collective goal, and a commitment to supporting existing and future populations.

The SmartGrowth Strategy is our plan to manage growth, and it is now available for you to read. We would love you to provide feedback on the strategy and tell us what you think.

Share your thoughts with us before Friday 20 October via the option that suits you best:

- **Online wānanga ipurangi** – head to our web page to check out the draft strategy – [www.smartgrowthbop.org.nz/smartgrowth-strategy-2023](http://www.smartgrowthbop.org.nz/smartgrowth-strategy-2023)
- **Hard copy pepa mārō** – printed feedback forms are available at all council libraries and service centres

There is also the opportunity to speak to your feedback with the political panel. Please indicate in your feedback if you would like to do so, or by emailing the address provided below:

- **Face to face kanohi ki te kanohi**
  - Date: 4–6 December
  - Venue: Council chambers, Western Bay of Plenty District Council
  - Email [haveyoursay@westernbay.govt.nz](mailto:haveyoursay@westernbay.govt.nz) to register your interest

Ngā mihi,

Andrew Turner  
**SmartGrowth Independent Chair**





## Partners



New Zealand Government

**Disclaimer:** SmartGrowth does not make any representation or give any warranty as to the accuracy or exhaustiveness of the information provided in the maps in this Strategy. The information included on the maps is indicative only and is not a complete database of all information available. The information provided is not to be relied on for detailed assessments and you must seek your own advice as to its accuracy or exhaustiveness.

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

- Tauranga City Council [maps.tauranga.govt.nz/exploring/maps](https://maps.tauranga.govt.nz/exploring/maps)
- Western Bay of Plenty District Council maps [map.westernbay.govt.nz/Gallery](https://map.westernbay.govt.nz/Gallery)
- Bay of Plenty Regional Council maps [maps.boprc.govt.nz](https://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 Whareki Otamarakau from Waihi Beach to Otamarakau.



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# Part 1

# **Introduction and Context**





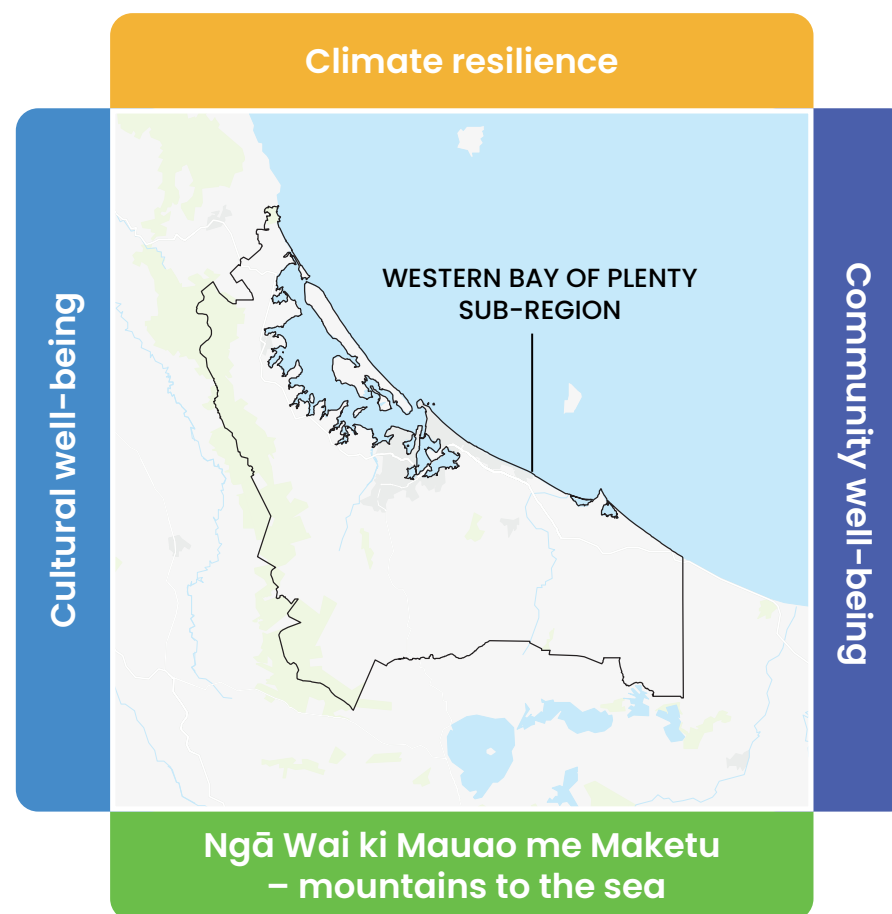
# Our sub-region

**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.<sup>1</sup>**

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<sup>2</sup> and Water Services 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.<sup>3</sup>

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.

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.

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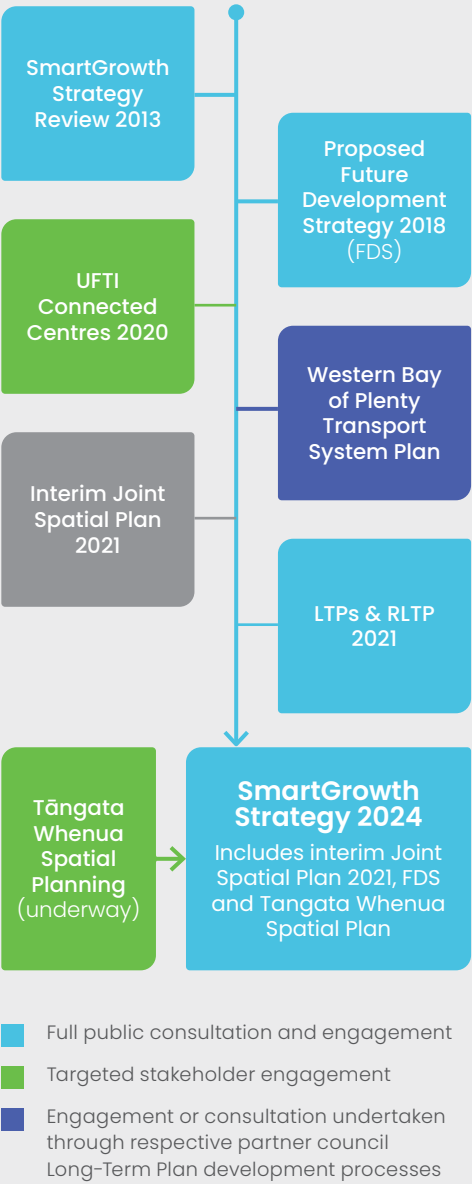
<sup>1</sup> The territorial areas of Tauranga City and Western Bay of Plenty District.

<sup>2</sup> The western Bay of Plenty sub-region's economic development agency.

<sup>3</sup> 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
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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 the Government's Urban Growth Agenda (UGA), 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.<sup>4</sup> 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.<sup>5</sup> 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.

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<sup>4</sup> Population forecast based on NIDEA long-term scenario for the sub-region.

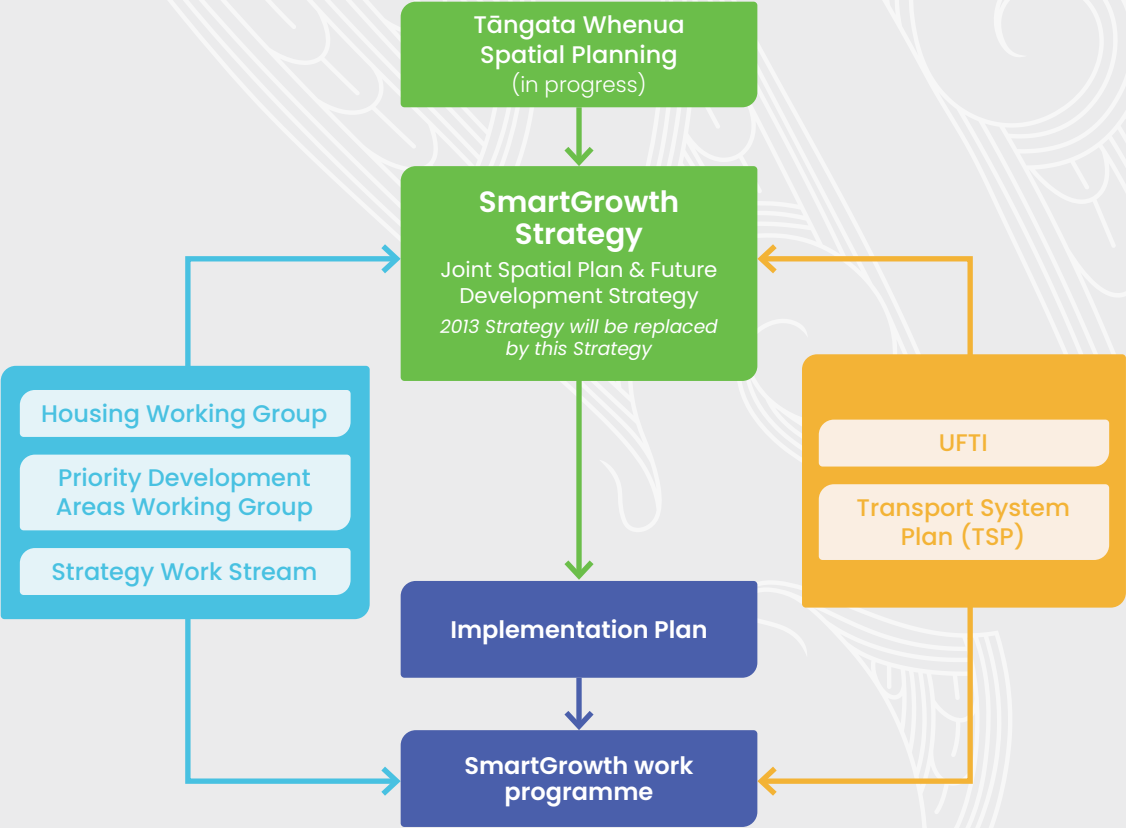
<sup>5</sup> <https://www.smartgrowthbop.org.nz/categories/ufti>



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 – and future Spatial Planning and Natural and Built Environment Acts, 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 landscape and to provide a solid foundation for future regional spatial planning.



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.

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. This includes a mandatory requirement for regional spatial strategies under the Spatial Planning Act (SPA) as part of the Resource Management reforms. There are also other initiatives underway or recently completed such as the Local Government Three Waters Reforms, the review of the Local Government sector as well as government and national policy statements that are being developed or have been recently introduced. There are some tensions between the priorities set out in some of these documents which will need to be resolved. The SmartGrowth Strategy will need to align as much as possible with future requirements under the proposed legislative reforms and other national direction, so that it provides a solid planning framework for future region-wide spatial planning and any other changes that may arise.

# Vision, Objectives and Transformational Shifts

The SmartGrowth **vision** is:

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



Four well-beings:



## 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 well-being 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 well-beings 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.

## 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<sub>2</sub>).



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

## 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.<sup>6</sup>

This principle recognises:

- the interconnected nature of people and environment. Growth planning within the sub-region can have far-reaching impacts on both the well-being 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.

<sup>6</sup> The limits referred to in this context are set by National Policy Statements and Environmental Standards, and in by the Natural and Built Environment Act and the National Planning Framework.

### 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<sup>7</sup>.

#### 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.

<sup>7</sup> 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 approach supports mana whenua practice and exercise of “ahi ka / ahikāroa” being the occupation of the whenua in a new and evolving context, strengthening communities in the face of change.

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#### **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.

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#### **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.

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#### **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.<sup>8</sup> 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).<sup>9</sup> Average household incomes in the sub-region are below the national average.<sup>10</sup> Figure 3 illustrates the demographic changes facing the sub-region. These significant demographic changes are having, and will continue to have, a profound influence on how we plan for our sub-region.

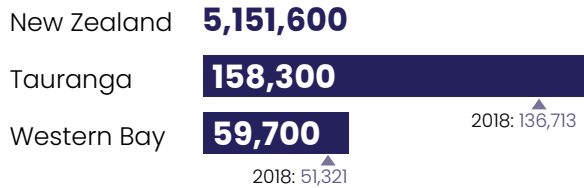
<sup>8</sup> Stats NZ, as at 30 June 2022

<sup>9</sup> NZDep2018 Index of Deprivation

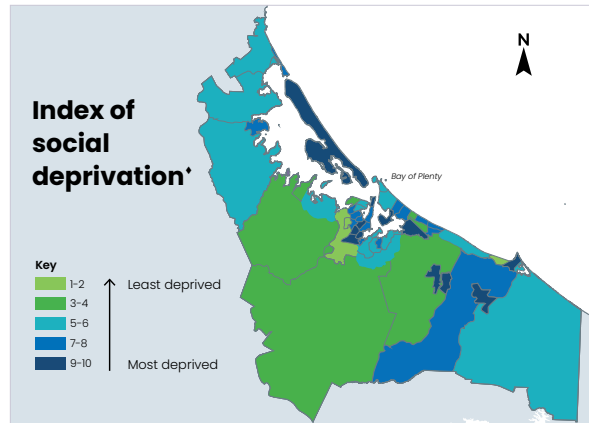
<sup>10</sup> MBIE Regional Economic Activity, 2019

Figure 3: Western Bay of Plenty sub-region demographics

## Population estimate 2022\*



## Social deprivation



## Population weighted deprivation index 2018\*



## Households with internet access 2018\*



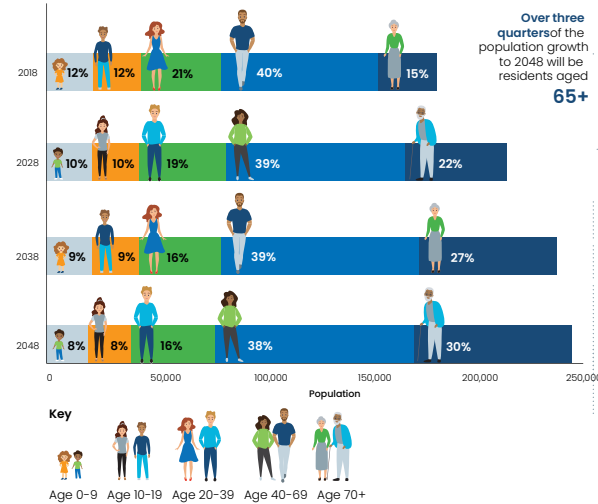
New Zealand **86.1%**

Tauranga **87.8%**

Western Bay **86.2%**

## Demographic change

Projected demographic change in our sub-region 2018-2048\*

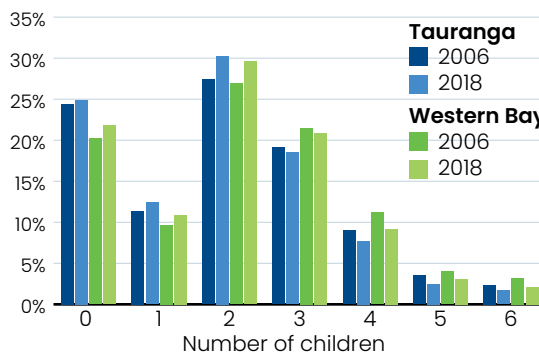


## Median age 2018\*

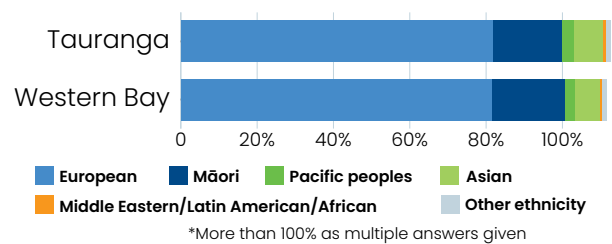
Tauranga: **40.4 years**

Western Bay: **45.2 years**

## Children born to each female 2006 & 2018\*



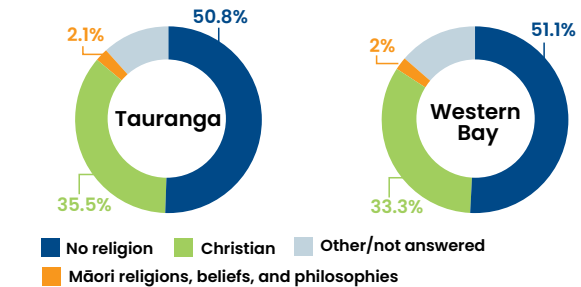
## Ethnicity 2018\*



## 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)

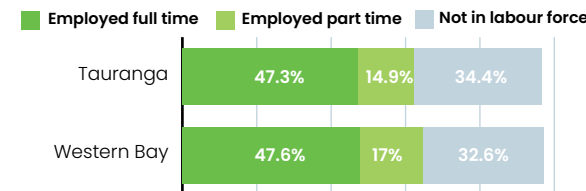




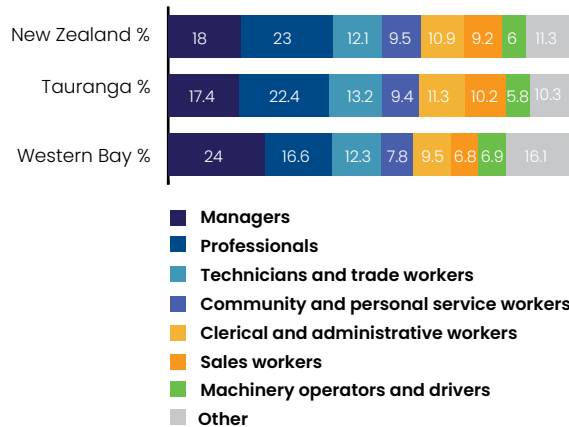
The sub-region's economic story is one of strong growth which has brought with it more jobs and opportunities. For the last several years, the western Bay of Plenty has had GDP growth above the national average. There has been strong growth in employment in the sub-region and as a result the unemployment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

NZ	\$106,600
Tauranga	\$99,900
Western Bay	\$100,700

#### Mean weekly rent 2021

NZ	\$483
Tauranga	\$546
Western Bay	\$463

#### GDP per capita 2020

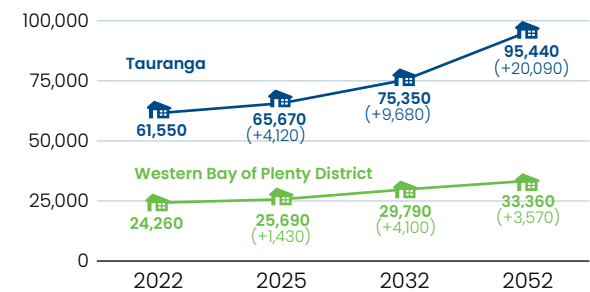
NZ	\$63,556
Tauranga	\$65,944
Western Bay	\$44,026

Regional economic activity report (mbie.govt.nz)

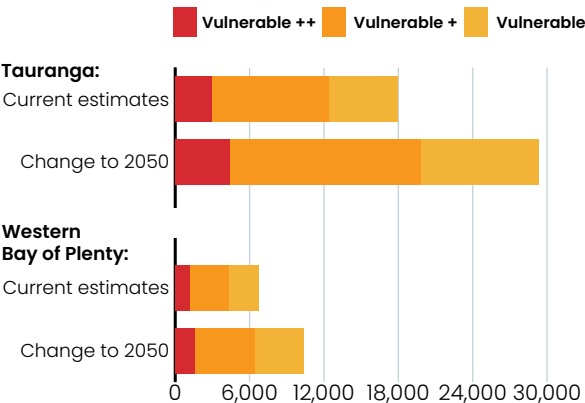
The sub-region is facing a significant housing challenge with Tauranga City having one of the least affordable housing markets in the country.<sup>11</sup> As a result, home ownership rates are declining and are projected to drop further in the future. The waiting list for public housing has grown 307% 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.

Figure 5: The Sub-regional Housing Challenge

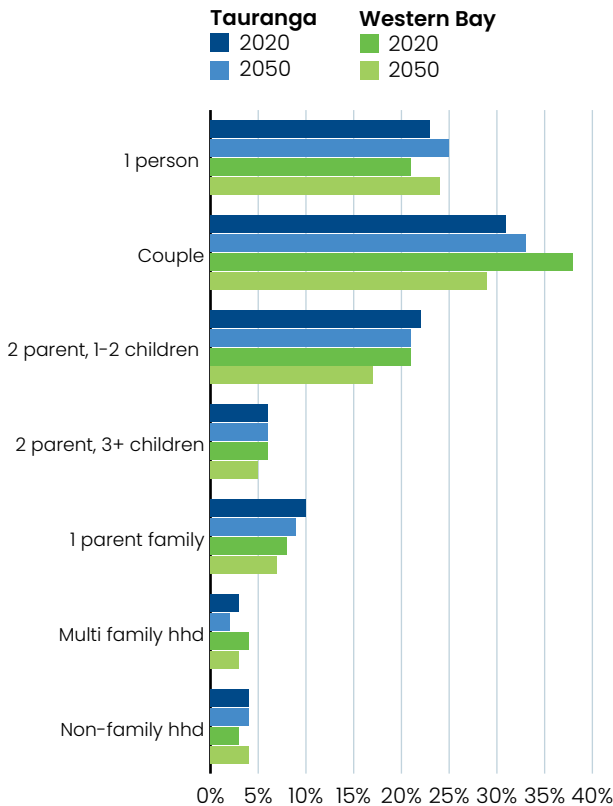
Housing demand



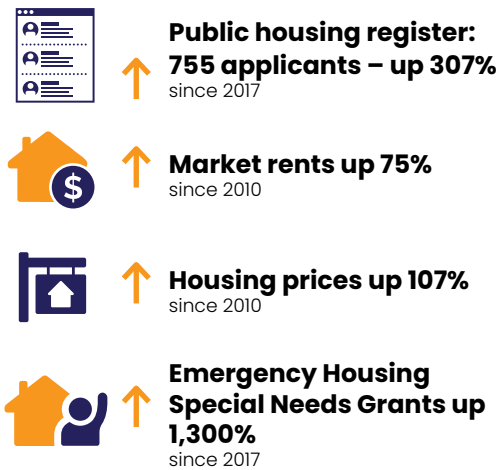
Vulnerable households  
Extra households per category



Household types



Housing stress



Source: SmartGrowth Housing Action Plan

Home ownership



Source – Stats NZ (Census 2018)

Source: Update to SmartGrowth Housing and Business Capacity Assessment 2022

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

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 well-being. 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.

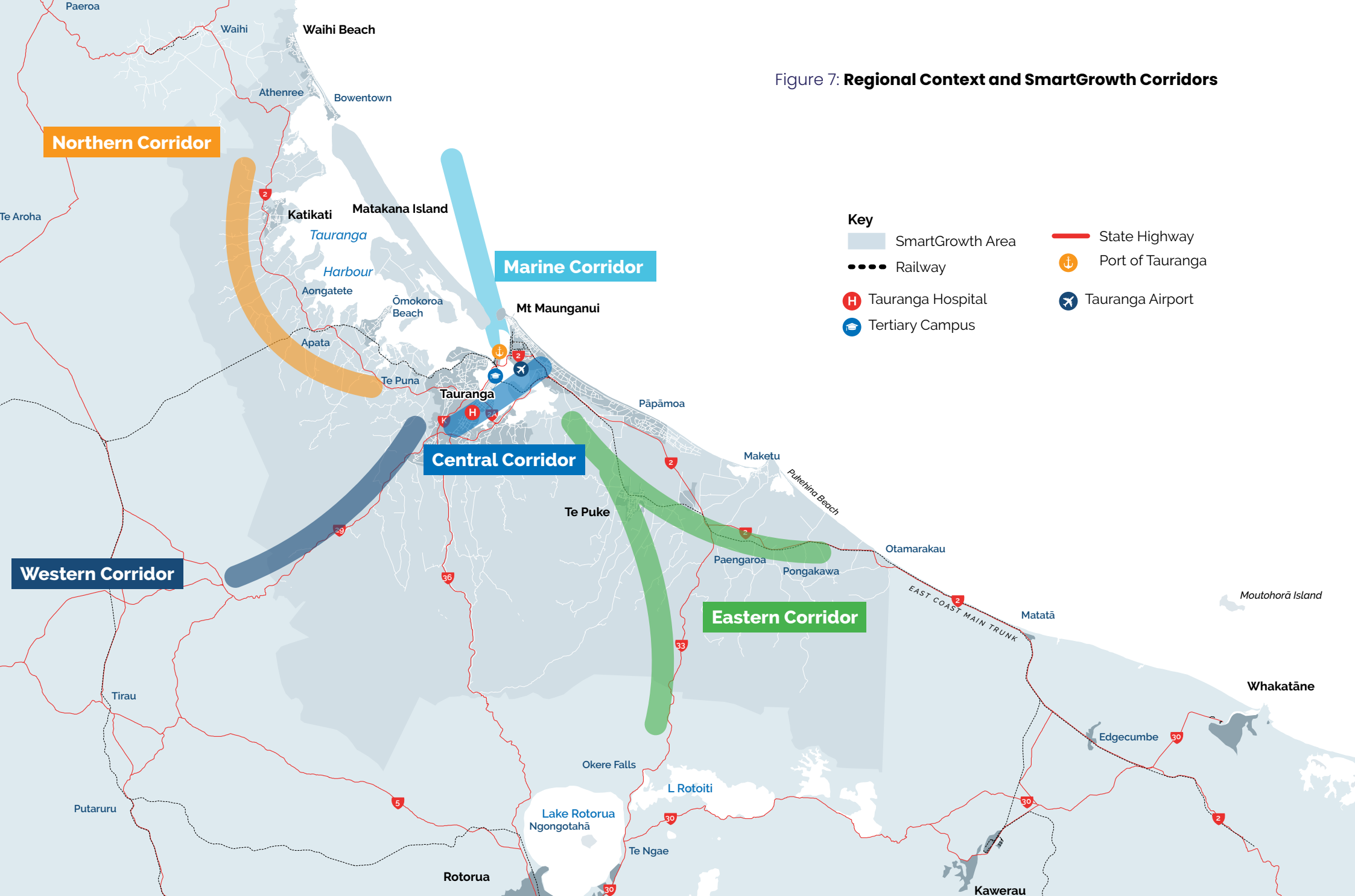
The settlement pattern set out in this strategy will support enhanced linkages to other parts of the Bay of Plenty Region and wider Upper North Island. Figure 6 illustrates the important inter-regional connections and linkages for the western Bay of Plenty sub-region. Growth in the Eastern Corridor will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

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





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



Western corridor	Eastern corridor	Northern corridor	Central corridor	Marine corridor
<ul style="list-style-type: none"> <li>• Growth area at Tauriko West and Keenan Rd (residential, community facilities, schools)</li> <li>• Long-term Growth Area opportunities (Belk, Joyce, Merrick)</li> <li>• Tauriko Business Estate including extension</li> <li>• Improved links to the Waikato and Auckland</li> <li>• Multimodal transport to enable urban growth</li> <li>• Reliable freight connections to Port of Tauranga</li> </ul>	<ul style="list-style-type: none"> <li>• Growth Area at Pāpāmoa East – Wairakei and Te Tumu (residential, business, community facilities, schools)</li> <li>• Growth Area at Te Puke (residential, business, community facilities)</li> <li>• Rangiuru Business Park</li> <li>• New Eastern Centre opportunity (residential, business, community facilities)</li> <li>• Links to the eastern Bay of Plenty and Rotorua</li> <li>• East/west safe and connected networks for existing and planned urban growth</li> <li>• Strategic corridors for future Rangiuru area growth</li> </ul>	<ul style="list-style-type: none"> <li>• Growth area of Ōmokoroa (residential, business, community facilities, schools)</li> <li>• Smaller growth area at Katikati (residential, business)</li> <li>• Long-term Growth Area opportunity – Te Puna</li> <li>• Reliable and safe strategic corridors for freight and longer distance movements</li> <li>• Rail links to Hamilton and Auckland</li> </ul>	<ul style="list-style-type: none"> <li>• City Centre – cultural and economic hub of the region – civic facilities, business, residential, tertiary education and hospital</li> <li>• Compact City – focussing more development within existing urban area – including social and affordable housing</li> <li>• Te Papa Peninsula – residential intensification, business, community facilities</li> <li>• Supporting quality urban growth within Otūmoetai and Mt Maunganui</li> <li>• Providing safe and multimodal transport choices across the central corridor</li> </ul>	<ul style="list-style-type: none"> <li>• Shipping links to and from the Port of Tauranga for freight and tourism</li> <li>• Aquaculture</li> <li>• Recreation</li> </ul>



# 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. The Urban Growth Agenda is a key priority for the Government. It aims 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. It has three main objectives: affordable housing, emissions reduction and liveable and resilient cities.

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. The Emissions Reduction Plan has introduced targets and actions across government and a number of sectors. This 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. The GPS for 2021–2031 has identified four strategic priorities for land transport investment: safety, better travel options, improving freight connections and climate change. The GPS for 2024–2034 is currently under development. The Government has signalled that it will have a greater focus on reconstruction of damaged infrastructure, as well as building greater resilience so the transport network can better withstand the increasing frequency of extreme weather events.

The Government Policy Statement for Housing and Urban Development (GPS-HUD) aims to achieve thriving and resilient communities, well-being 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

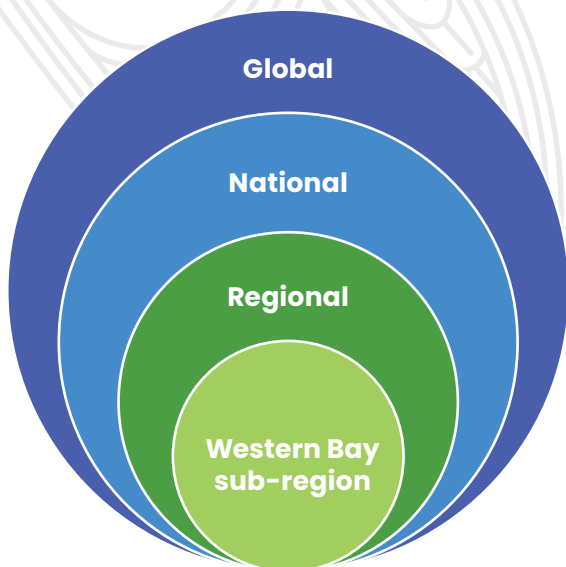
The Bay of Plenty stretches from Cape Runaway in the east, to Waihi Beach in the west; and extends south beyond Rotorua, encompassing catchment ridges which drain towards the coast. The region has an extensive coastline, many rivers, estuaries and lakes. The Bay of Plenty is made up of 9,583 square kilometres 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.<sup>12</sup> 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.

.....  
<sup>12</sup> Stats NZ, as at June 2022







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	Regional Spatial Strategy (RSS)	Legislative change – resource management and spatial planning	
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 Whareī ki Otamarakau – from Waihi 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.



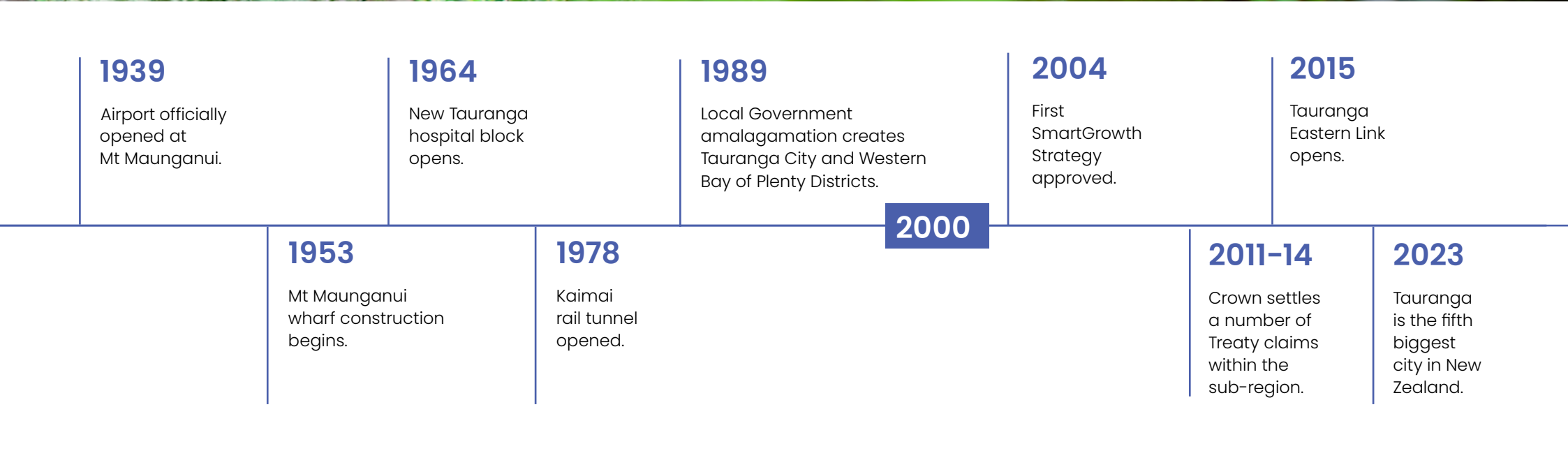


Figure 8: Urban Growth 1959–2022 – Tauranga City

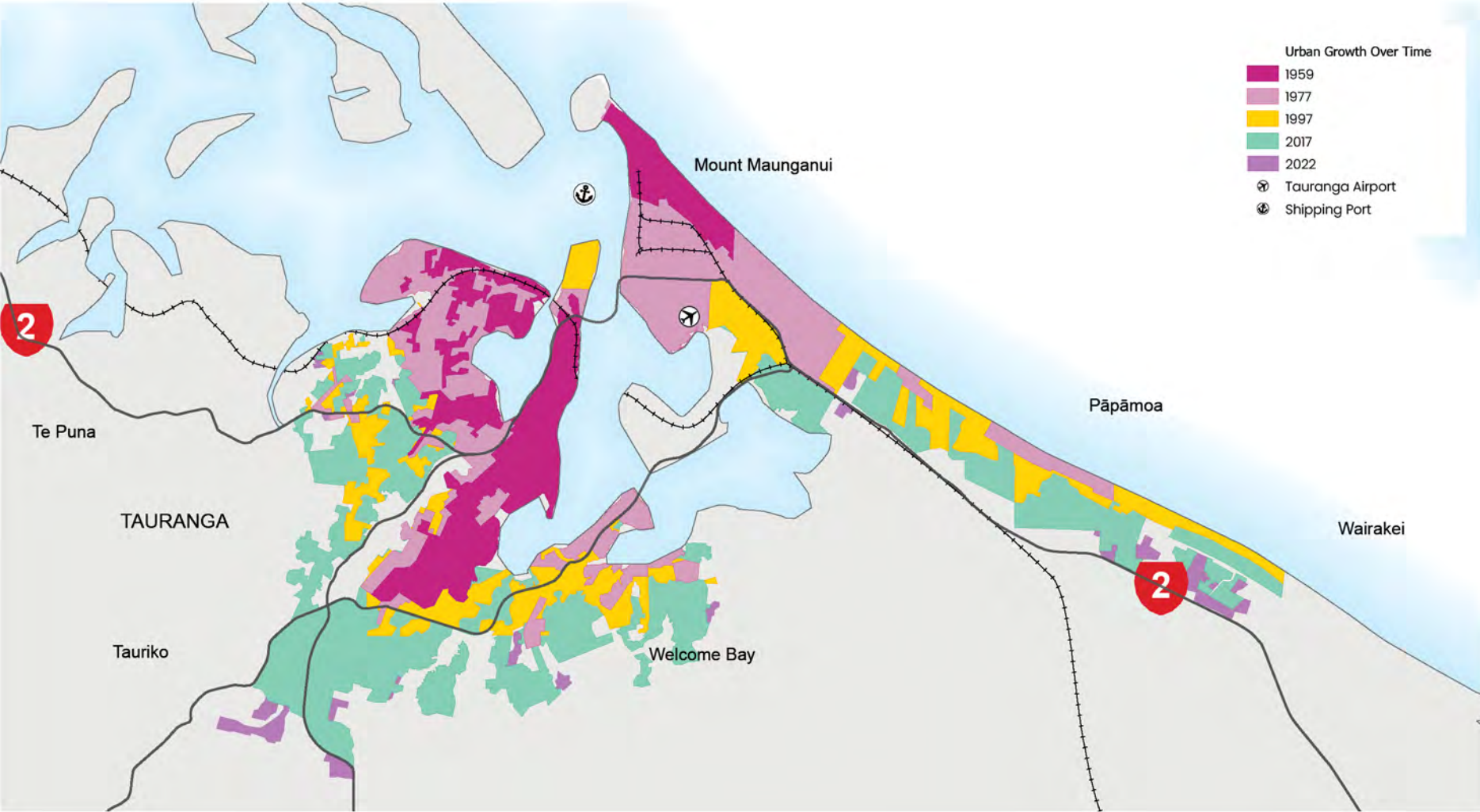
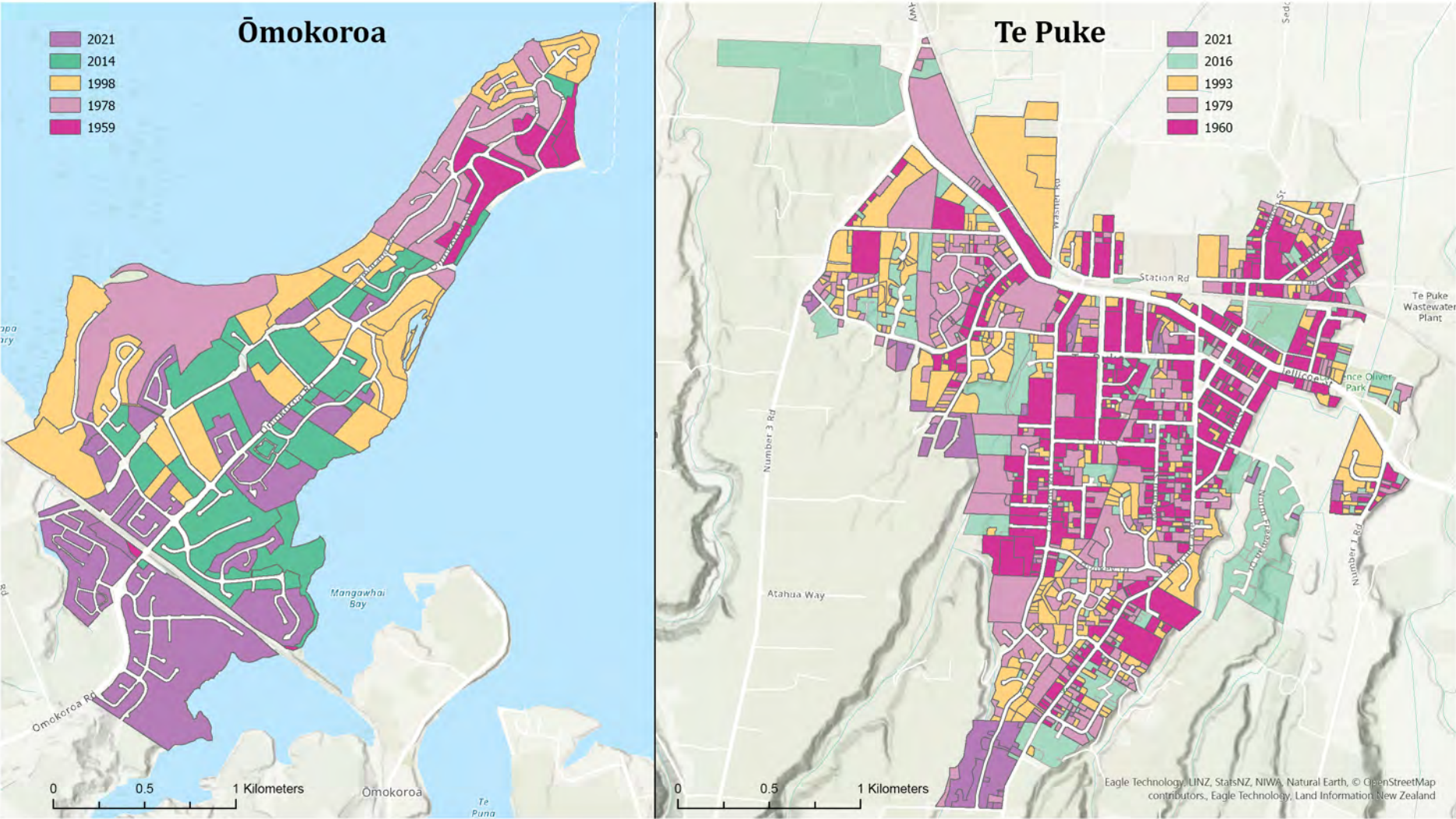




Figure 9: Urban Growth 1959–2022 – Ōmokoroa and Te Puke, Western Bay of Plenty District





# Challenges and opportunities

## Challenges

<b>Challenge 1</b> <b>Housing and transport choice in the sub-region</b>	<p>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.</p> <p>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.</p> <p>Currently, the sub-region is one of the most car reliant in New Zealand, with few attractive mode choice options available.</p>
<b>Challenge 2</b> <b>Enabling Tāngata Whenua to realise values and aspirations</b>	<p>There is insufficient protection and acknowledgement of the relationship of tāngata whenua to their ancestral lands, waters, sites, wāhi tapu and other taonga.</p> <p>Aspirations for the development of Māori Land are often hampered by finance, multiple ownership and infrastructure provision.</p> <p>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.</p>
<b>Challenge 3</b> <b>Accessible community facilities and infrastructure levels of service aligned with community expectations and needs</b>	<p>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.</p> <p>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.</p>

<b>Challenge 4</b> <b>Responding to climate change</b>	<p>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.</p> <p>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.</p>
<b>Challenge 5</b> <b>Safe and efficient movement of people and goods</b>	<p>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.</p>
<b>Challenge 6</b> <b>Managing pressure from development on the natural environment, including from more intensive horticultural and agricultural uses</b>	<p>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.</p> <p>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.</p>
<b>Challenge 7</b> <b>Insufficient funding and financing to deliver on the Strategy</b>	<p>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.</p>

# 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 design
- 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).
- 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.
- 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.

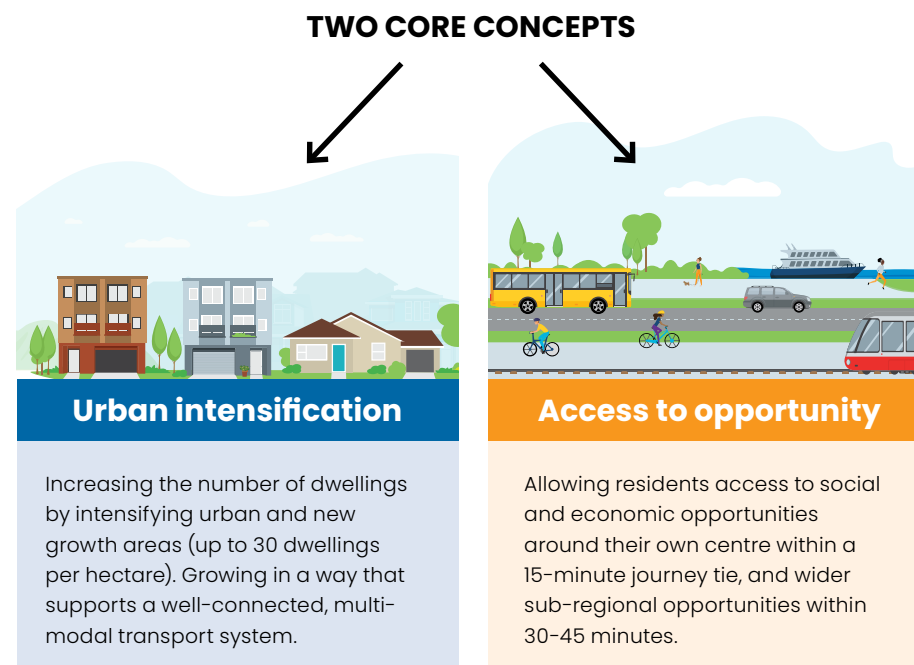
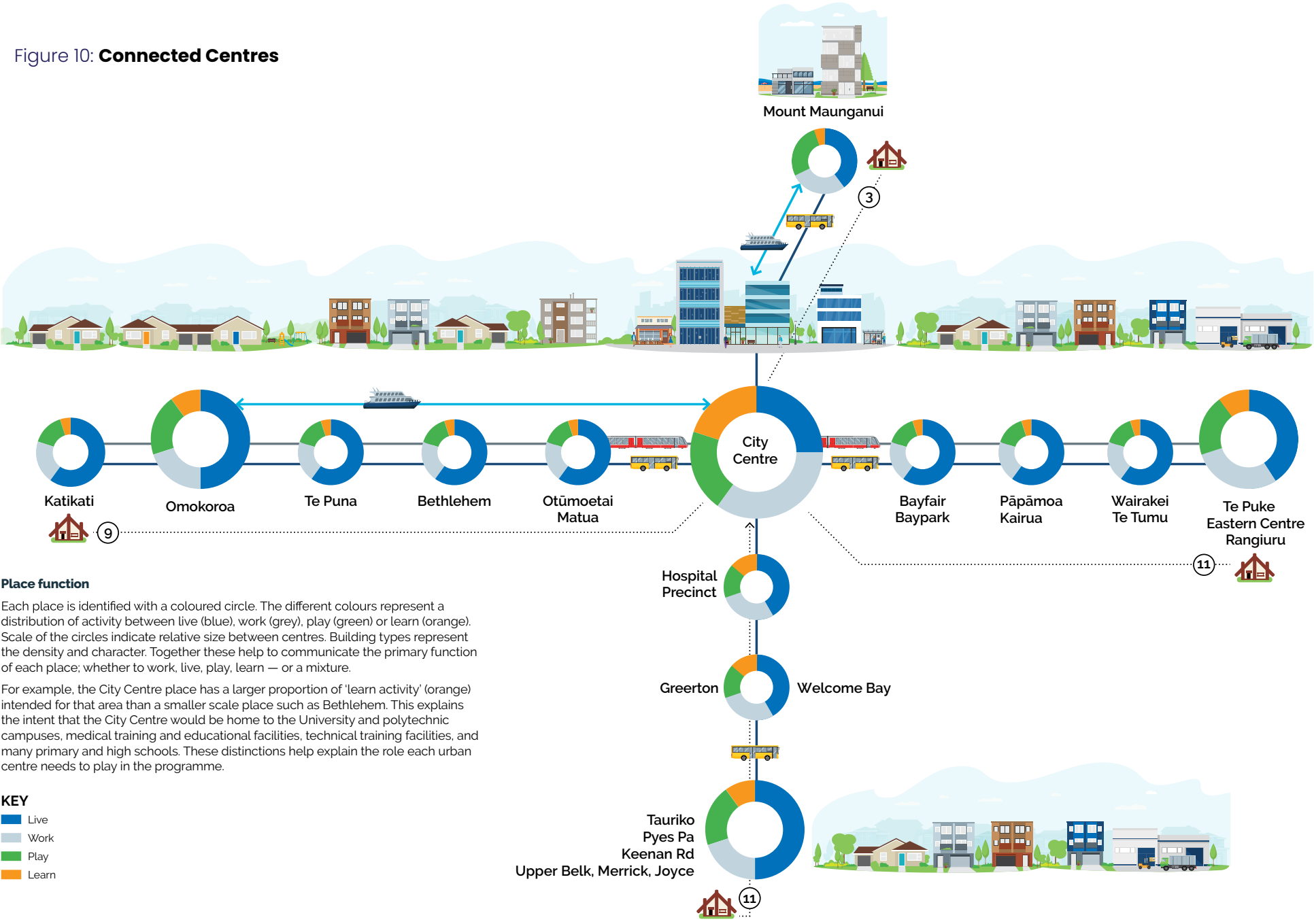


Figure 10: **Connected Centres**



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 Taiāo (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.

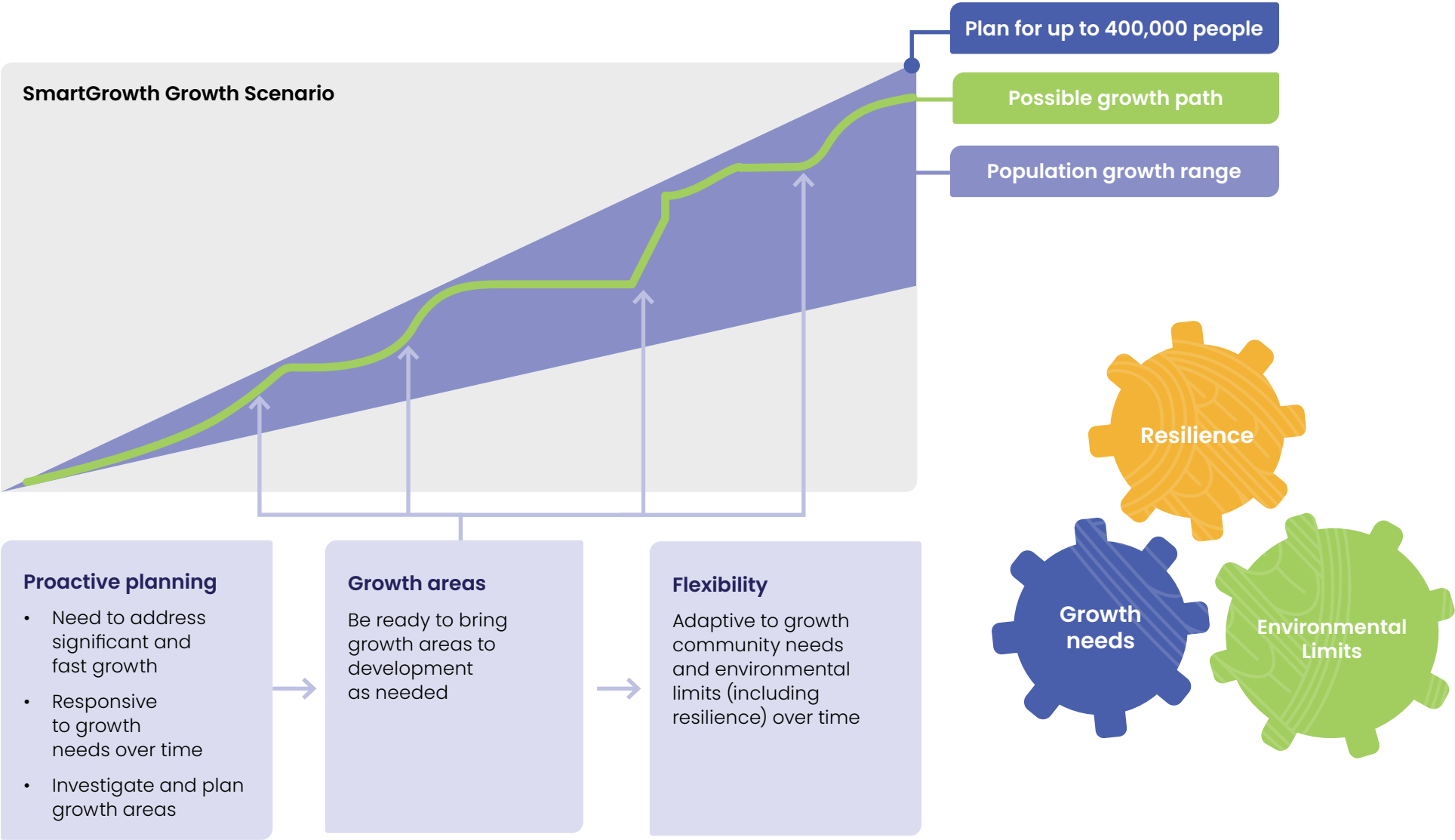
Our approach to growth must adapt and respond to climate change. This requires a collective response across all elements

of this strategy – areas to protect, tāngata whenua perspectives, Te Taiāo (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 susceptible 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 11.



Figure 11: **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 sub-region. It recognises existing uses and identifies areas for growth, development and improvement including uses and activities, transport, te taiao (environment) and infrastructure.**

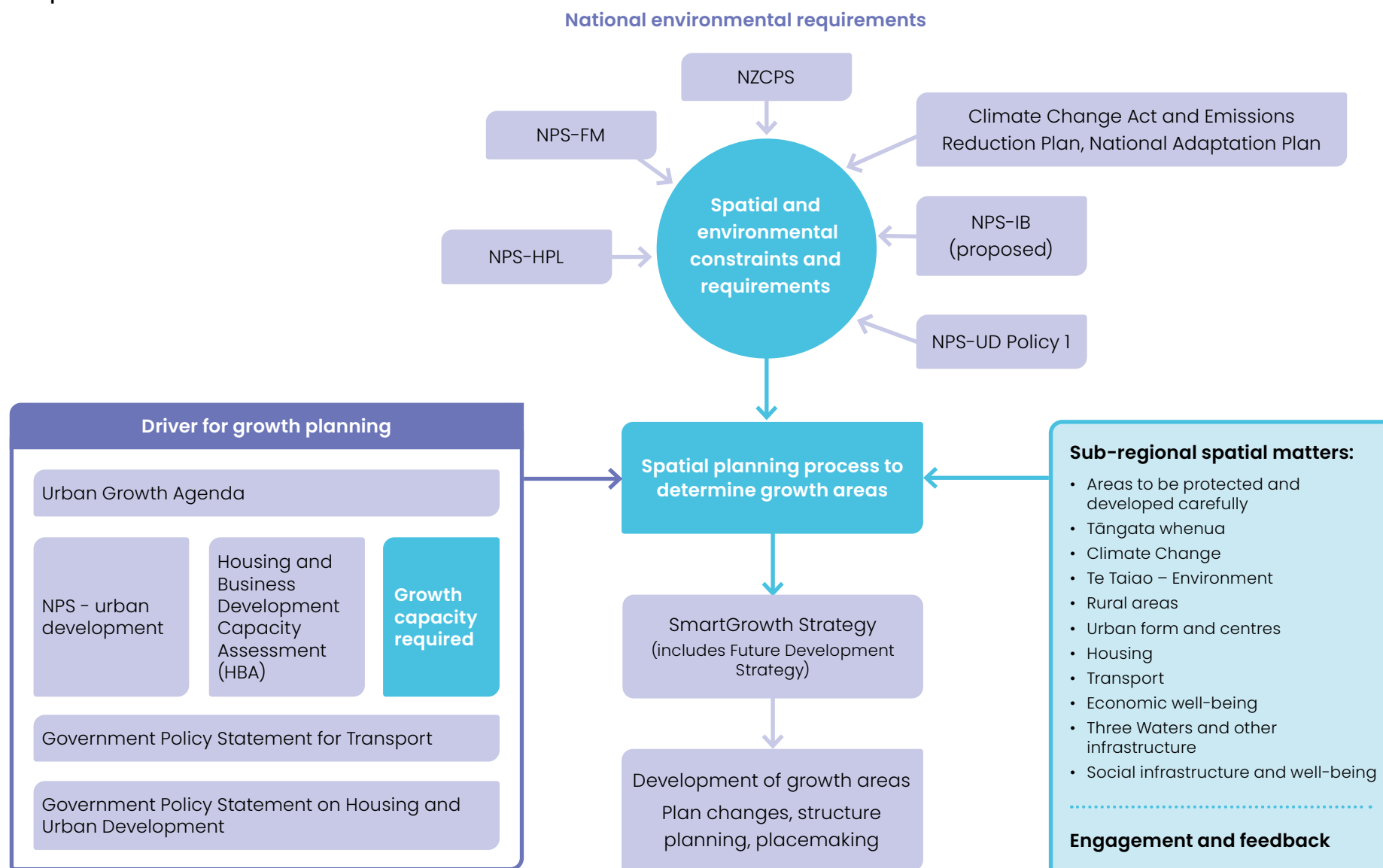
This is done by taking a layered approach, where fundamentals such as areas to protect, tāngata whenua values and climate change are outlined first. This provides the basis for moving forward.

The process for developing these sections is outlined in the diagram opposite.





# 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. 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, tsunamis, 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.

Maps with enhanced functionality are available 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 range of natural hazards including flooding, coastal erosion and inundation, tsunamis, 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.

### **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.

## 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

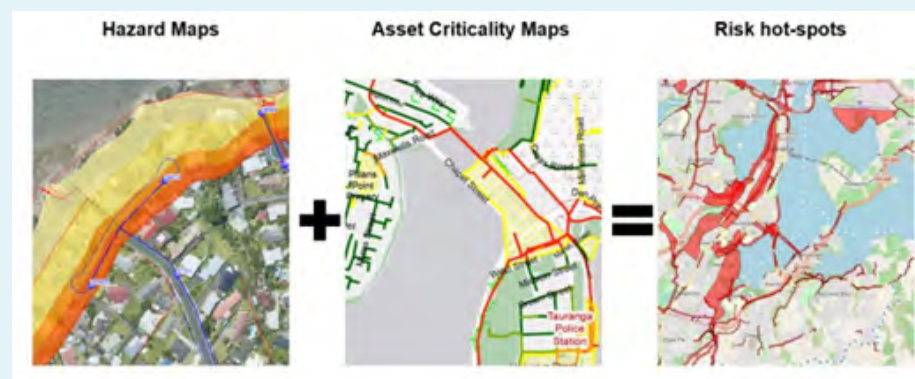
# Hinonga manawaroa: whakamārohi i a Tauranga – Infrastructure Resilience Programme: Building a resilient Tauranga

**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 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.

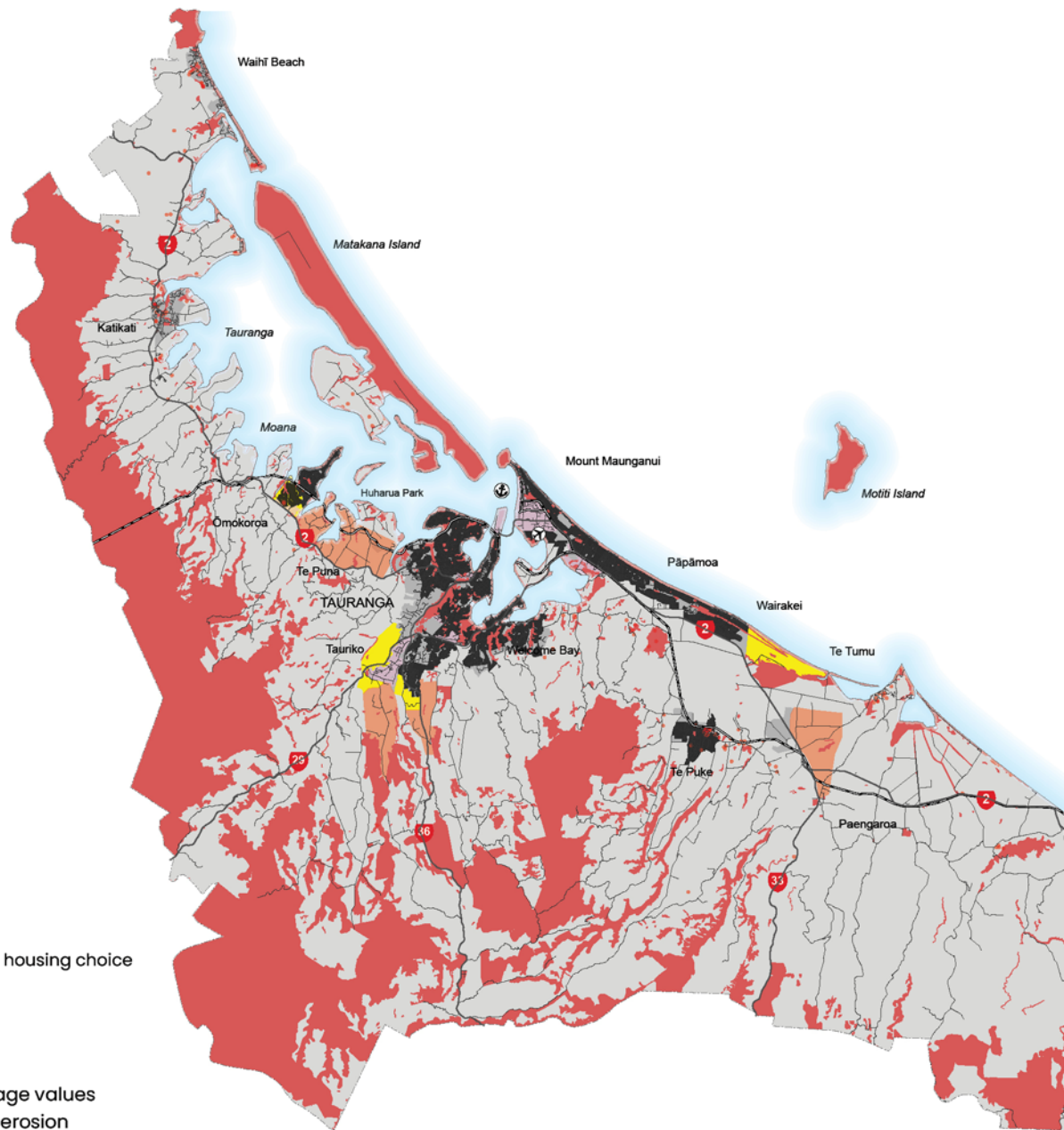


Overlaying of Maps to Identify "Hot-spot" Areas













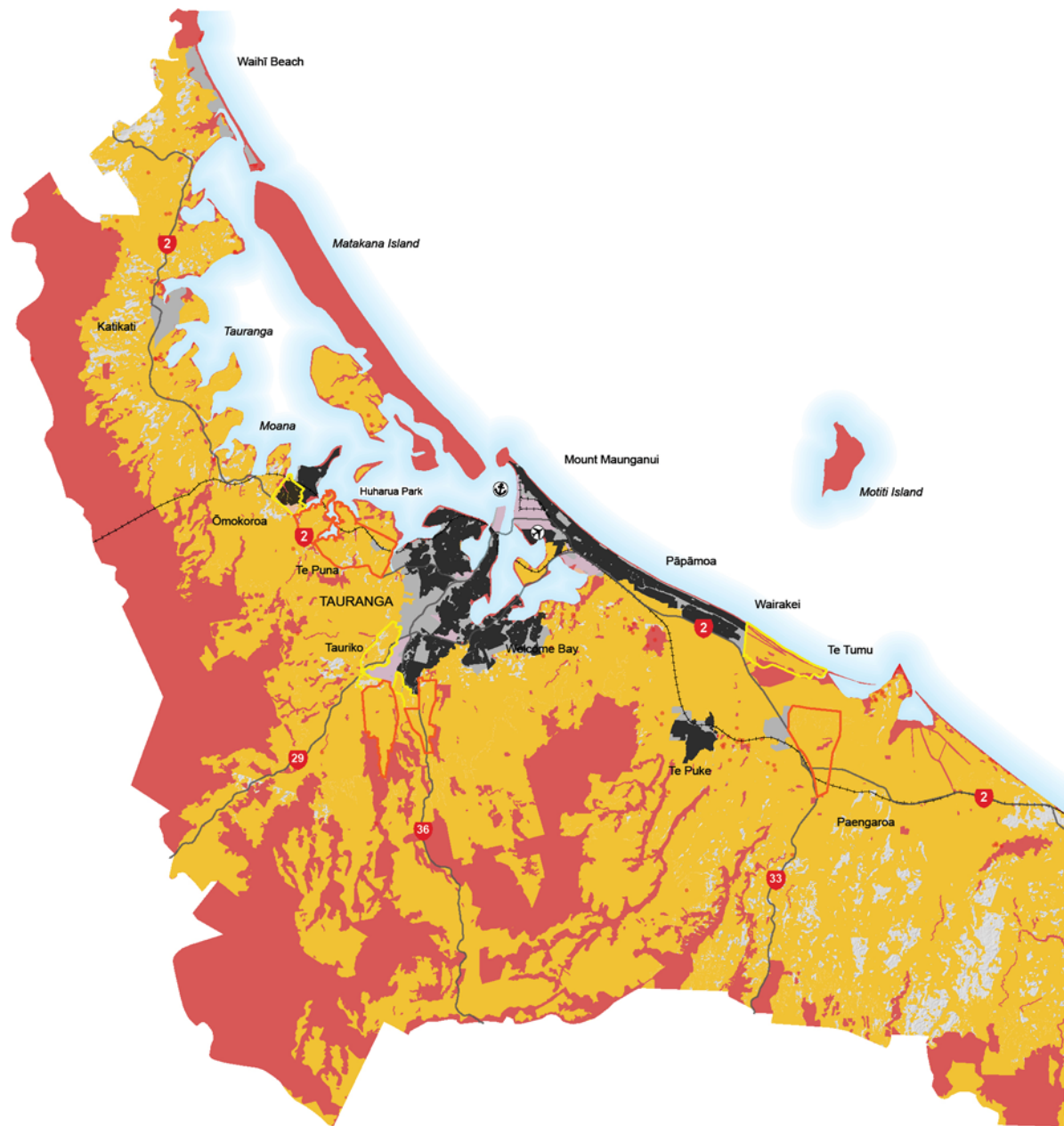
Map 1:  
**'No-Go'– Areas to  
Protect and Avoid**

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

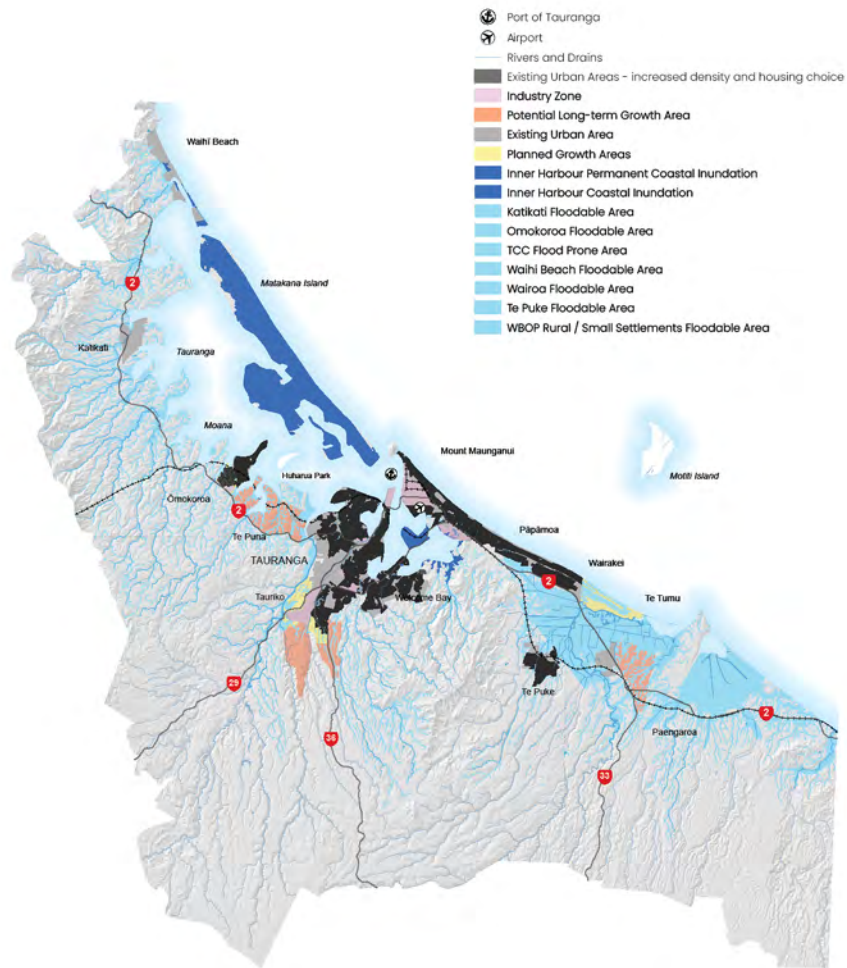


Map 2: 'Go Carefully'–  
Precautionary  
approach to  
growth

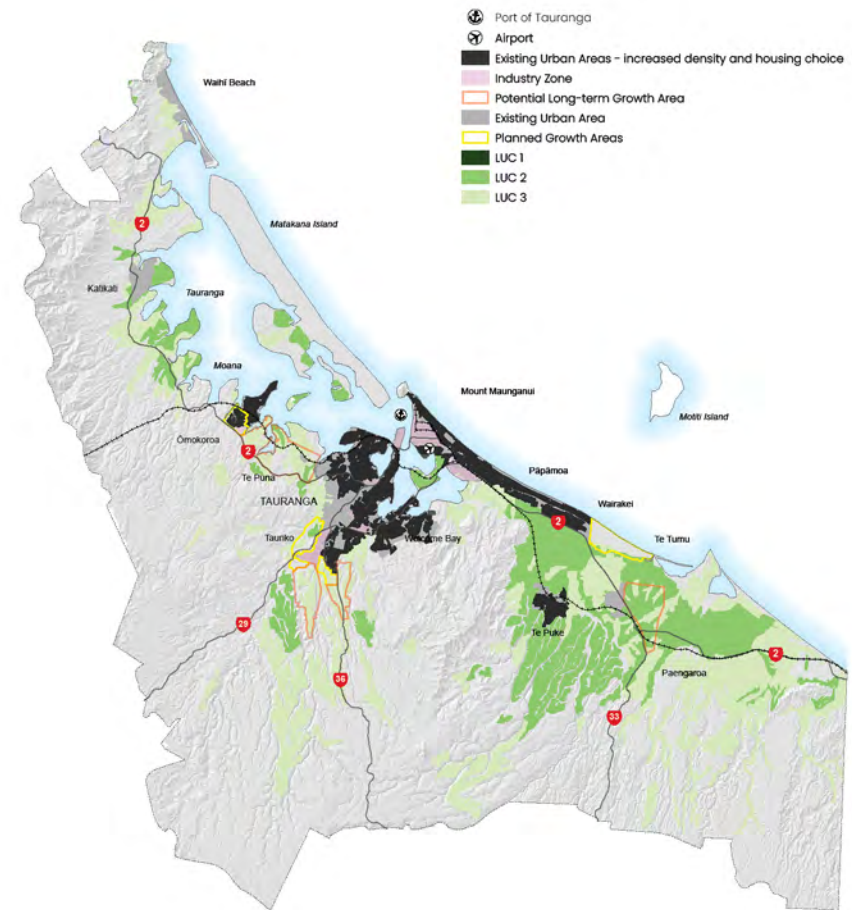
-  Port of Tauranga
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-  Industry Zone
-  Potential Long-term Growth Area
-  Existing Urban Area
-  Planned Growth Areas
-  Important enviromental, cultural and heritage values
-  Areas at risk from coastal or inner harbour erosion
-  Areas with go carefully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



Map 2a:  
**'Go Carefully'– Flooding**



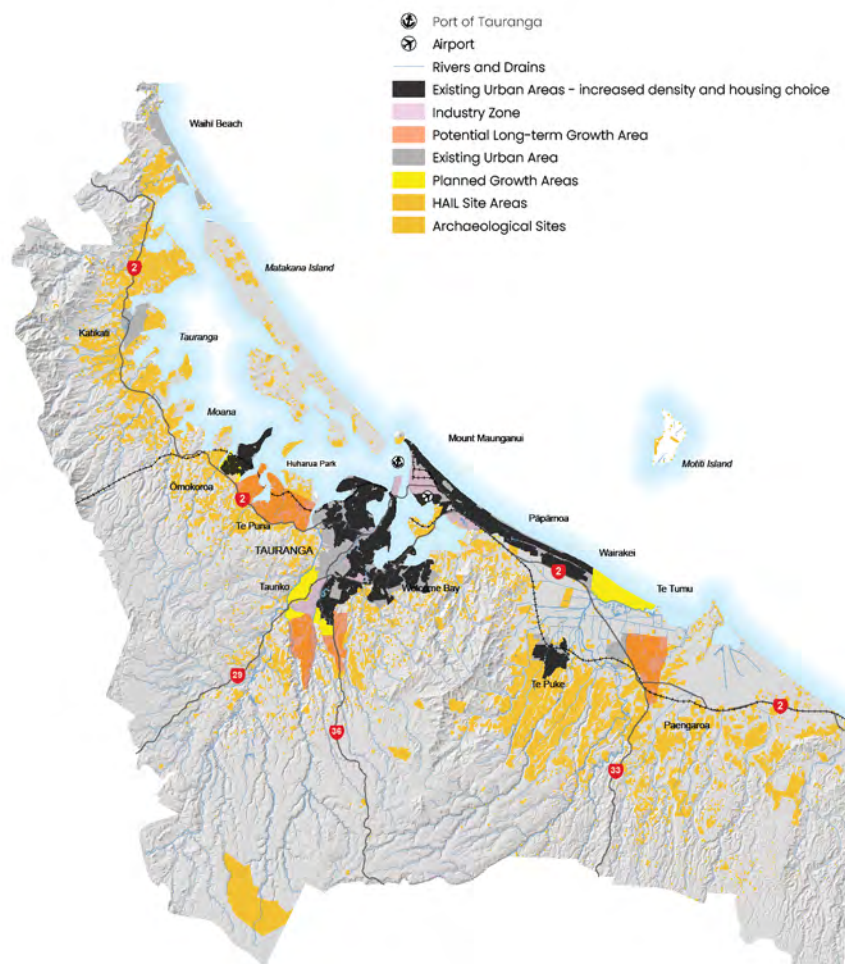
Map 2b:  
**'Go Carefully' – Highly Productive Land**





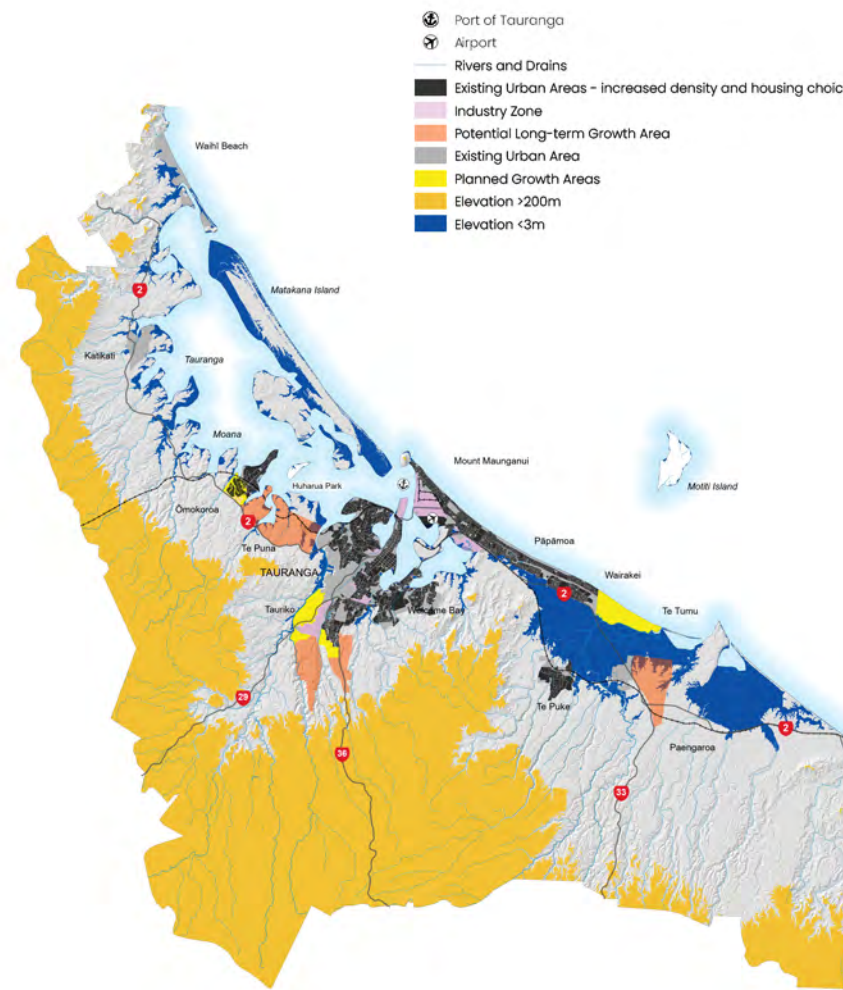
Map 2c:

## 'Go Carefully' – Hazardous Activities and Industries List and Archaeological Sites



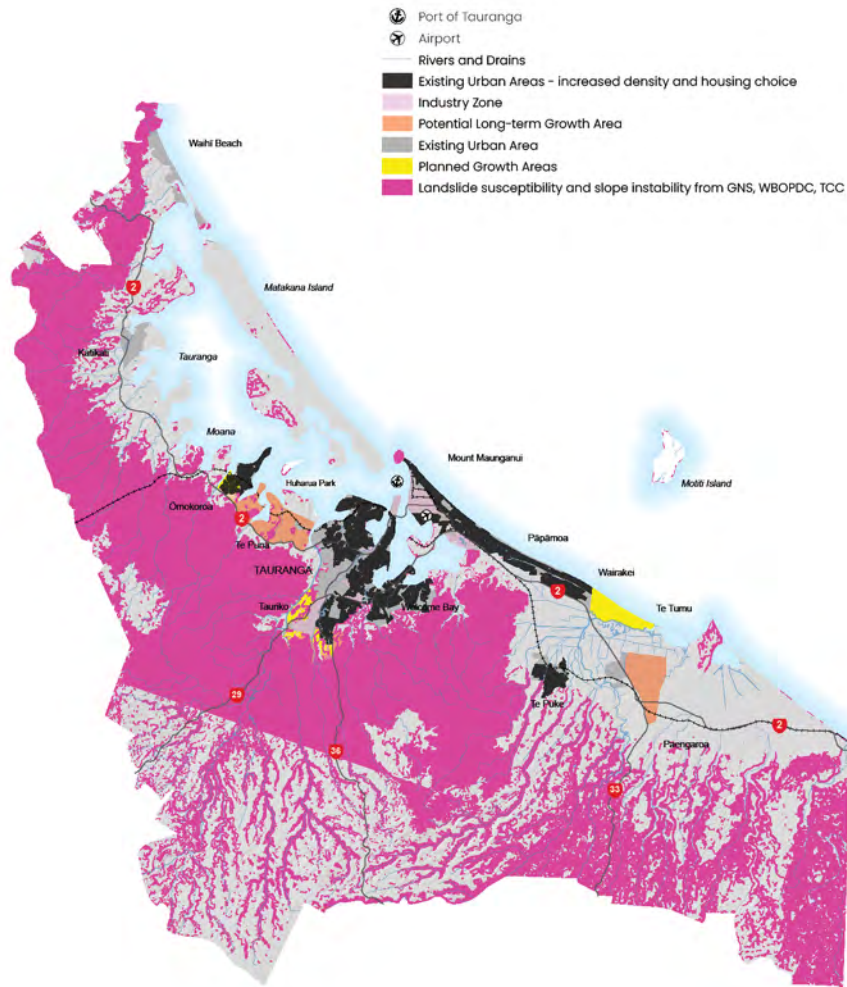
Map 2d:

## 'Go Carefully' – Land Elevation



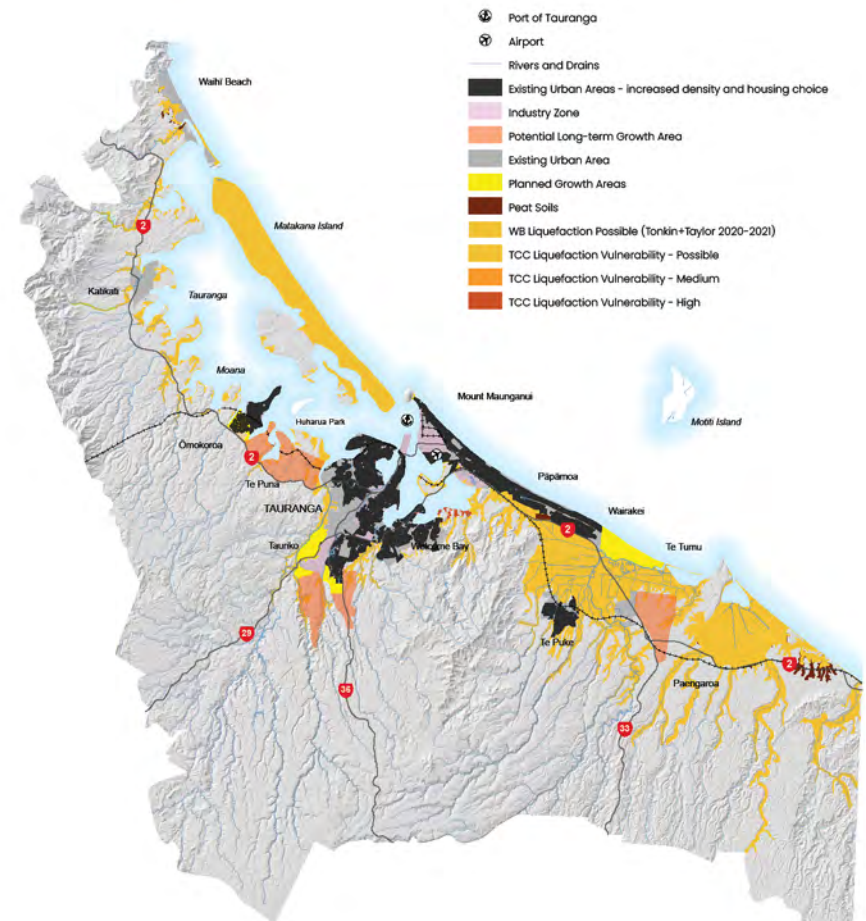
Map 2e:

## 'Go Carefully' – Land Instability



Map 2f:

## 'Go Carefully' – Liquefaction and Peat Soils







## CHAPTER 02.

# TĀNGATA WHENUA

### Introduction

Mai Ngā Kuri ā Whare ki Ōtamarākau – from Waihi 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.

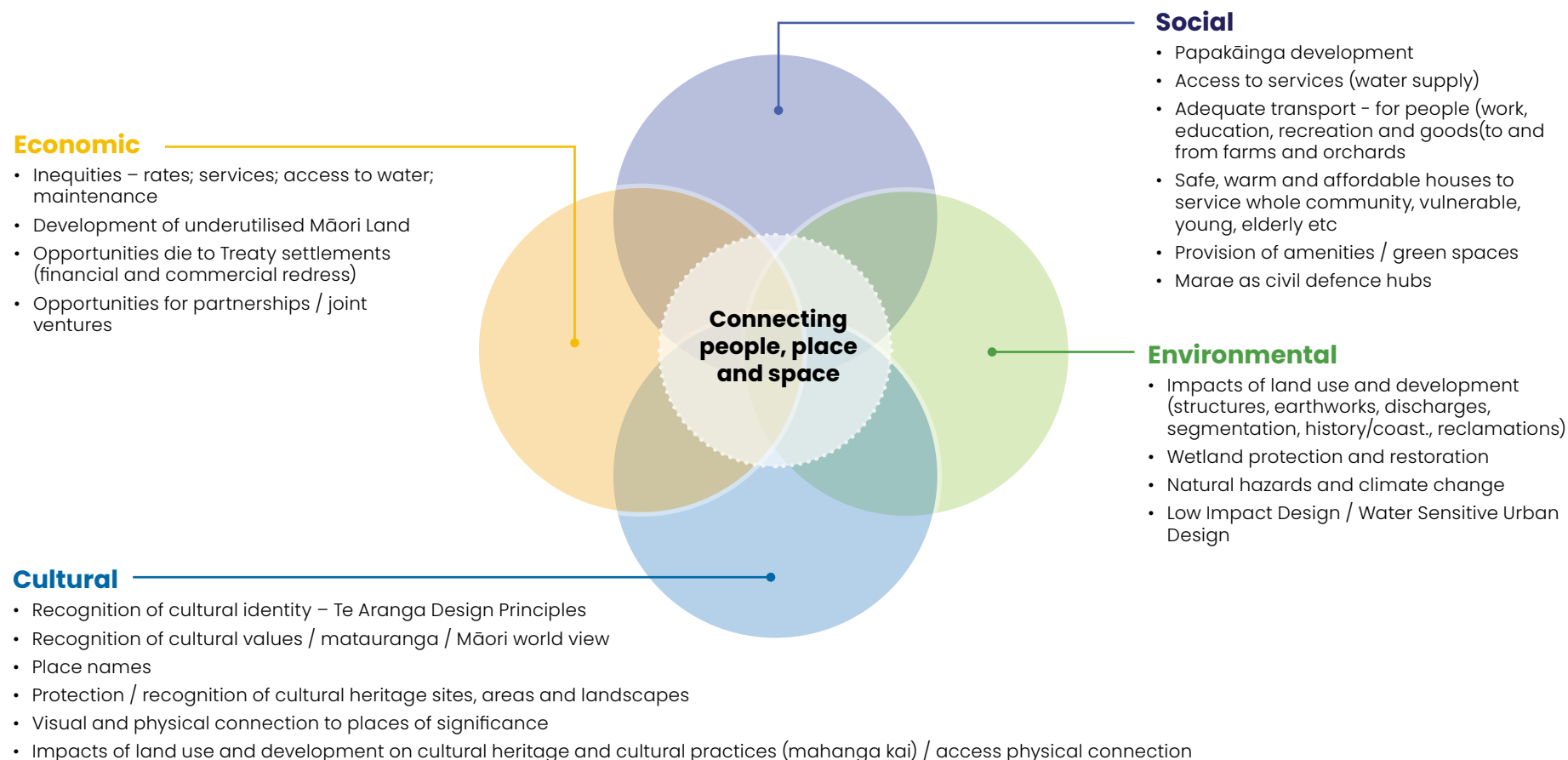
The creation, form and location of present-day urban and rural communities, and associated infrastructure, are a result of land purchases, land confiscations and use of the Public Works Act. In many cases, hapū and iwi were left virtually landless which impacted their collective and intergenerational 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 these matters.



## 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:

<b>Te Whenua:</b>	Our people are enabled to occupy, develop and use multiple owned Māori Land and Treaty Settlement Land.
<b>Te Ngākau:</b>	Our marae communities are connected to social and health services, education and sporting facilities, and where practical, public transport.
<b>Nga Wahi Tupuna:</b>	Our sites and areas of cultural significance are cared for and protected from further degradation and loss.
<b>Te Taiao:</b>	The health and wellbeing of our natural environment is not compromised further as a result of land use and development.
<b>Te Manawaroa:</b>	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 (2000) 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<sup>1</sup> 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.

<sup>1</sup> 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 well-being 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 not hampered by infrastructure or regulatory processes.

## 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.

### TĀNGATA WHENUA INTEGRATION

#### WELLBEINGS



#### OBJECTIVES



#### CLIMATE RESILIENCE PRINCIPLES

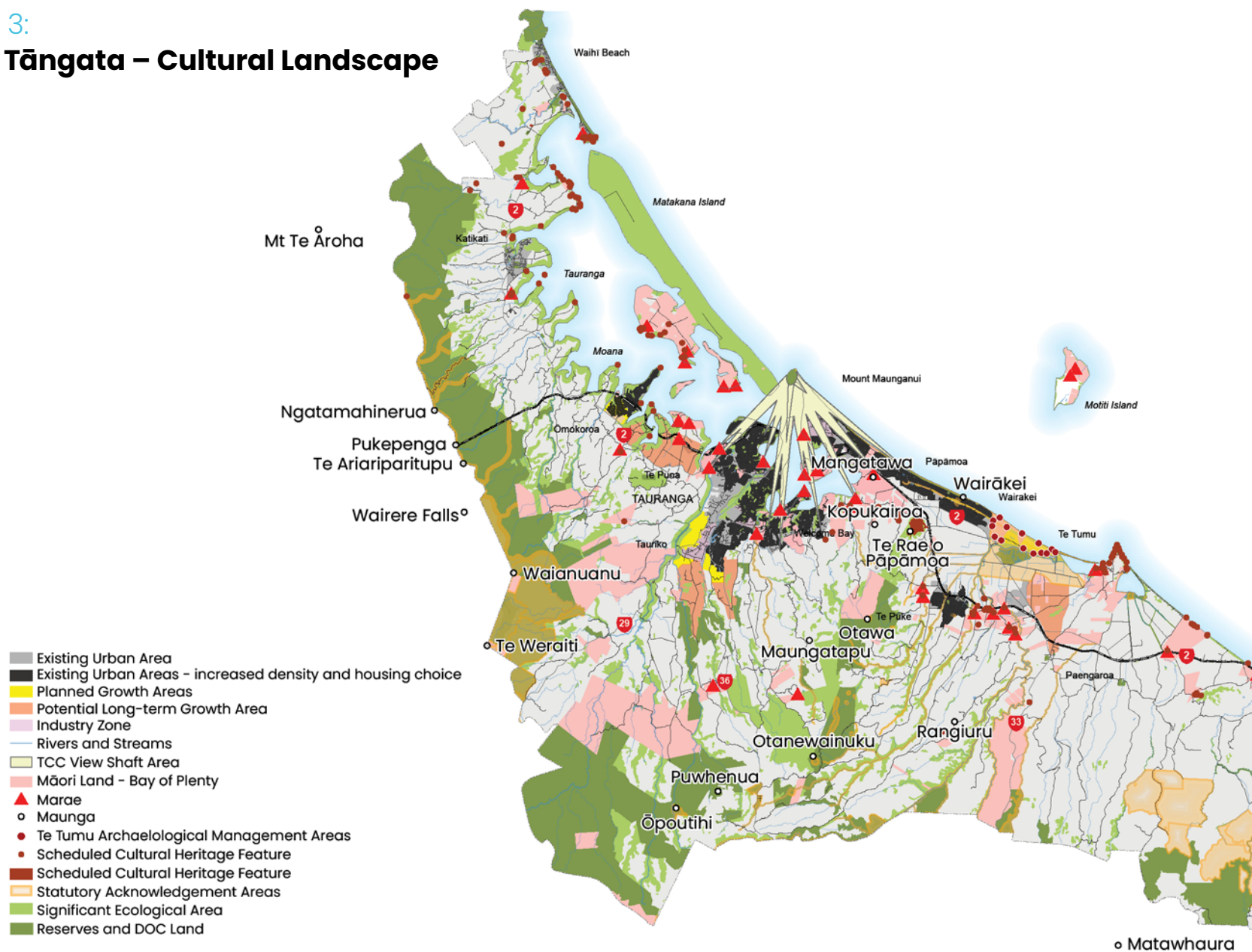


Integrate climate resilience



Integrate and enhance local ecosystems and biodiversity

Map 3:  
**Nga Tāngata – Cultural Landscape**





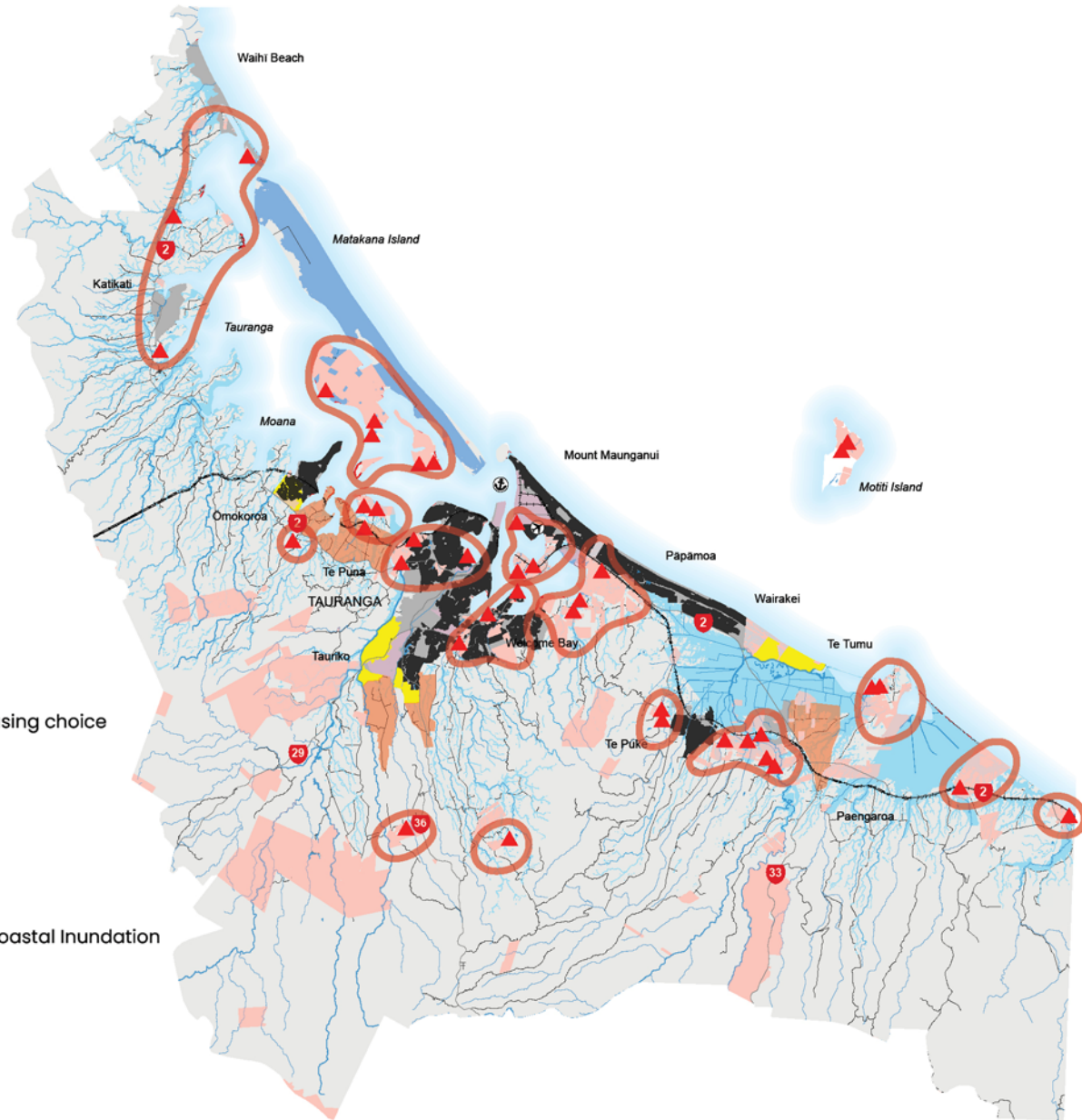
## Map 4:

### Tāngata Whenua Futures

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)

- Existing Urban Area
- Existing urban areas – increased density and housing choice
- Planned Growth Areas
- Potential Long-term Growth Area
- Industry Zone
- Rivers and streams
- Marae
- Māori Land – Bay of Plenty
- Floodable Area
- Coastal Inundation / Inner Harbour Permanent Coastal Inundation
- Coastal Erosion / Inner Harbour Coastal Erosion
- Marae and Māori land development focus areas
- Port of Tauranga
- Airport





## CHAPTER 03.

# CLIMATE RESILIENCE

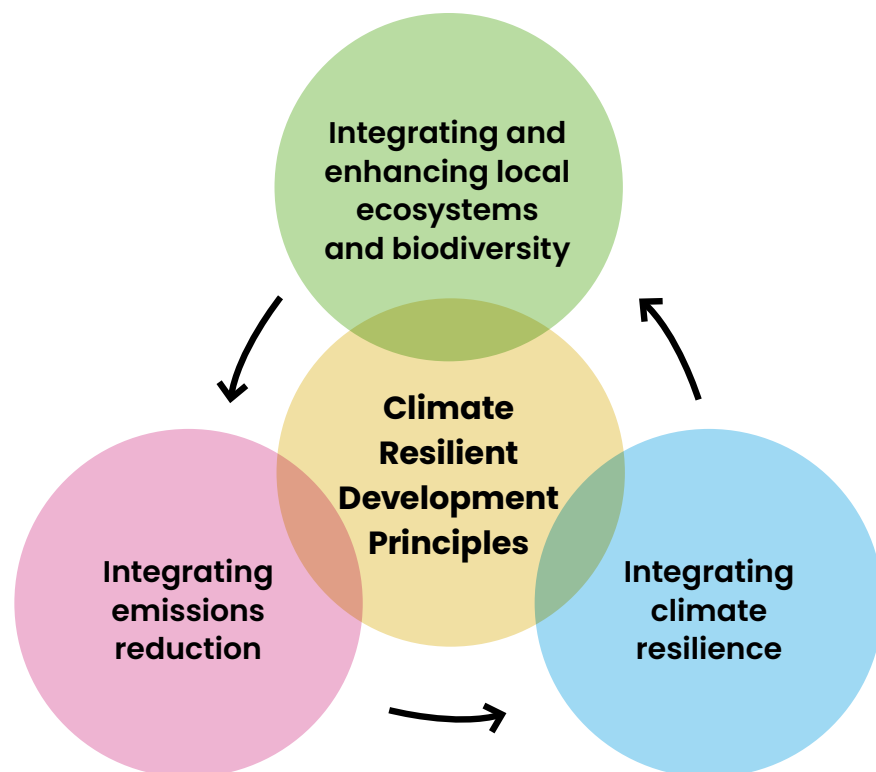
### Introduction

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 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 12.

Figure 12: 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. Building and community centre design could facilitate low emissions outcomes through energy use, remote working patterns, and active transport. 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<sup>1</sup> is set out in Figures 13 and 14. Targeted and coordinated action across multiple sectors is required to reduce our emissions and adapt to climate change.

Figure 13: Tauranga City’s total gross GHG emissions split by sector (tCO2e)

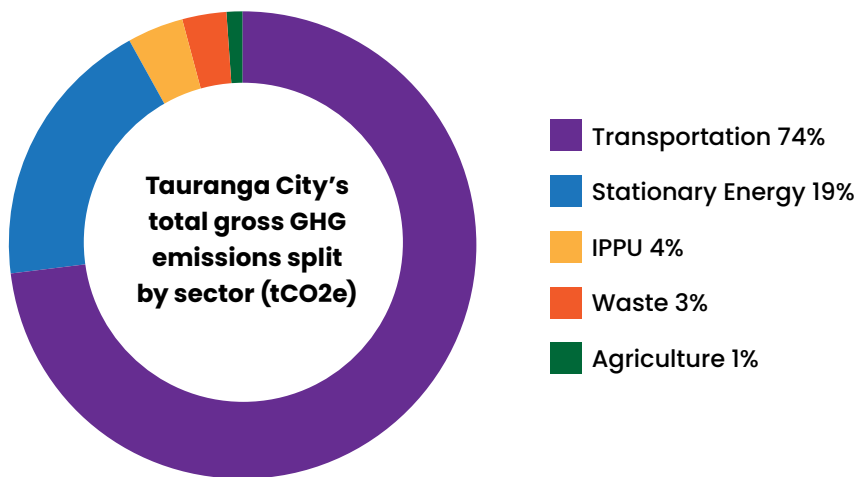
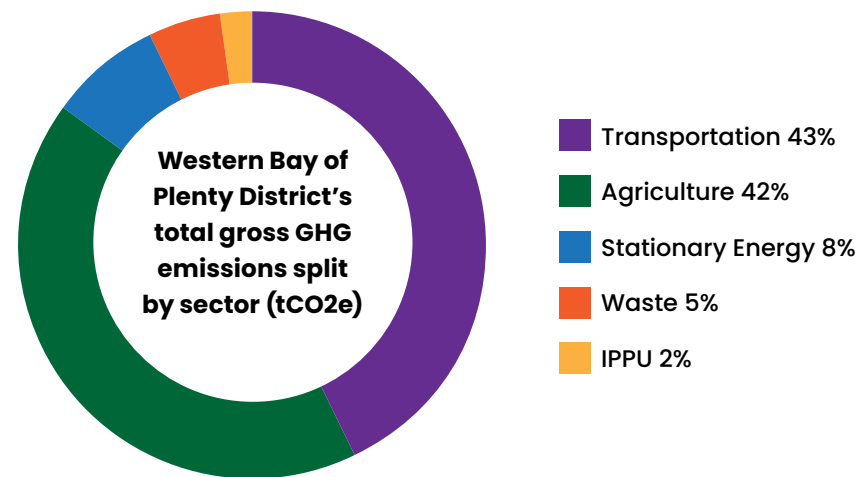


Figure 14: Western Bay of Plenty District’s total gross GHG emissions split by sector (tCO2e)



<sup>1</sup> 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.<sup>2</sup> A summary of climate hazards within Western Bay of Plenty District and Tauranga City are shown in Figures 15 and 16 and a snapshot of climate change risks to the Western Bay of Plenty District and Tauranga City are shown in Figures 17 and 18.

<sup>2</sup> Tonkin and Taylor, 2022. Bay of Plenty Climate Change Risk Assessment

Figure 15: Summary of climate hazards within Western Bay of Plenty District







Climate hazard/variable	RCP 4.5 (2090)	RCP 8.5 (2090)	Sub-district variation
<b>Air temp</b> 	↑ 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).
<b>Hot days (&gt;25°)</b> 	↑ 30-40 (coastal) ↑ 10-30 (inland)	↑ 70-90 (coastal) ↑ 30-70 (inland)	↑↑ Maketu and Waihi Beach are projected to experience the greatest increase in hot days.
<b>Drought</b> 	↑ 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).
<b>Frost days</b> 	↓ 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.
<b>Rainfall</b> 	↑ 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.
<b>Sea level rise</b> 	↑ 0.55 m	↑ 0.74 m	Vertical land movement (VLM) may influence the effect of sea level rise on inland areas as follows: • Maketu approx. +3 mm/year (uplift); Tauranga Harbour +/- 1mm/year (neutral); Waihi Beach -1 to -2 mm/year (subsidence)

Figure 16: Summary of climate hazards within Tauranga City

Climate hazard/ variable	RCP 4.5 (2090)	RCP 8.5 (2090)	Sub-district variation
<b>Air temp</b> 	↑ 1–1.5°C	↑ 2.5–3°C	Consistent mean temperature increases within Tauranga area
<b>Hot days (&gt;25°)</b> 	↑ 30–40 more hot days	↑ 60–90 more hot days	As a coastal city, Tauranga experiences relatively large increases in number of hot days
<b>Drought</b> 	↑ 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).
<b>Rainfall</b> 	↑ 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.
<b>Sea level rise</b> 	↑ 0.55 m	↑ 0.74 m	Vertical land movement (VLM) may influence the effect of sea level rise on adjacent inland areas as follows: <ul style="list-style-type: none"> <li>• Tauranga typically +1 to +1.6mm/yr (uplift)</li> <li>• Tauranga Harbour +/- 1mm/year (neutral);</li> </ul>



Figure 17:  
Snapshot of  
climate change  
risks to Western  
Bay of Plenty  
District

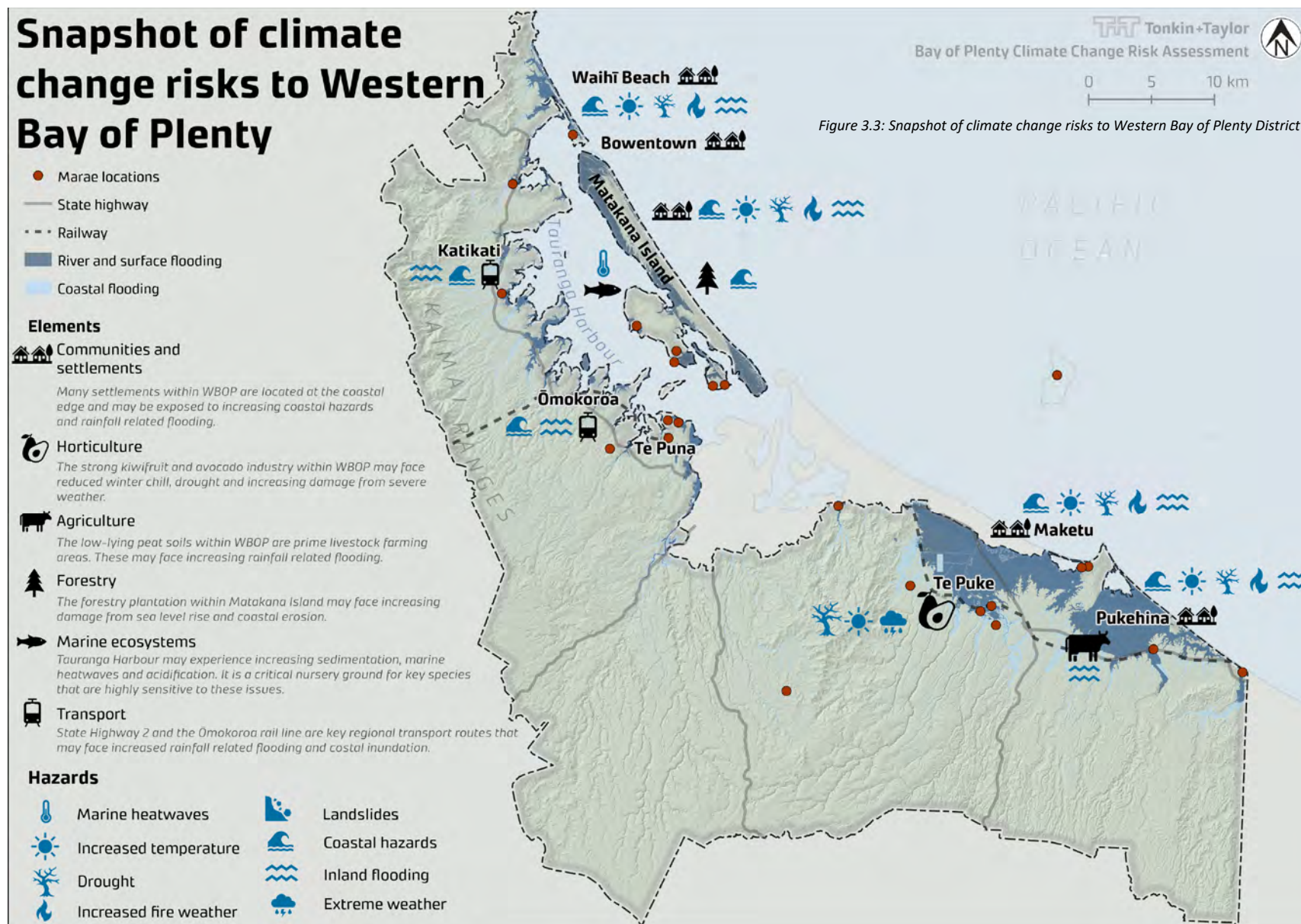
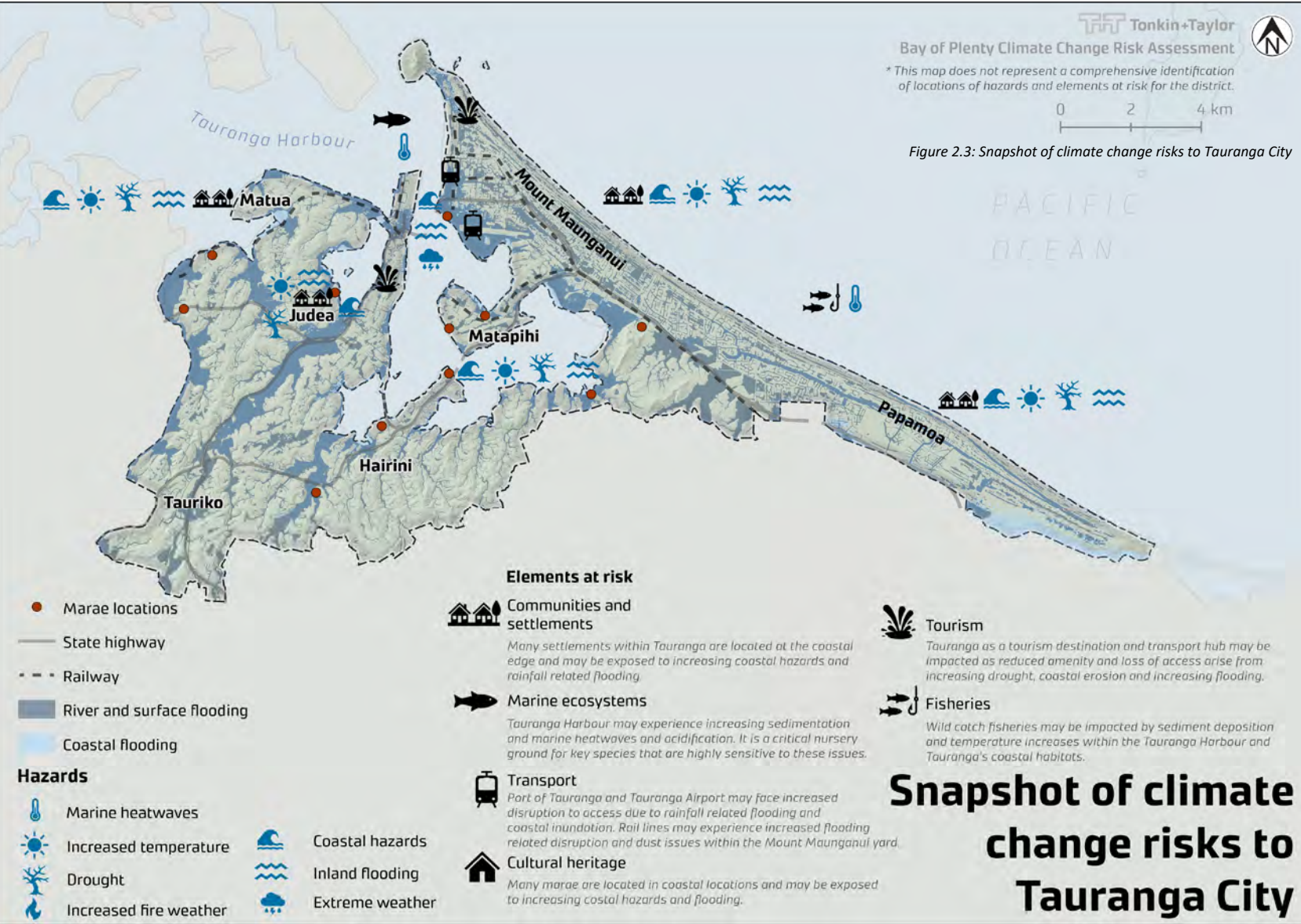


Figure 18:  
**Snapshot  
of climate  
change risks  
to Tauranga  
City**





## 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<sup>3</sup> 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<sup>4</sup>. 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 9 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 and Nature and Biodiversity Action and Investment Plan. 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.

<sup>3</sup> International Panel on Climate Change [Sixth Assessment Report – IPCC](#)

<sup>4</sup> 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 IPPC 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 will also need to implement a Vehicle Kilometres Travelled

(VKT) reduction programme which will set out the required actions, investments, and other activities (such as land use and demand management measures) to reduce VKT by light vehicles<sup>5</sup>.

## 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 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

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<sup>5</sup> Waka Kotahi Vehicle Kilometres Travelled (VKT) sub-national target for Tier 1 urban areas (to be published)

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.

### **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.



## 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 be resilient and adaptive to climate change and natural hazards.

### CLIMATE RESILIENCE INTEGRATION

#### WELLBEINGS



#### OBJECTIVES



#### CLIMATE RESILIENCE PRINCIPLES



Integrate emissions reduction



Integrate climate resilience



Integrate and enhance local ecosystems and biodiversity

# 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:

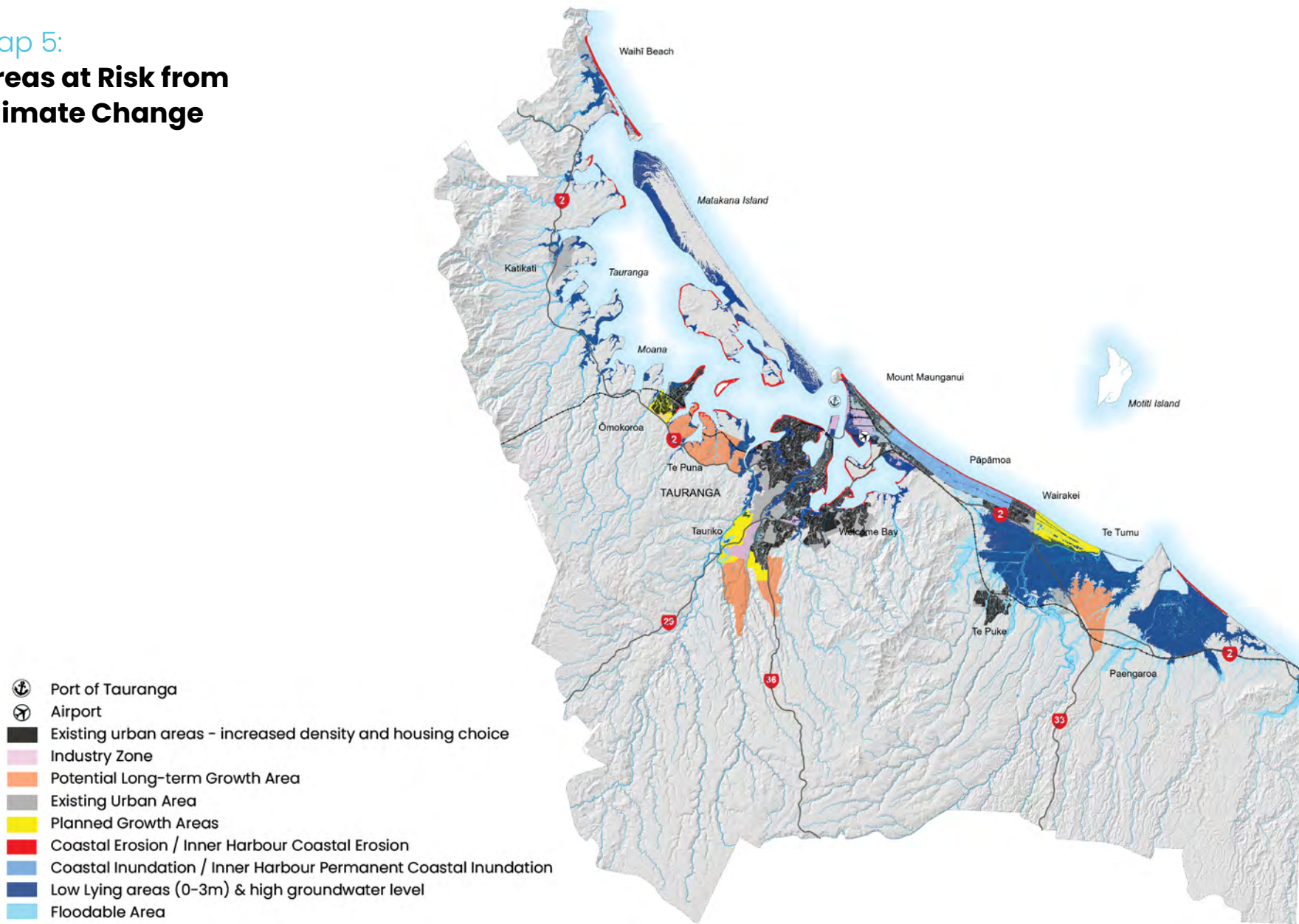
- 12 Priority Projects and 7 Enabling Actions as outlined in the Plan, to focus climate change adaptation efforts
- Highlighting the aspirations and actions of the community to others (e.g., agencies and stakeholders) and influencing their decisions (policies, projects, funding).
- Supporting applications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



**Find out more**



Map 5:  
**Areas at Risk from  
Climate Change**







## 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 accommodation must be within the limits<sup>1</sup> 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.

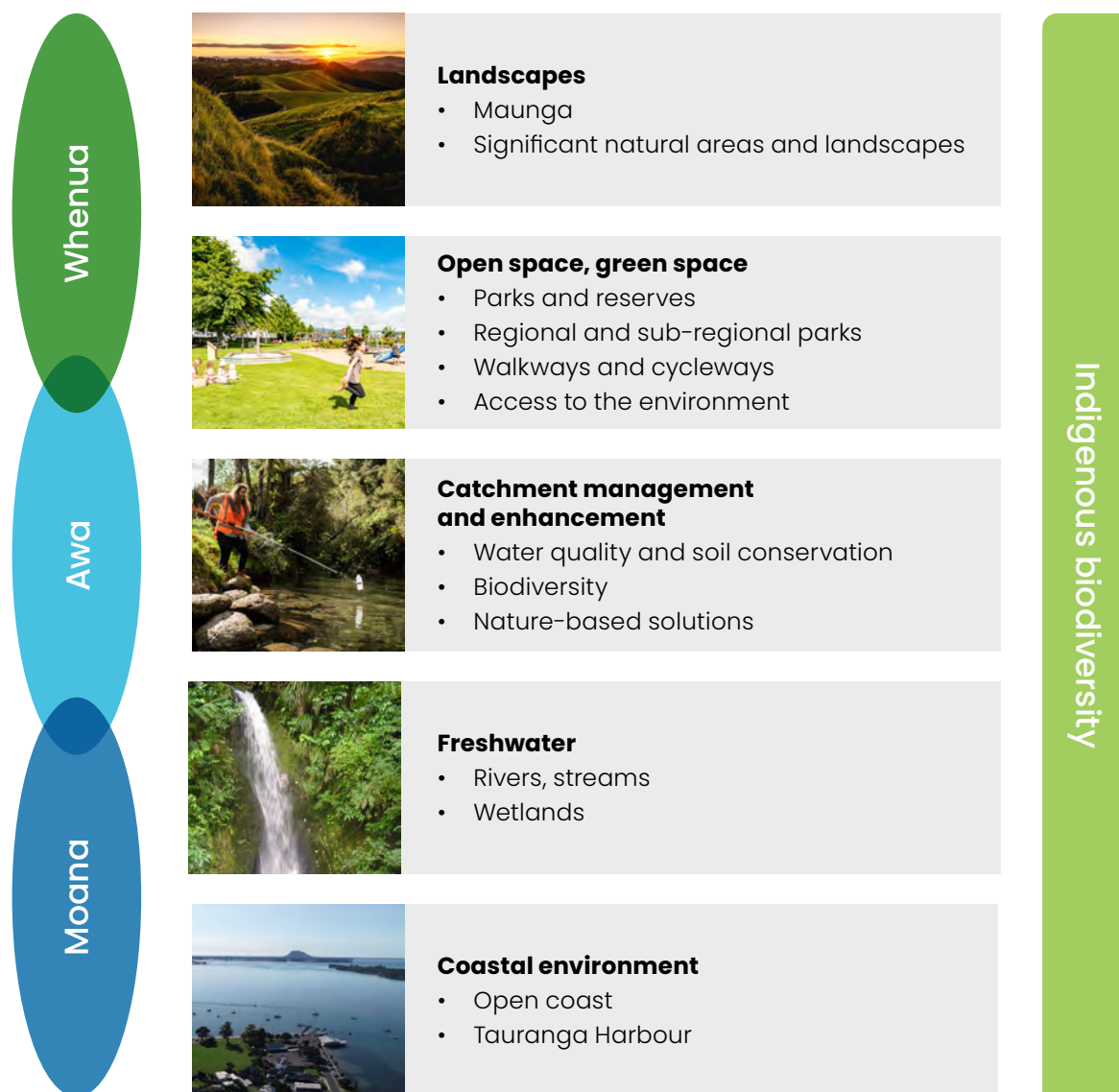
<sup>1</sup> The limits referred to in this context are informed by National Policy Statements and Environmental Standards, and in the future by the Natural and Built Environment Act and the National Planning Framework.

- 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.

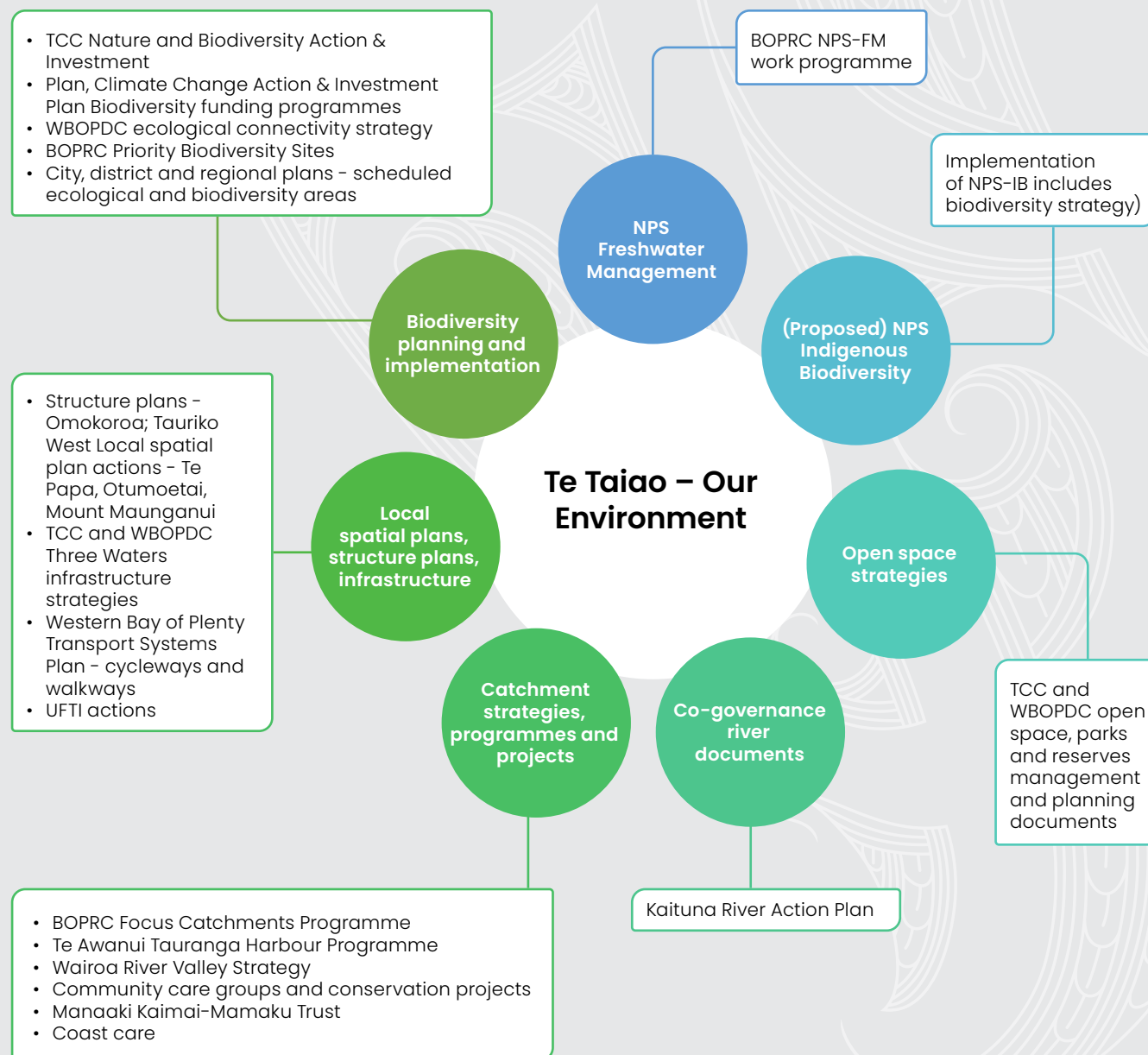
Figure 1. **Scope of Te Taiao – Our Environment**



## 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 2. 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 2. **Te Taiao – our environment connections to existing work programmes**





# 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<sup>1</sup> 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.

## 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 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.

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<sup>1</sup> State of the Environment and other environmental reporting (Ministry for the Environment)

## 5. Achieving Ngā Wai ki Mauao me Maketu

This is an integrated approach that recognises the interactions between the land, freshwater and the coastal area. 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.

## 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. 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 well-being of degraded water bodies and freshwater ecosystems is improved, and the health and well-being 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.

## 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





# Haumanutanga o Kōpurererua whenua rāhui – Kopurererua Valley Reserve Restoration

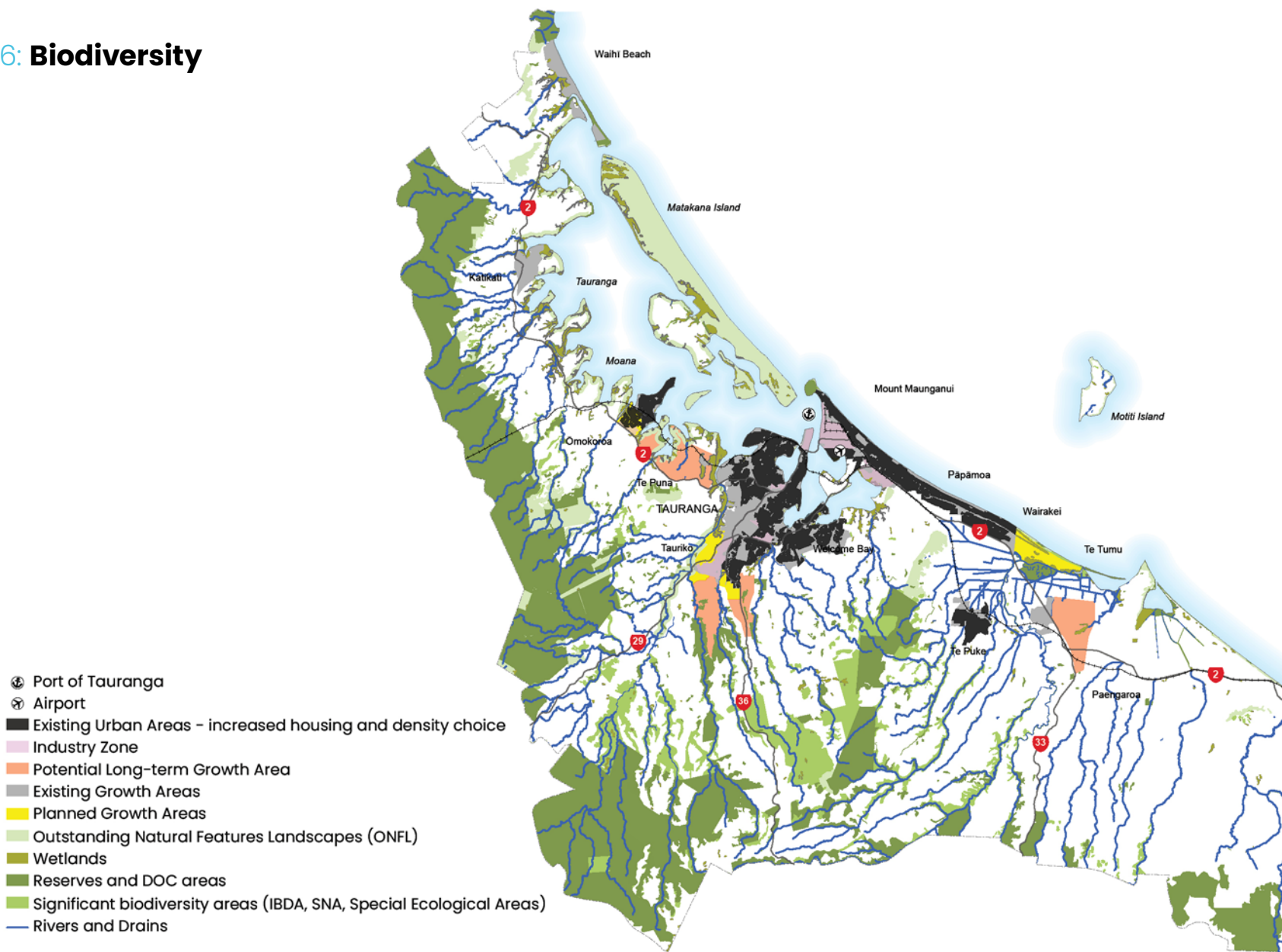
**Kopurererua Valley Reserve covers 364 hectares and runs from Judea in the north to Tauriko in the south. Restoration work of the Kopurererua Valley Reserve started in early 2022 and is anticipated to be completed by the end of 2024.**



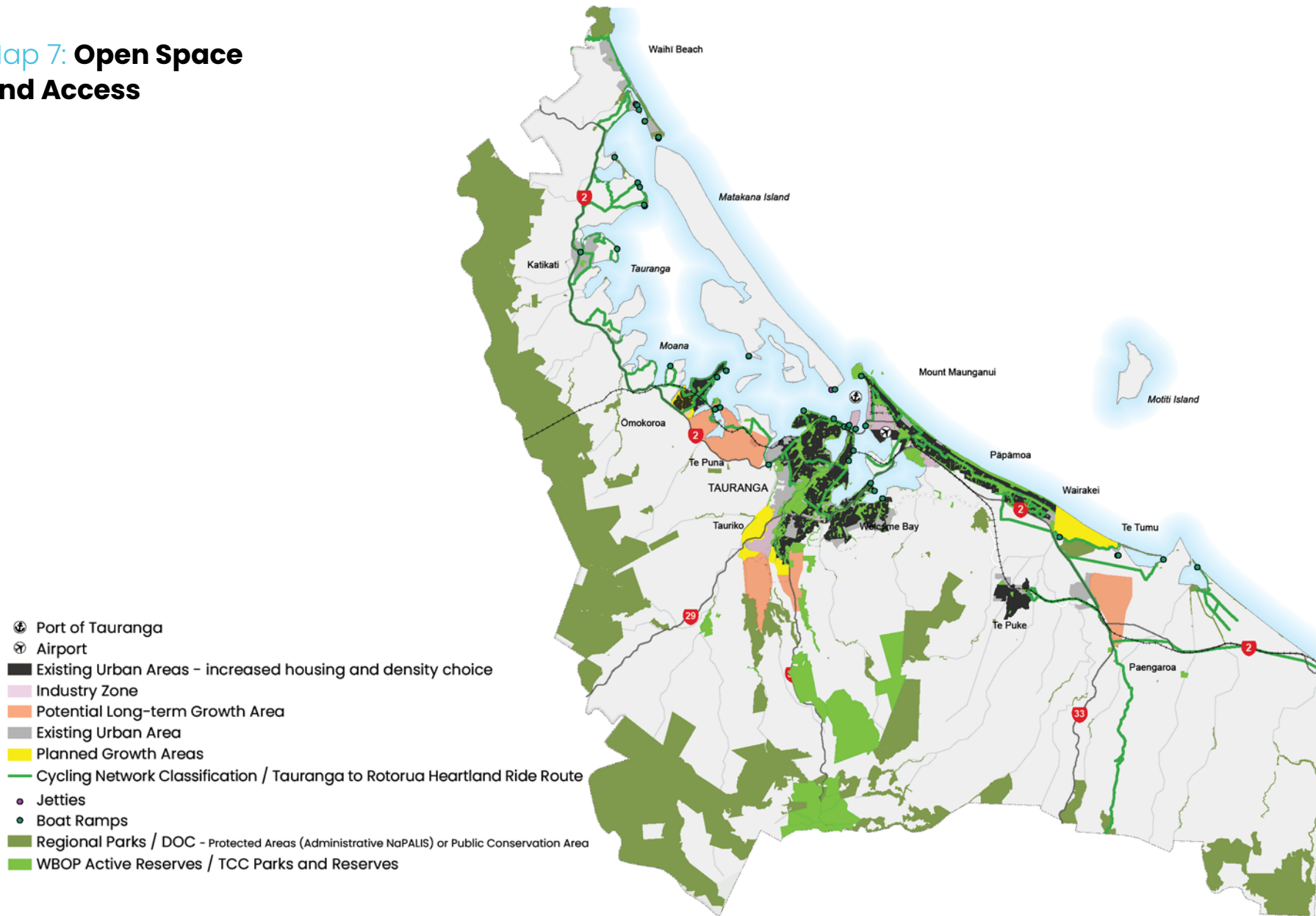
The work has multiple benefits:

- 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**

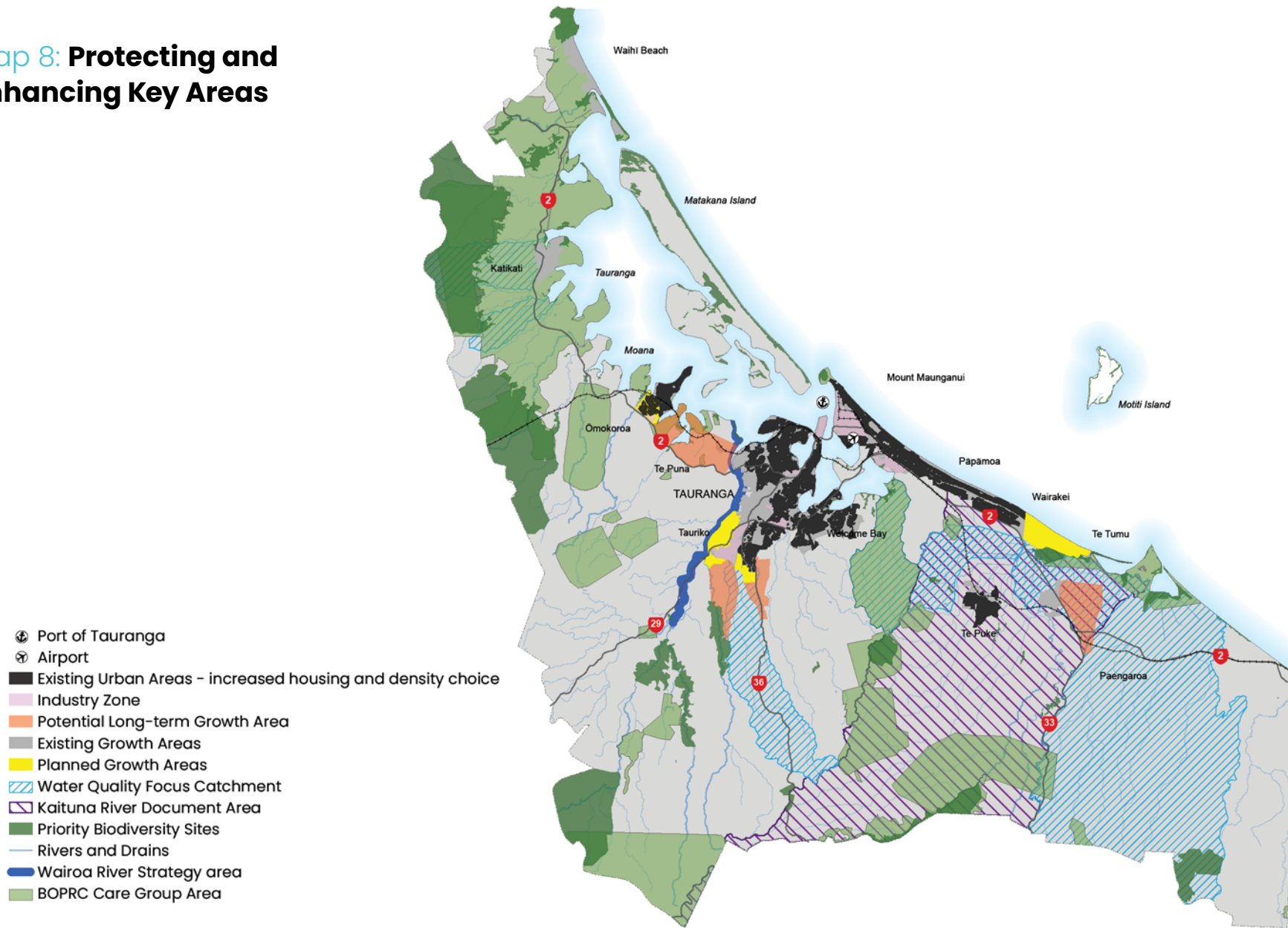


## Map 7: Open Space and Access



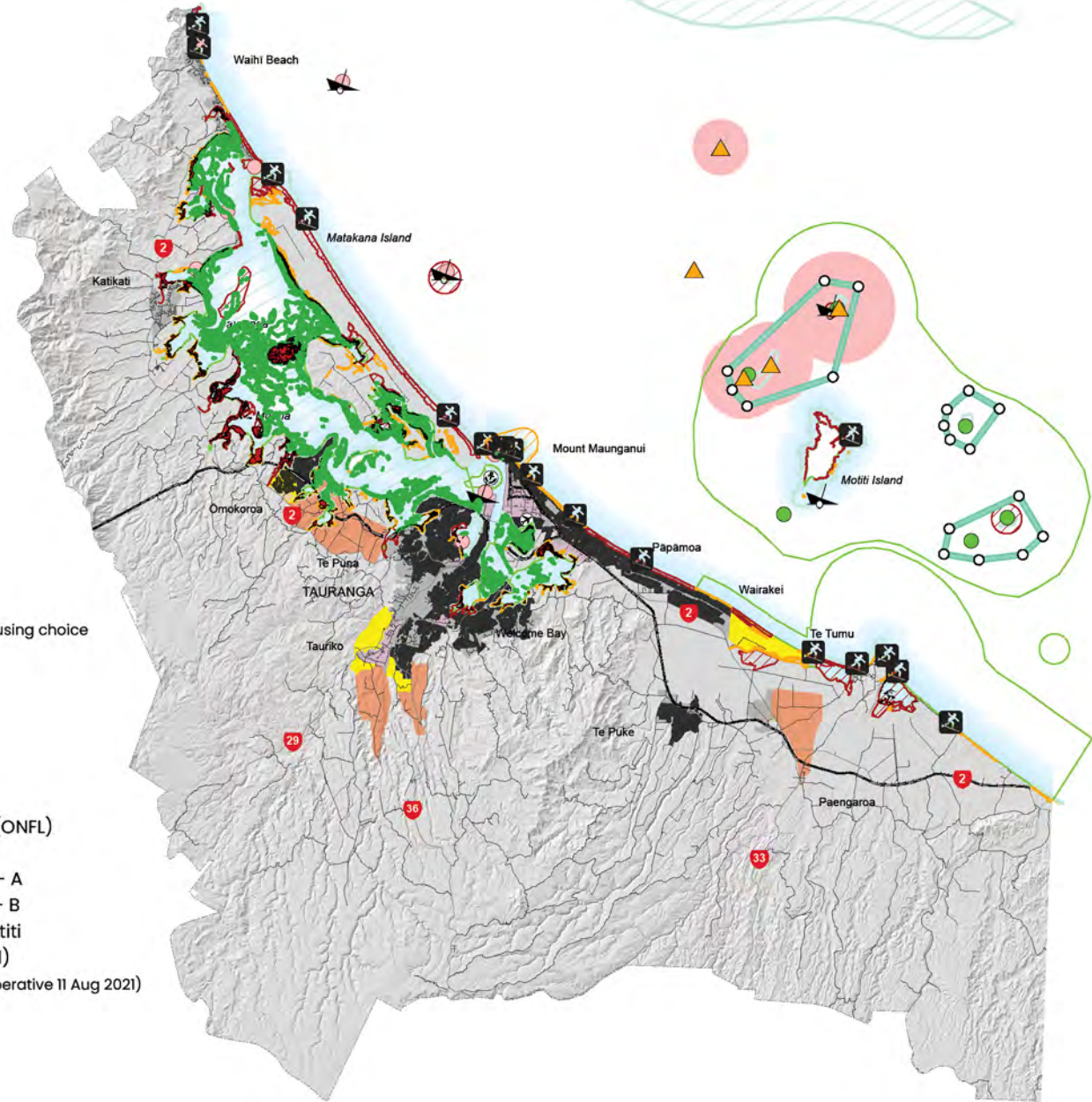


**Map 8: Protecting and Enhancing Key Areas**



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

- Port of Tauranga
- Airport
- Existing urban areas - increased density and housing choice
- Industry Zone
- Potential Long-term Growth Area
- Existing Urban Area
- Planned Growth Areas
- 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".<sup>1</sup>*

Approximately 83% of the land area in the 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 City Council

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



13,440 ha). 187,978 hectares of this land is classed as rural or lifestyle. The sub-region extends from Waihi 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, 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, Ottawa, 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.<sup>2</sup>

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 6 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.<sup>3</sup>

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<sup>2</sup> Zespri Five Year Outlook (December 2022). Retrieved from [Zespri-Five-year-Outlook-2023.pdf](#)

<sup>3</sup> <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 in 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<sup>4</sup> and in accordance with the National Policy Statement on Highly Productive Land (NPS-HPL).<sup>5</sup> 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.<sup>6</sup> 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.<sup>7</sup>

### 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](http://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 here 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
<b>Total</b>	<b>364</b>

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.<sup>8</sup> 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.<sup>9</sup>

### 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.

<sup>8</sup> 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.

<sup>9</sup> 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



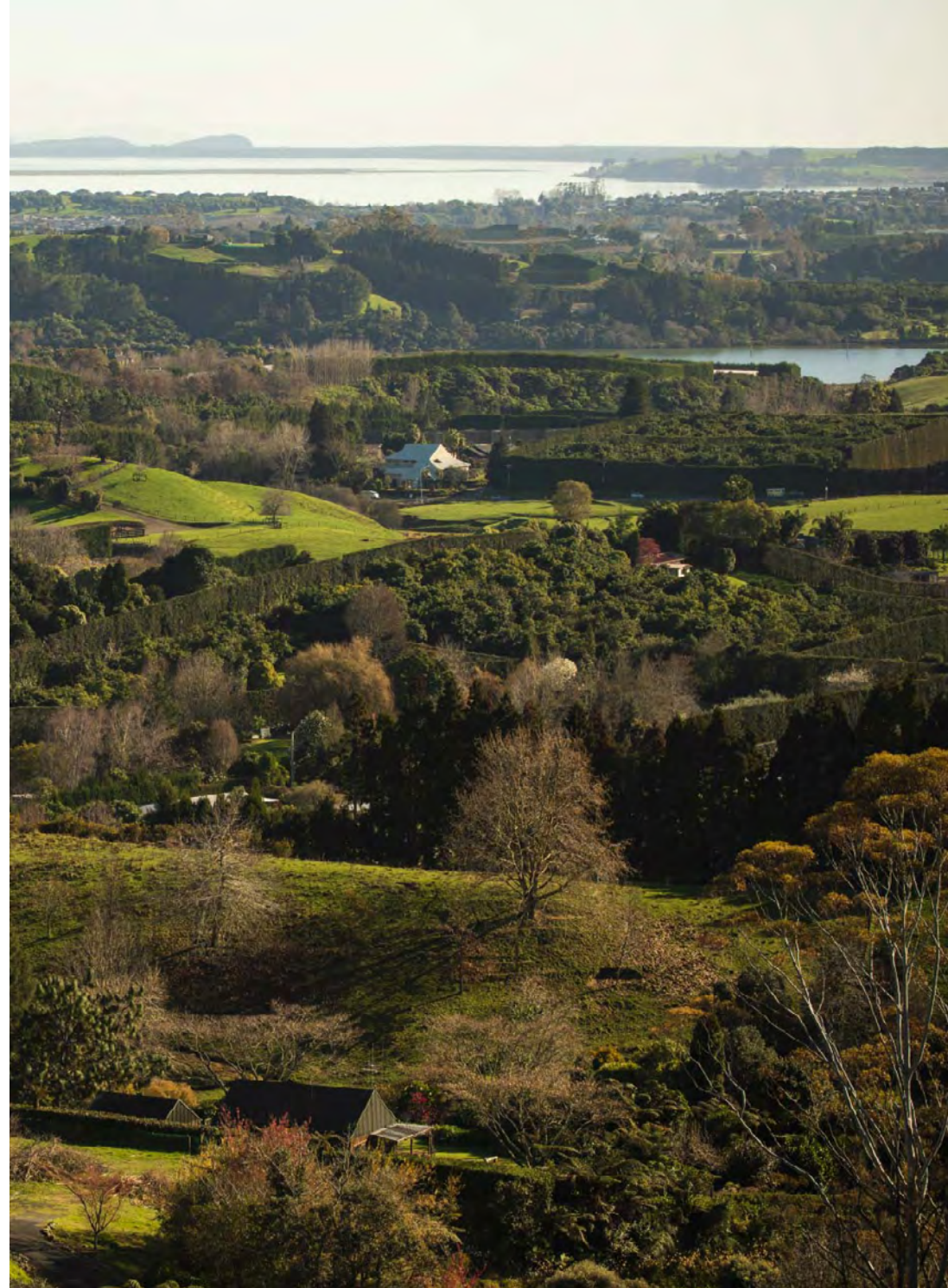
#### OBJECTIVES



#### CLIMATE RESILIENCE PRINCIPLES



Integrate climate resilience





# 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.**

Māori from many iwi have long understood the strategic importance of the Pāpāmoa Hills with their commanding position over the surrounding coastline, with 1,630 individual archaeological features recorded within the park today. Predominantly the features are 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 also 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 currently consisting of four regional councillors and one representative from each of Waitaha, Nga Potiki, Ngati Pūkenga and Ngāti He. Te Uepu is in the process of refreshing the policy direction and management plan for the Pāpāmoa Hills 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, and native plantings on steep or wet areas for biodiversity and water quality. A network of tracks is maintained for the public to enjoy the area, accessible from both the main carpark on Poplar Lane or via Summerhill on Reid Rd.

Toi Moana is currently working with HEB Construction and others to upgrade the parks facilities. The design for the new carpark and visitor gateway was developed by Toi Moana and iwi representatives.

The new space will include the creation of an improved entry from Poplar Lane, increased carparking capacity and improved safety for vehicle access. A new entrance way to the park which includes an interpretation area to help park users understand some of the cultural and historic context of the land they are visiting, and improved track signage will enhance the experience for visitors coming to enjoy the regional park. The new carpark and visitor entry space will be the primary access to Pāpāmoa Hills and will provide over 80 additional carpark spaces and is expected to open to the public in spring 2023.

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.





# 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, Waihi 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.<sup>10</sup>

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 program** 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.

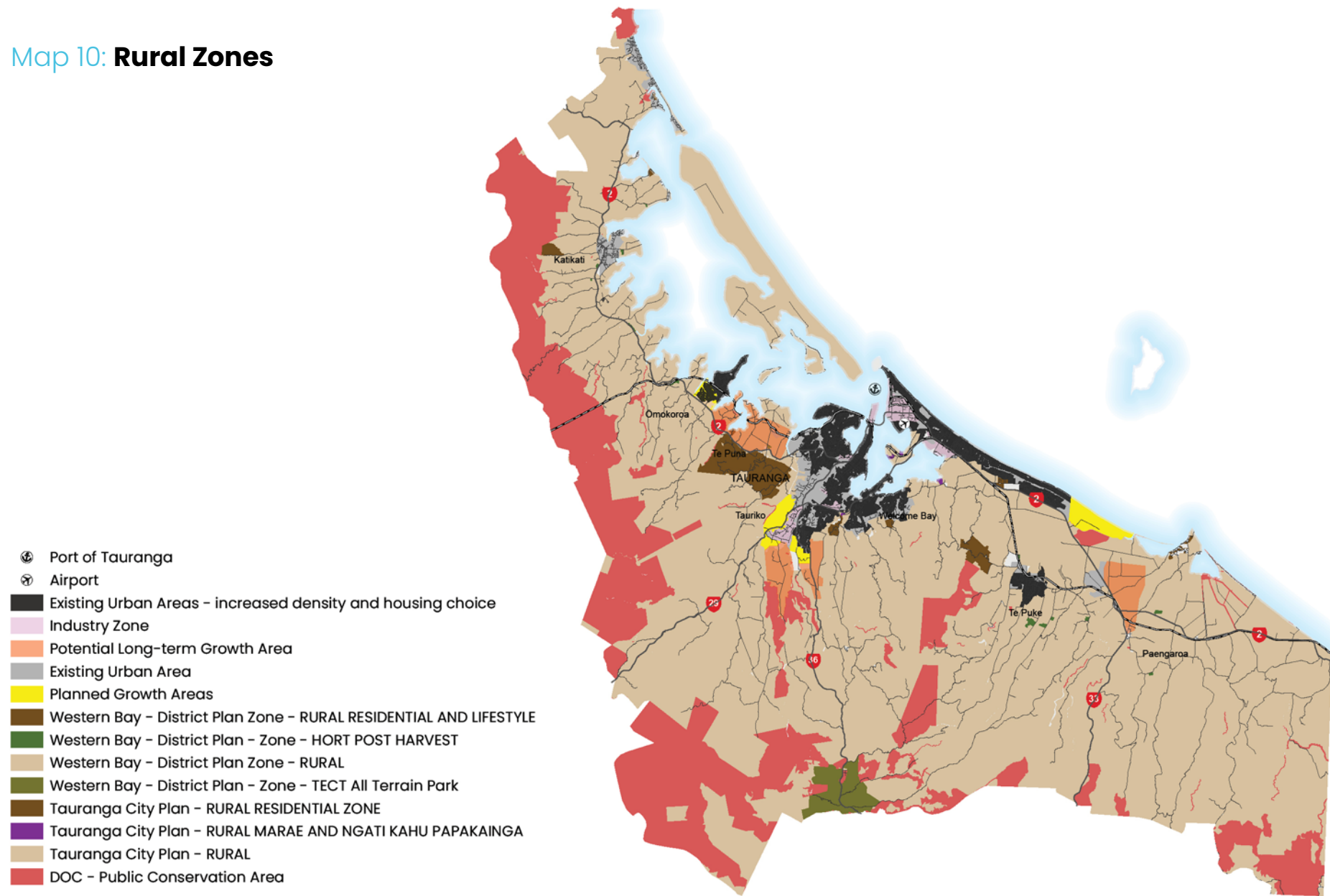


Recent highlights for MOWS include a colony of tarapunga (red-billed gulls) on Maketū Spit, increasing in size every year since 2012. This is particularly significant as the species is classified as a ‘at risk / declining’. The Waihi Harbour wetland also has matuku (bitten), banded rail, spotless crane, ferbird 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.



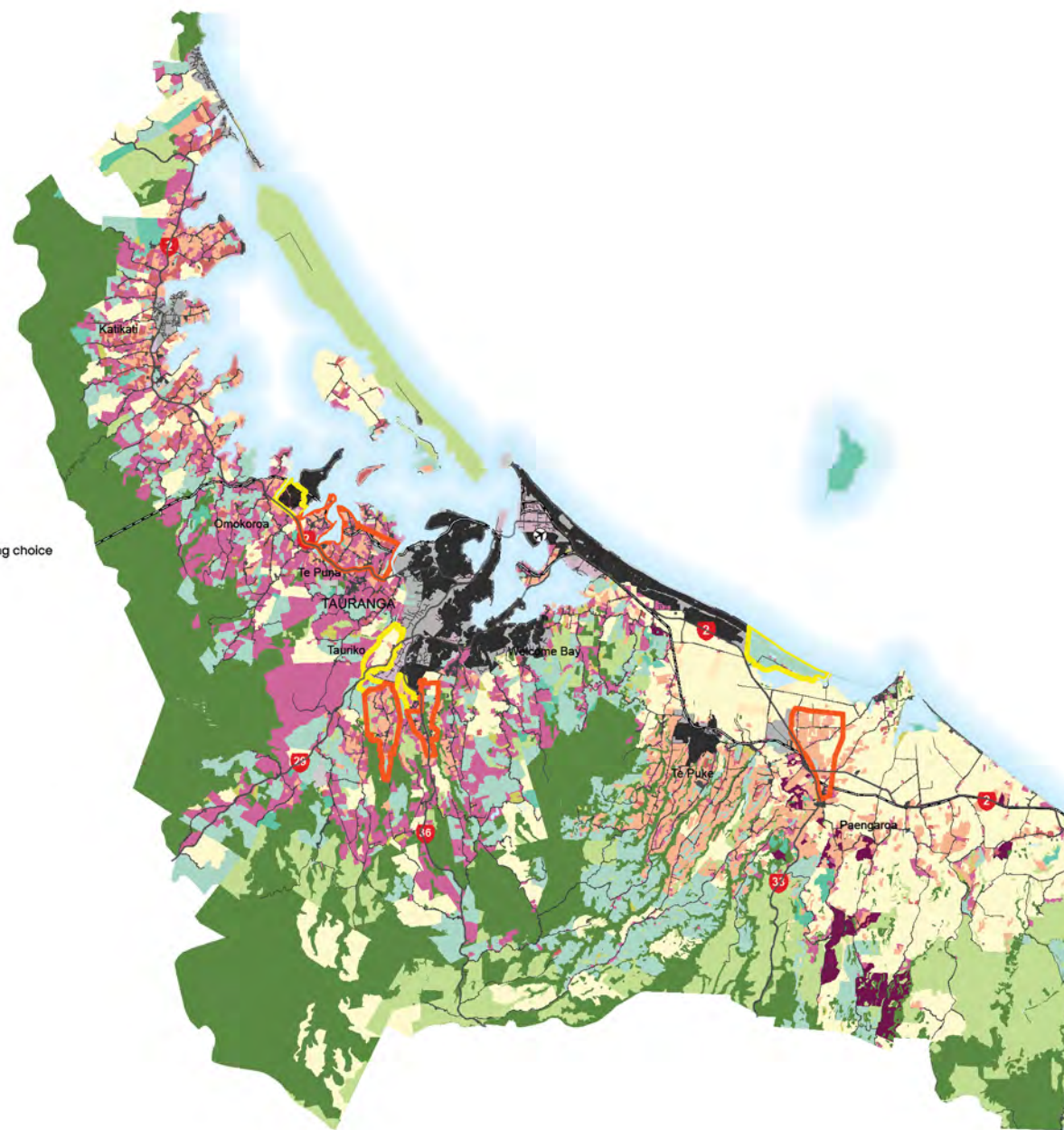
<sup>10</sup> Maketu Wetland Society. Retrieved from <https://maketuwetlands.org.nz/>

Map 10: Rural Zones



Map 11: Land Use

-  Airport
-  Port of Tauranga
-  Existing Urban Areas - increased density and housing choice
-  Industry Zone
-  Potential Long-term Growth Area
-  Existing Urban Area
-  Planned Growth Areas
- Landuse 2017
-  arable
-  dairy
-  dairy support
-  high intensity beef or dairy grazing
-  deer
-  forest exotic
-  forest native
-  kiwifruit
-  lifestyle block or mixed landuse
-  orchard or permanent horticulture
-  parks and reserves
-  scrub
-  sheep and 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 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<sup>1</sup> 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.

## 15-minute neighbourhood



<sup>1</sup> 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
<b>Regional and City Centre</b>	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.
<b>Town Centres</b>	<ul style="list-style-type: none"> <li>• Waihi Beach</li> <li>• Katikati</li> <li>• Ōmokoroa</li> <li>• Bethlehem</li> <li>• Fraser Cove</li> <li>• Greerton</li> <li>• Cameron Road Centre</li> <li>• Tauranga Crossing</li> <li>• Mt Maunganui</li> <li>• Bayfair</li> <li>• Pāpāmoa</li> <li>• Wairākei – The Sands</li> <li>• Te Puke</li> </ul>	<p>Town Centres provide for a range of commercial, community, recreational and residential activities, intended to service the needs of the immediate and neighbouring suburbs.</p> <p>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.</p>
<b>Potential Town Centres</b>	Brookfield	These areas will become town centres over time.

More detailed planning<sup>2</sup> 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 <sup>3</sup> (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)

<sup>2</sup> For example through local spatial plans, neighbourhood plans, structure plans, town centre plans or community plans.

<sup>3</sup> 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.

### URBAN FORM AND CENTRES INTEGRATION

#### WELLBEINGS



#### OBJECTIVES



#### CLIMATE RESILIENCE PRINCIPLES



Integrate emissions reduction



Integrate climate resilience

# 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.

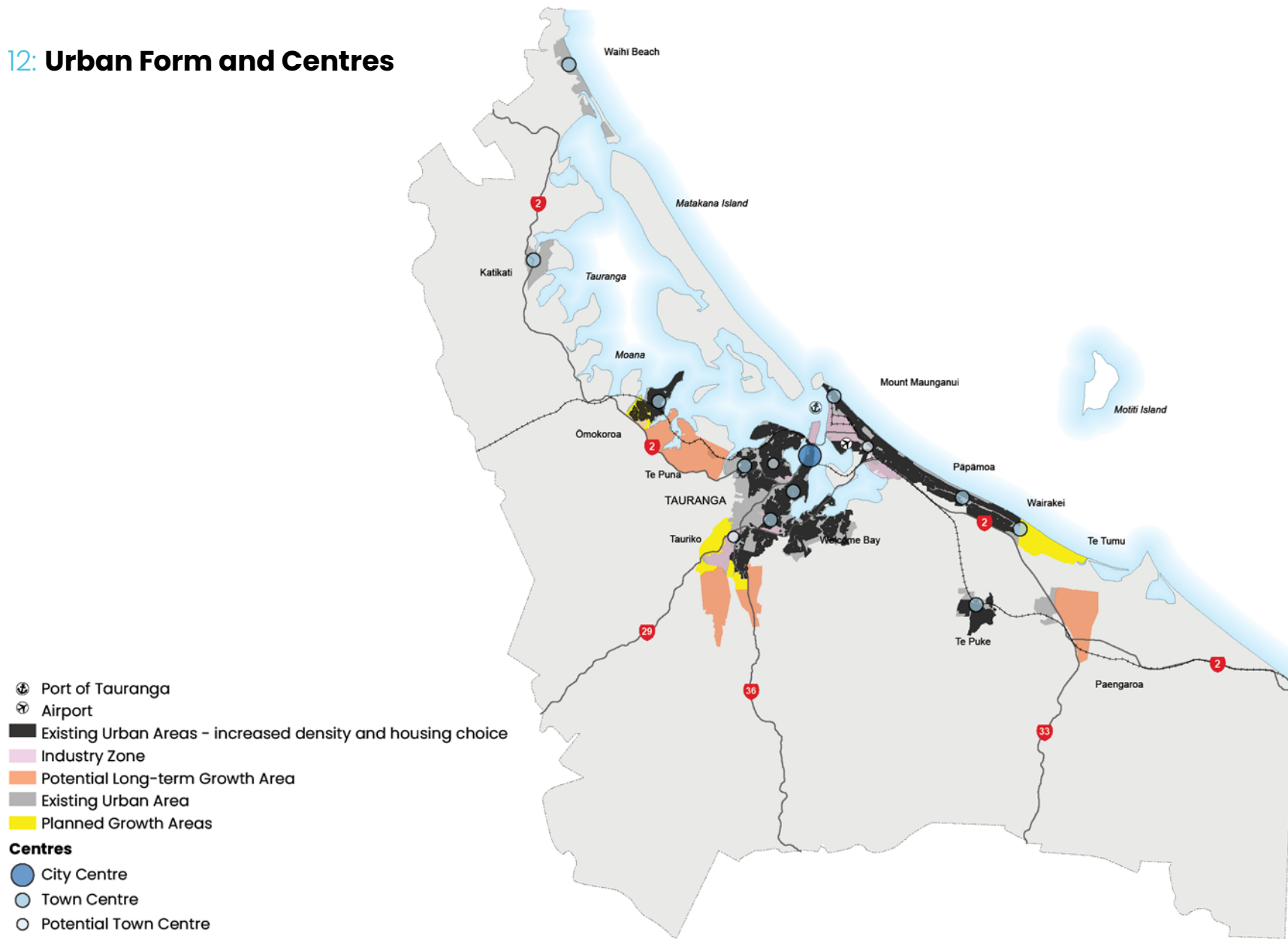
The focus of future growth will be on providing higher residential densities near the centres and public transport. This includes four to six storey heights close to the Brookfield centre, and up to four storeys in Bureta and Cherrywood. This increase in density will be matched by improved local facilities and better public transport, walking and cycling options. The walkable catchments used to identify where increased heights and densities are considered appropriate range between 400m-800metres (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.



Ōtūmoetai Spatial Plan  
Te Mahere Takiwā mō Ōtūmoetai  
2023-2050



Map 12: Urban Form and Centres







## 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 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. 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.
11. 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".
12. There are limited examples and products for 'alternative tenures', such as build-to-rent, co-housing, or shared ownership.
13. The long-term picture suggests intensification and some new greenfields will address the housing shortfall. However, it is not clear that this will address housing affordability. Under the current market dynamics, it is unlikely to.
14. Māori have worse housing outcomes than non-Māori.



15. 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.
16. 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.
17. 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 well-being.

## 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.
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. Public housing supply is increased and aligns the typologies of new and existing housing stock 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.

### HOUSING INTEGRATION

#### WELLBEINGS



#### OBJECTIVES



#### CLIMATE RESILIENCE PRINCIPLES



Integrate climate resilience



## CHAPTER 08. TRANSPORT

### Introduction

Transport is a key part of enabling, supporting and shaping growth. 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 reducing the need to travel, and distance travelled, and connections between these centres by providing travel choice. The programme looks to create high frequency public transport routes and an integrated and connected strategic walking and cycling network. The multimodal transport components of the Connected Centres programme support and protect freight access to 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.



The Government has now 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 and the ERP aims to reduce transport emissions by approximately 41% from 2019 levels<sup>1</sup>. The following four sub-targets contribute to this outcome<sup>2</sup>:

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**Target 1** – Reduce total kilometres travelled by the light fleet by 20% by 2035 through improved urban form and providing better travel options, particularly in our largest cities.

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**Target 2** – Increase zero-emissions vehicles to 30% of the light fleet by 2035.

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**Target 3** – Reduce emissions from freight transport by 35% by 2035.

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**Target 4** – Reduce the emissions intensity of transport fuel by 10% by 2035.

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As part of the western Bay's contribution to the ERP targets, the Ministry of Transport has set a draft vehicle kilometres travelled (VKT) reduction target of 21% below projected levels by 2035. The transport partners are drafting a VKT reduction plan for the sub-region to define the changes that would be necessary to achieve this outcome.

The Bay of Plenty Regional Land Transport Plan 2021-31 also has a target to reduce carbon emissions from the transport sector by a minimum of 25% by 2030, from a 2020 base, on the path to net carbon zero by 2050.

Bay of Plenty Regional Council has recently prepared the Regional Public Transport Plan (RPTP) for 2022-32. The RPTP 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<sup>2</sup> (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.
- Implement recommendations from the Bus Decarbonisation Feasibility Study in terms of transitioning the fleet to zero emission buses.
- 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 while addressing safety, environmental and economic challenges. More information on the TSP and proposed programme of activities can be found on the SmartGrowth website.

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<sup>1</sup> <https://environment.govt.nz/publications/aotearoa-new-zealands-first-emissions-reduction-plan/transport/>

<sup>2</sup> <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. The transport network is constrained by our harbour topography and some of our existing roads have limited capacity for modal shift. Parts of the network are susceptible to failure in natural events and this risk is increasing with climate change. This makes it difficult to access opportunities at times.

## 3. Sustainable Urban Growth

Population growth is consistently higher than national averages and this brings with it increasing demand for travel. Existing roads are not easily retrofitted to accommodate public transport, walking and cycling. 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.

## 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<sup>3</sup>. 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.



<sup>3</sup> <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).
2. Frequent and reliable public transport and safe, connected cycle routes are provided within and between centres.
3. Transport safety and accessibility is improved for all ages and abilities.
4. Travel behaviour change is promoted within our communities to reduce emissions and improve health and wellbeing.
5. Transport solutions are future proofed, adaptable, resilient and integrated with the system view.
6. Technology to reduce transport emissions and improve safety and efficiency is adopted and promoted.
7. An efficient freight network is enabled to support movement to the Port of Tauranga and contribute to local and wider economic wellbeing.



### TRANSPORT INTEGRATION

#### WELLBEINGS



#### OBJECTIVES



#### CLIMATE RESILIENCE PRINCIPLES



Integrate emissions reduction



# How are we achieving the transport directives through the Accessible Streets Programme

**Accessible Streets is a 20-year programme designed to provide more active travel options by delivering a connected network of cycleways throughout Tauranga for people of all ages and abilities.**

It will also provide safer intersections, safer crossings and improved access to buses in urban areas to make it safer to walk and easier to catch a bus.

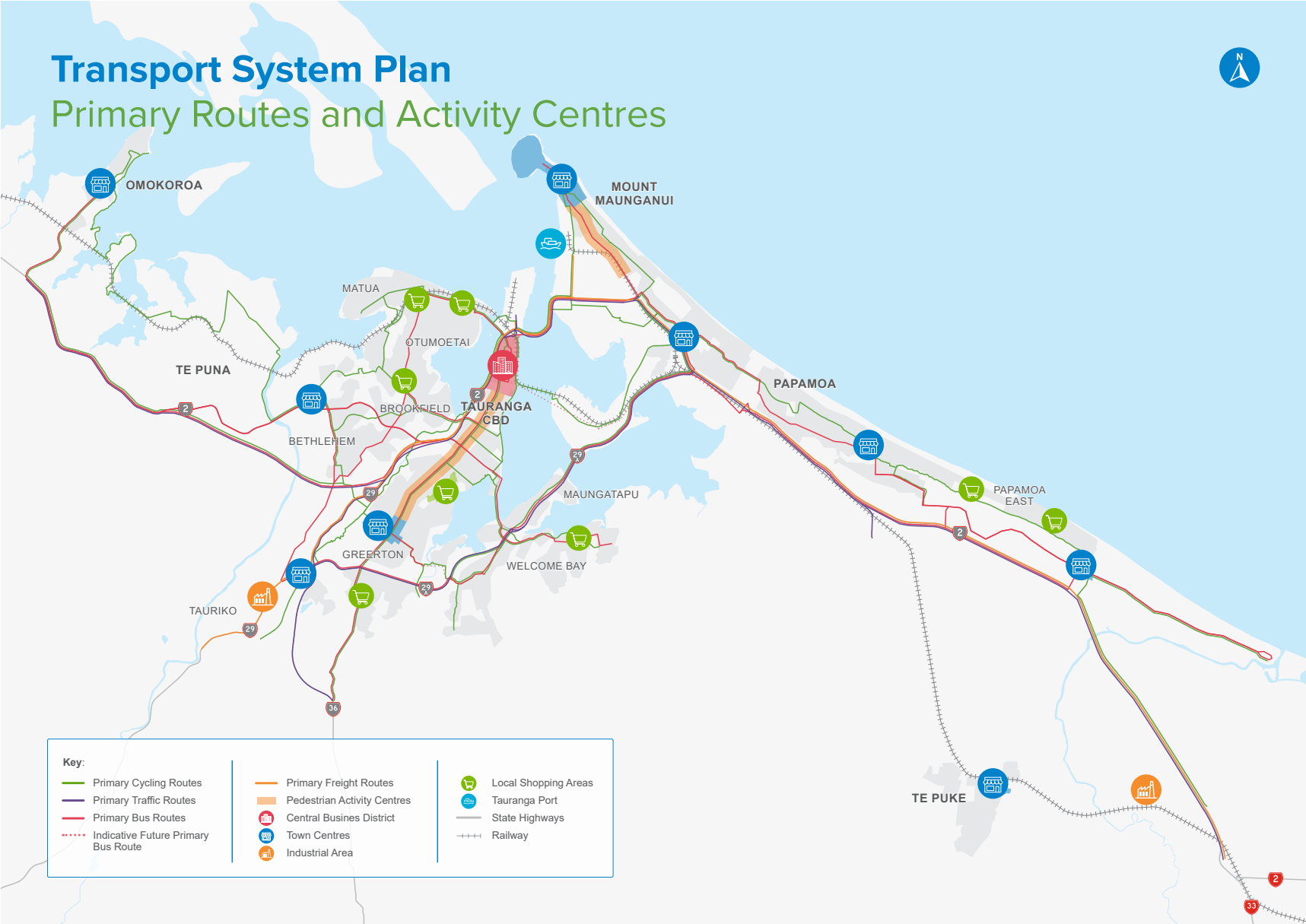
The first step of the programme is to build infrastructure that will provide people with safe, comfortable and direct cycling routes to key destinations such as the city centre, schools and parks. These cycle routes will make cycling a safer, more attractive travel choice. Supporting people to cycle will reduce traffic on our roads, reduce harmful emissions and improve health for our communities through more physical activity and cleaner air.

The Ōtūmoetai Peninsula is the first area the Accessible Streets programme will focus on. In Ōtūmoetai the Accessible Streets improvements are expected to increase cycling numbers by up to 35% and reduce anticipated traffic volumes.

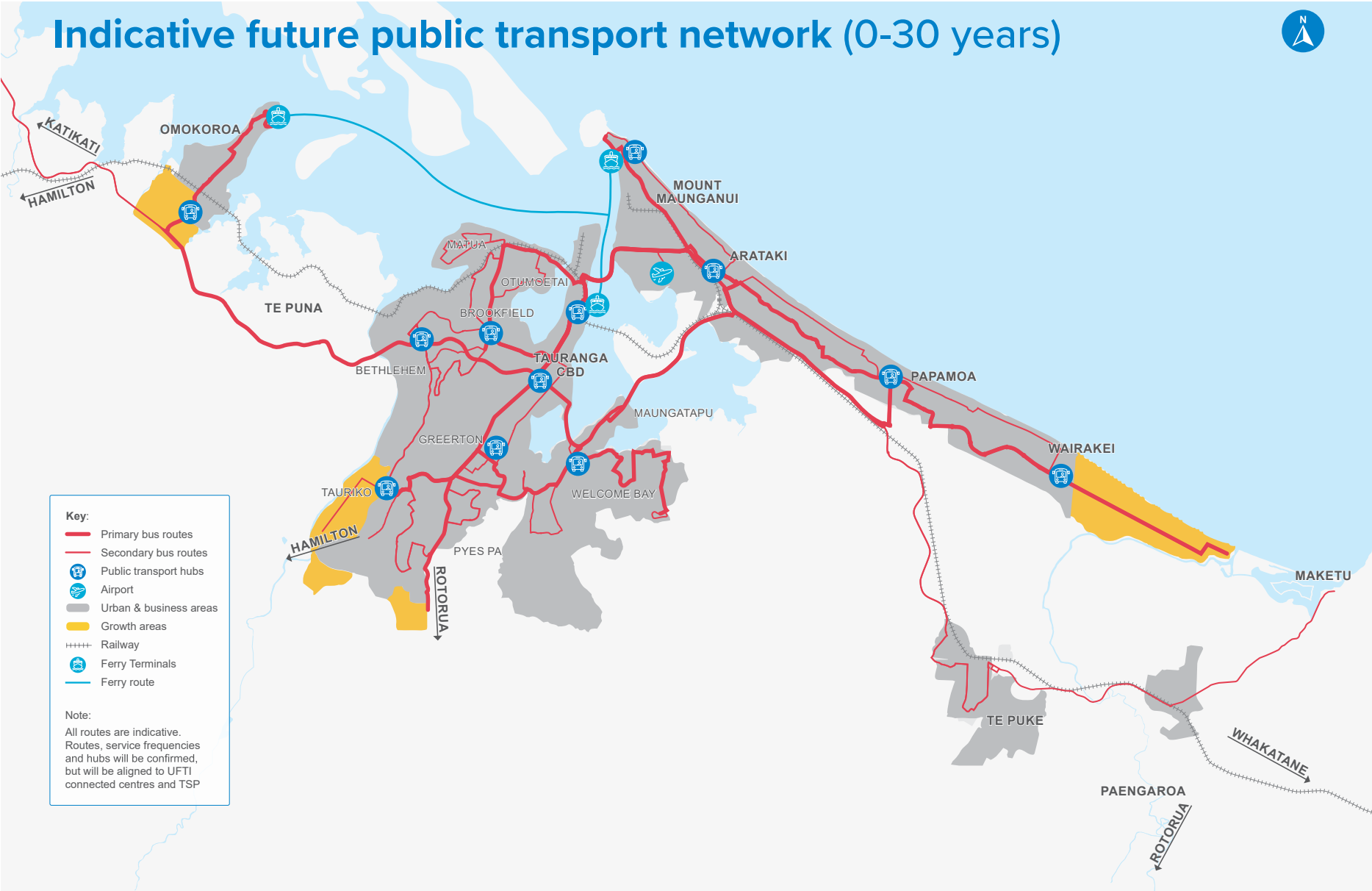
Accessible Streets is a significant programme of work and funding will be an ongoing challenge.



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.

There has been significant legislative and policy change in respect of three waters management. In April 2023 Central Government announced its reset plan for its Three Waters Reform programme, now named Water Services Reform. Changes include increasing the number of Water Services Entities from 4 to 10, and a 'go-live' date for these entities that will occur in a staged approach from 1 October 2025. With this reset, Tauranga and Western Bay of Plenty District's water services will transition to the newly announced Water Services Entity C (Bay of Plenty), alongside Whakatāne District Council, Rotorua Lakes Council, Kawerau District Council and Ōpōtiki District Council.

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 re consenting 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:
  - Central Government Three Waters Reform
  - 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
  - The multiple funding streams required and the adequacy of these to deliver required infrastructure
  - 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. 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.
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 of 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.

### THREE WATERS AND OTHER INFRASTRUCTURE INTEGRATION

#### WELLBEINGS



#### OBJECTIVES



#### CLIMATE RESILIENCE PRINCIPLES

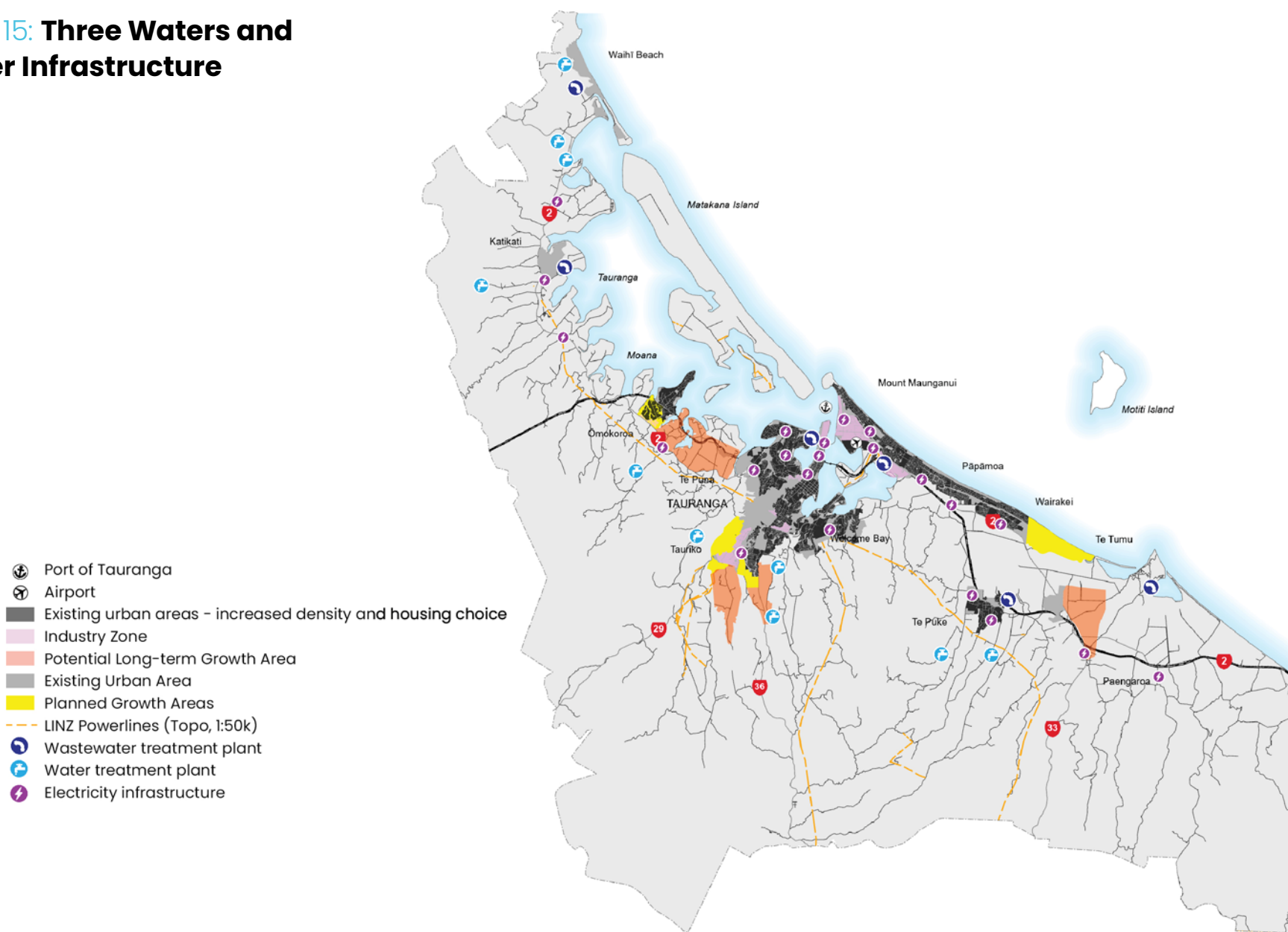


Integrate climate resilience

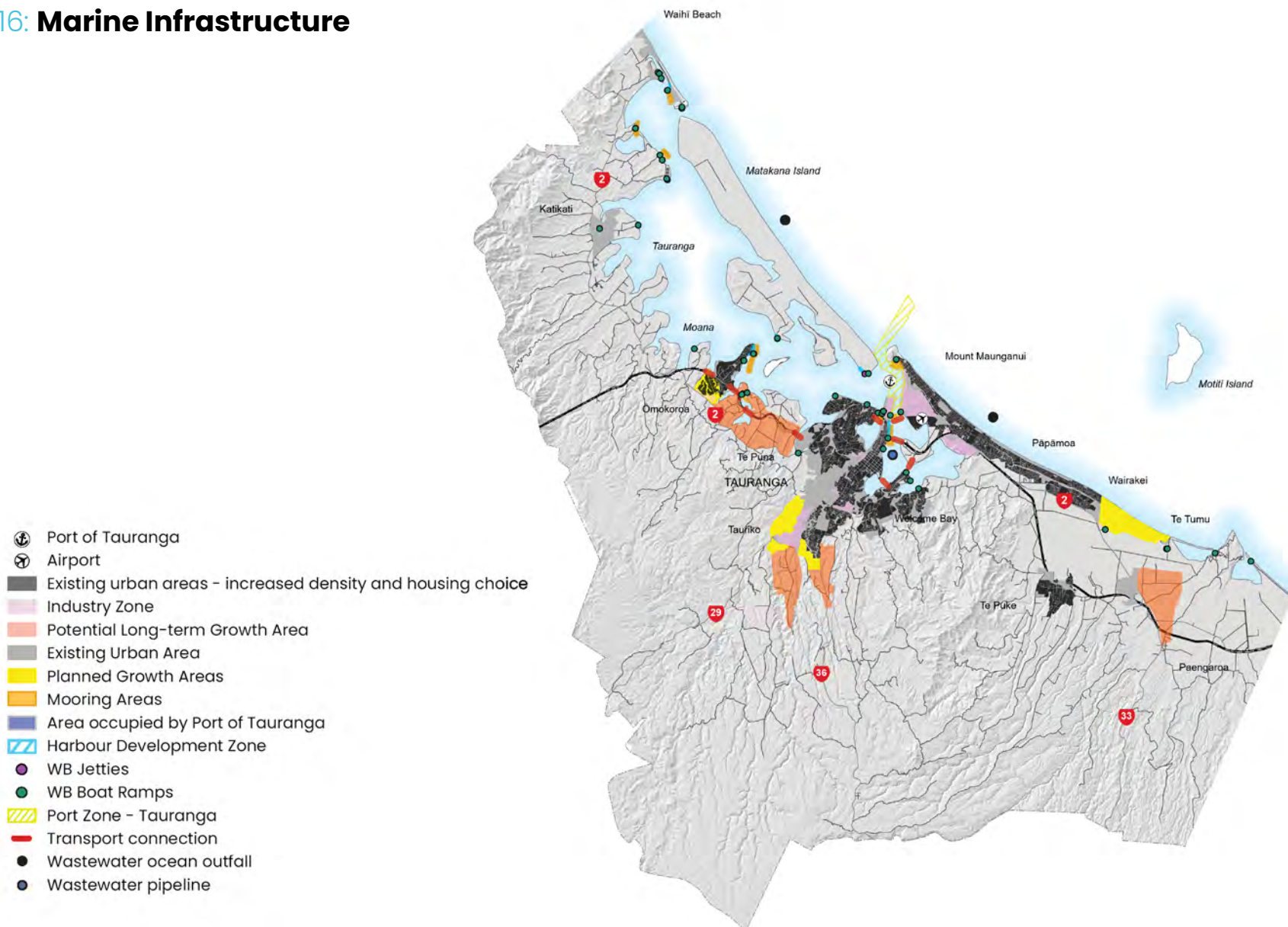


Integrate and enhance local ecosystems and biodiversity

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



Map 16: Marine Infrastructure







## CHAPTER 10.

# SOCIAL INFRASTRUCTURE AND WELL-BEING

### 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.

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.

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 well-being outcomes for the community.

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

## 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.

Each level has 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.

### 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 Waihi 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 Waihi 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 well-being 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. 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 well-being growth directives

1. Community facilities are:
  - Universally easy to use (including for people with disabilities).
  - Meet the social, demographic and cultural needs of the community it serves.
  - Multi-use and flexible to changing community needs.
  - Safe and enjoyable spaces
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.

### SOCIAL INFRASTRUCTURE INTEGRATION

#### WELLBEINGS



#### OBJECTIVES



#### CLIMATE RESILIENCE PRINCIPLES



Integrate emissions reduction

## 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.

# 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.

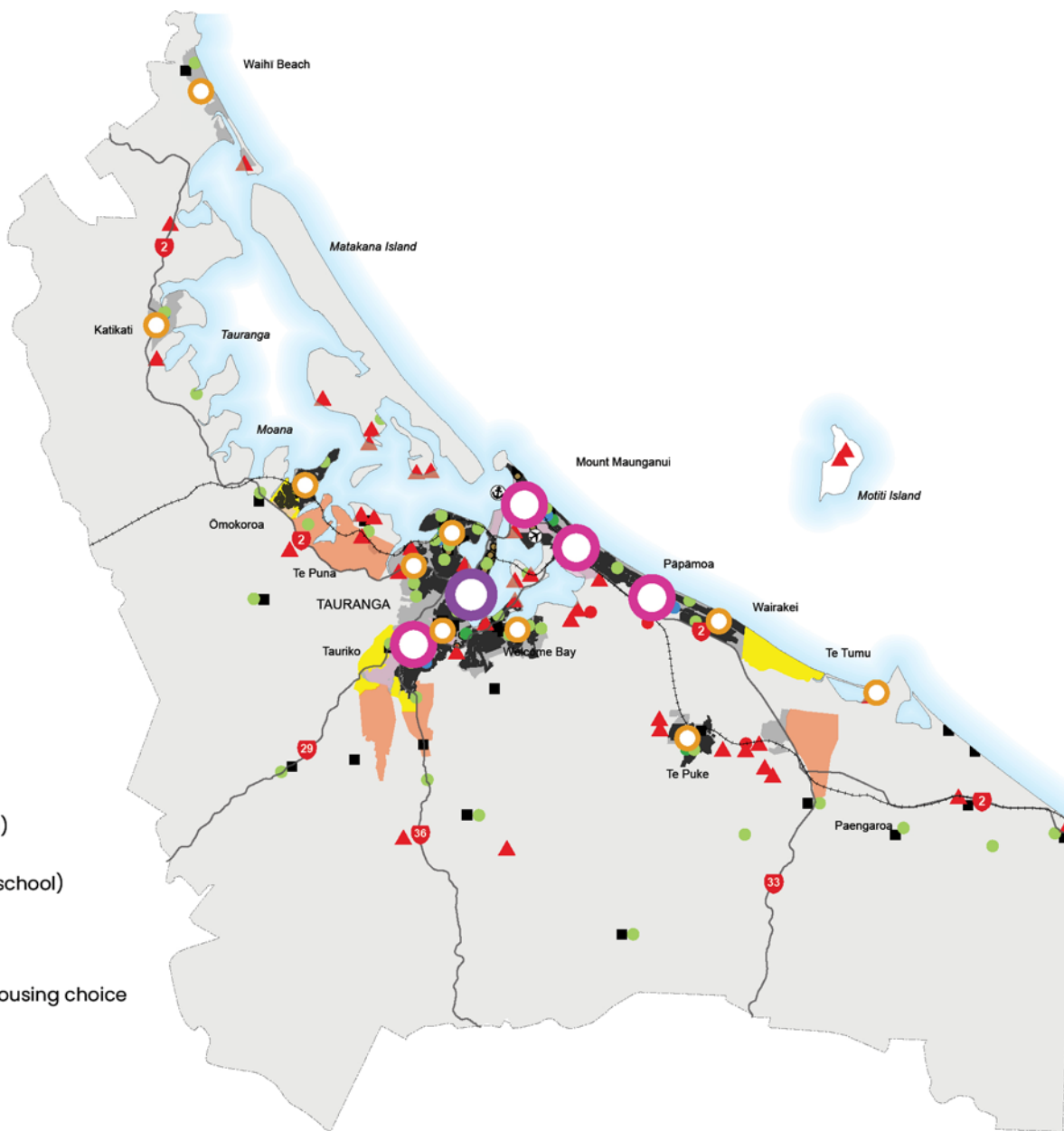
By May 2023, the project has marked significant milestones. The demolition of the old administration and library building finished ahead of schedule and on budget, paving the way for the new civic precinct. An impressive 89% of all material removed from the site has been recovered, recycled, or reused, 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
-  Airport
-  Marae
-  Kura
-  Primary (including composite and contributing)
-  Secondary
-  Other School type (intermediate, teen, special school)
-  Wananga
-  Tertiary
-  WB Halls
-  Existing Urban Areas - increased density and housing choice
-  Industry Zone
-  Potential Long-term Growth Area
-  Existing Urban Area
-  Planned Growth Areas







## 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.

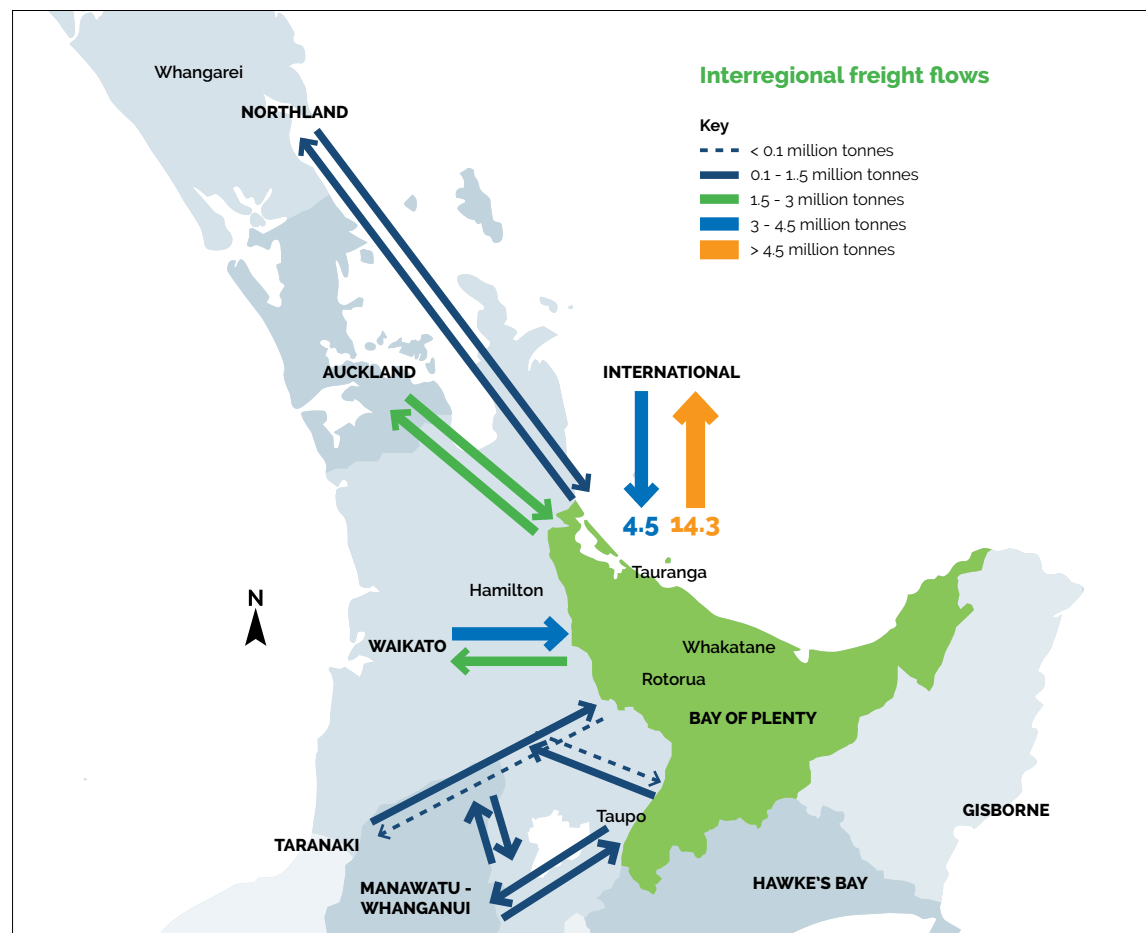
Over the past decade, the sub-region has delivered a strong, growing and increasingly diversified economy, contributing to a record low level of unemployment. The Port of Tauranga, New Zealand's largest port has helped underpin the region's economy, providing a critical link in the upper North Island 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.<sup>1</sup> 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.<sup>2</sup> 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.

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

<sup>2</sup> 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](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<sup>3</sup>, 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.



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

## Northern Corridor

- Residential housing
- Innovation cluster (hort-tech)



### Employment numbers

**2024** 10,900  
**2054** 13,400

## Mount Maunganui

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



### Employment numbers

**2024** 21,900  
**2054** 26,300

## CBD & Central Corridor

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



### 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

**2024** 8,900  
**2054** 13,000

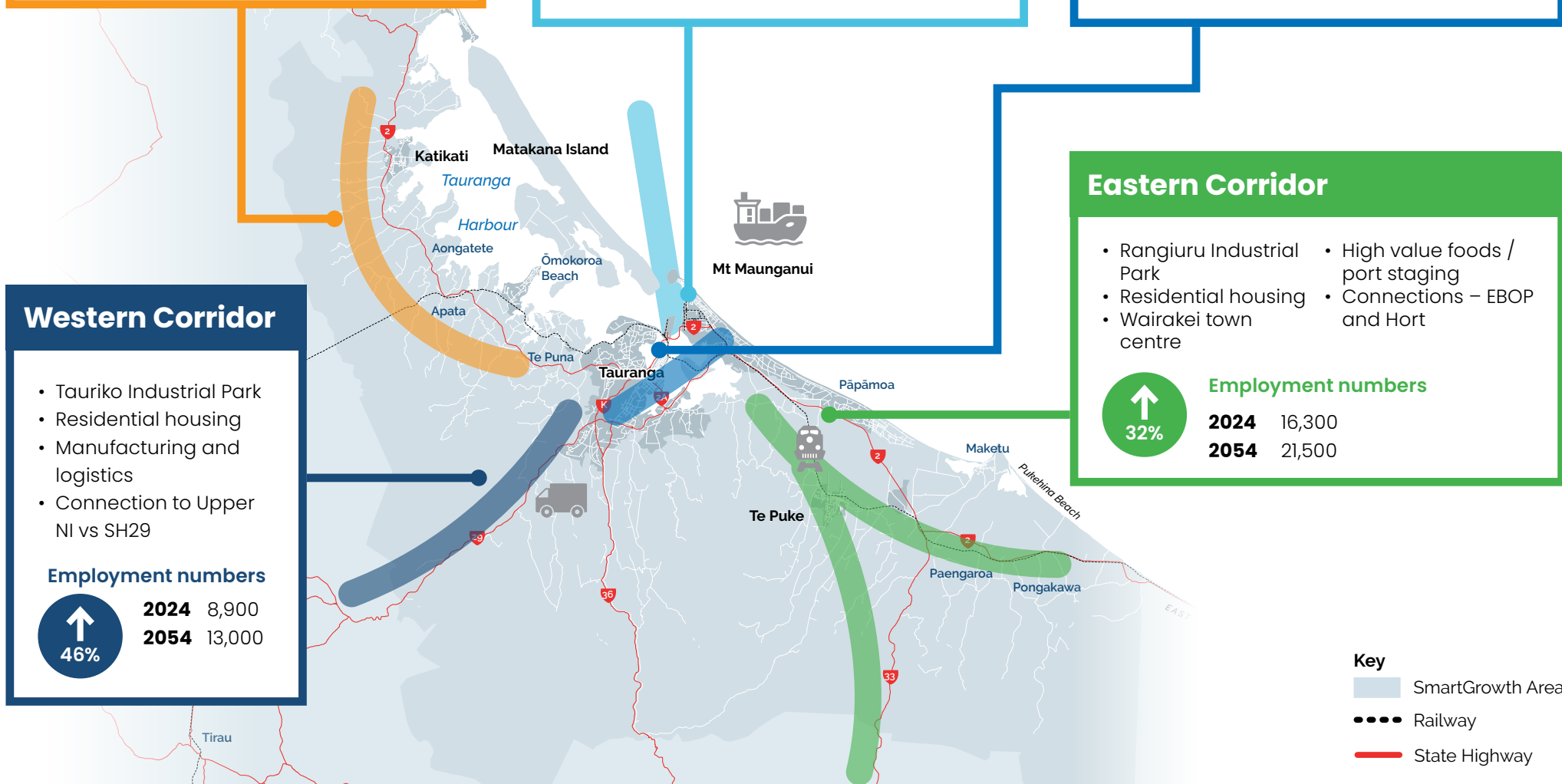
## Eastern Corridor

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



### Employment numbers

**2024** 16,300  
**2054** 21,500





# 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.<sup>4</sup>

## 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:

- 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;
- 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.

<sup>4</sup> 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](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](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
  - 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

## 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.**

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.

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.

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](http://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.**

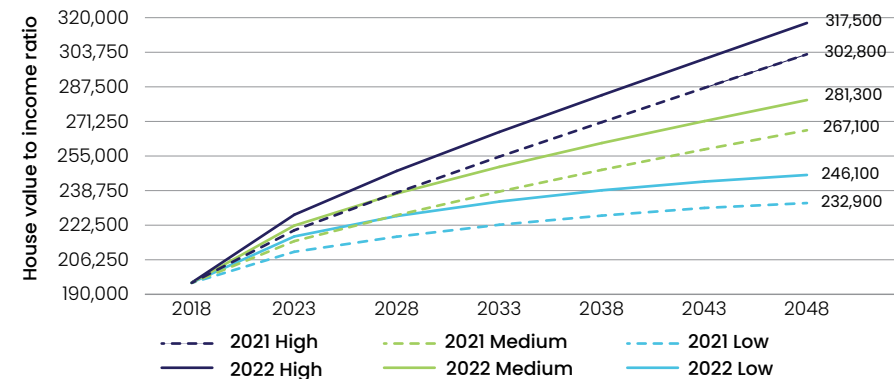
Statistics NZ 2022 projections estimate the population will increase at a faster rate than in 2021. This means more land is needed for housing and employment.

It is estimated that between 37,000 and 43,000<sup>1</sup> 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).<sup>2</sup>

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



<sup>1</sup> 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.

<sup>2</sup> 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.



	SHORT TERM	MEDIUM TERM	LONG TERM	TOTAL
<b>Housing Demand</b>	4,630	11,490	20,570	36,690
Housing Demand incl margin	5,550	13,780	23,660	42,990

	SHORT TERM	MEDIUM TERM	LONG TERM	TOTAL
<b>Housing Supply</b>				
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
<b>TOTAL</b>	<b>4,150</b>	<b>11,010</b>	<b>20,650</b>	<b>35,810</b>

	SHORT TERM	MEDIUM TERM	LONG TERM	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 Tauranga estimated to be between 4,300-5,300 homes which has been factored into the housing allocations.

Since the HBA was completed, Tauranga City Council has been developing its draft 2024-34 Long-Term Plan for consultation. Through this process it has become evident that the proposed capital expenditure programme over the 10-year period is unsustainably large

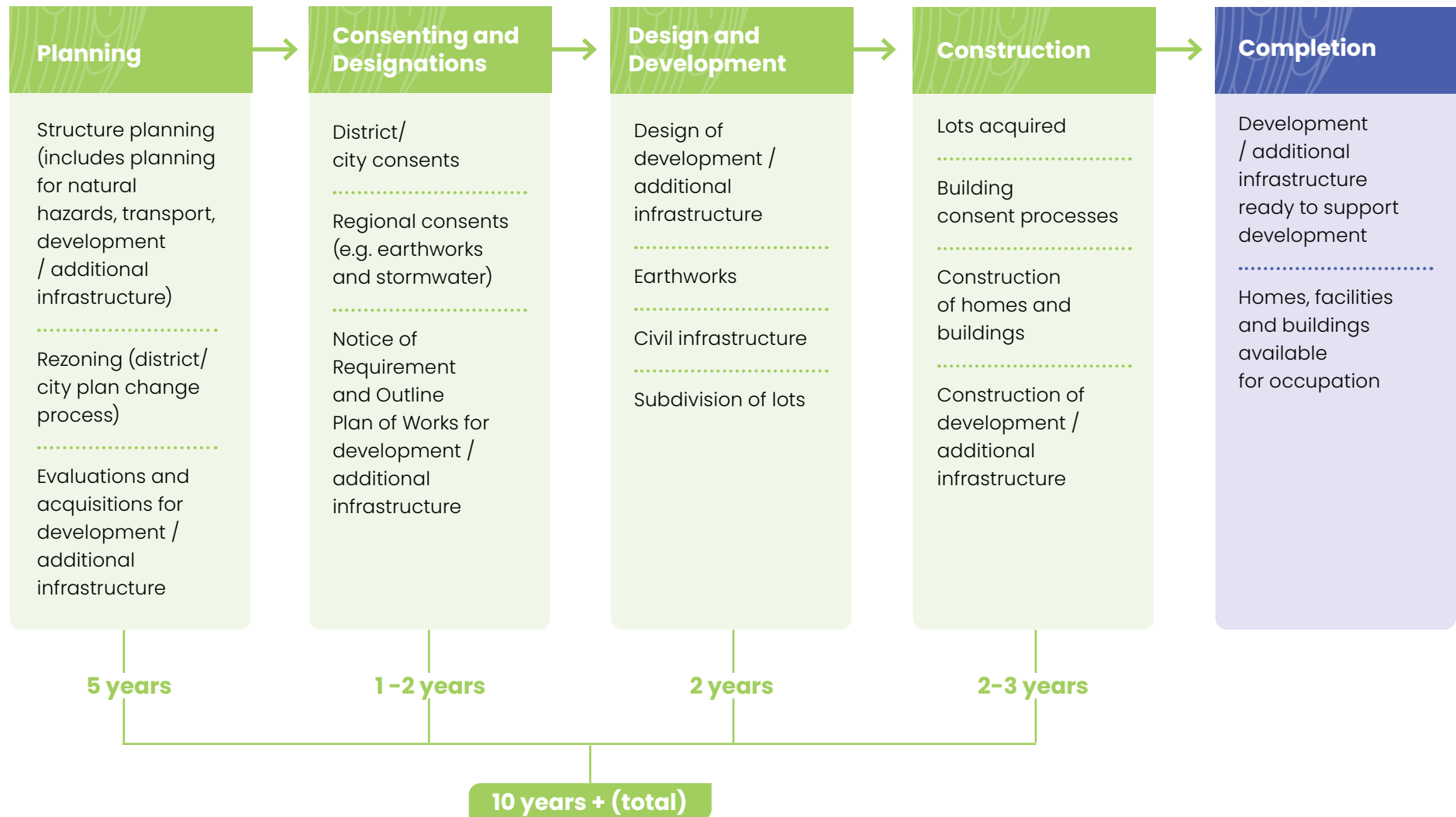
from both a fiscal and a delivery perspective. The proposed capital expenditure programme has been reduced in a number of areas, including the reduction of capital expenditure to support new urban growth areas – especially the Te Tumu and Keenan Rd area as well as a reduction in investment to support intensification. This has implications for when new development capacity will become available (subject to the final outcomes of the Long-Term Plan process). This has been estimated and it is concluded 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.

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.

## 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 <sup>3</sup>
Central	Te Papa, Ōtūmoetai, Mt Maunganui – Arataki/Bayfair
Western	Tauriko West, Keenan Road, Tauriko Business Estate
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 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 20 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 housing shortfall if the competitiveness margin required by the NPS-UD is factored in. 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 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.

Providing sufficient development capacity is dependent on the provision of infrastructure, funding, development feasibility and being able to zone

<sup>3</sup> Some growth areas are subject to further detailed investigations and other processes. As a result, the extent and nature of these areas may change.



land. All growth areas face delivery and funding challenges. 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 in the future to assist local government. This includes mechanisms such as value uplift.

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 far greater amount of intensification being achieved beyond that currently assessed as likely to be realised.

## Residential Growth Allocations for the next 30 years<sup>4</sup>

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. 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.

Map 19 illustrates the main housing initiatives over the next 30 years for the sub-region.

<sup>4</sup> There will be some variance between the numbers used in this Strategy and what is in the HBA, due to the different timeframes used.

Area	Dwellings Short term (2024–2027)	Dwellings Medium Term (2027–2034)	Dwellings Long Term (2034–2054)	Totals (2024–2054)
<b>Infill / Intensification (sub-region wide)<sup>5</sup></b>				
<b>Tauranga City</b> Intensification Areas: Te Papa, Tauranga West, Mount Maunganui. Intensification of established areas outside of Intensification Area	1,000	3,300	7,100 – 10,700 <sup>6</sup>	11,400 – 15,000
<b>Western Bay of Plenty</b> Intensification areas: Te Puke and Ōmokoroa	80	150	330	560
<b>Northern Corridor</b>				
Waihī Beach – Bowentown / Athrenree	40	100	10	150
Katikati	80	290	360	730
Ōmokoroa	340	1,160	1,440	2,940
<b>Central Corridor</b>				
Bethlehem	270	890	530	1,690
<b>Eastern Corridor</b>				
Pāpāmoa	230	520	170	920
Wairakei	500	1,380	270	2,150
Te Tumu			4,200	4,200
Te Puke	410	2,230	10	2,750
Eastern Centre <sup>7</sup>			800	800
<b>Western Corridor</b>				
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 <sup>8</sup>	150	1,260	2,090	3,500
Ohauiti South		190	280	470
Keenan Road <sup>8</sup>			2,000	2,000
<b>Total</b>	<b>3,410</b>	<b>12,130</b>	<b>19,940 – 23,540</b>	<b>35,480 – 39,080</b>
Papakāinga (sub-region)	128	51	284–400	463–579

<sup>5</sup> 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).

<sup>6</sup> The infill / intensification figures are provided as a range in the long-term period to allow for between 40% of total growth up to around 60%.

<sup>7</sup> Implementation of urban development of the Eastern Centre may be required earlier and at a greater scale if development capacity is not provided as anticipated in other identified areas.

<sup>8</sup> 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.

## 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
<b>Northern Corridor</b>	
Northern (Te Puna/Plummers Point)	5,000–8,000
Waihi Beach – Bowentown/Athenree <sup>9</sup>	2,300
Katikati <sup>10</sup>	1,700
<b>Central Corridor</b>	
Intensification (Te Papa, Ōtūmoetai, Mt Maunganui – Arataki/Bayfair)	21,000–23,000
<b>Eastern Corridor</b>	
Te Tumu	2,300
Eastern Centre	18,000–20,000
<b>Western Corridor</b>	
West/South (Upper Belk, Merrick, Joyce)	12,000–14,000
<b>Papakāinga</b> (sub-region)	1,000–2,000
<b>TOTAL</b>	<b>63,300 – 73,300</b>

## Business Employment Land<sup>11</sup>

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:<sup>12</sup>

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

This 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	<b>30</b>
Te Tumu	0	0	60	<b>60</b>
Rangioru Business Park	29	61	60	<b>150</b>
Te Puke	8	55	55	<b>118</b>
Tauriko Business Estate (including expansion)	30	70	20	<b>117</b>
Te Puna	30	0	0	<b>30</b>
Ōmokoroa <sup>13</sup>	6	17	7	<b>30</b>
Katikati	13	13	13	<b>39</b>
Waihi Beach	0	0	25	<b>25</b>
<b>TOTAL</b>	<b>124</b>	<b>226</b>	<b>252</b>	<b>602</b>

<sup>9</sup> Generation 4 Seaforth Rd, Fergus & Athenree Rd. Estimated developable land at 30 dwellings/ha. Future structure planning and hazard identification may alter numbers.

<sup>10</sup> Generation 4 Busby Rd. Estimated developable land at 30 dwellings/ha. Future structure planning and hazard identification may alter numbers.

<sup>11</sup> There will be some variance between the numbers used in this Strategy and what is in the HBA, due to the different timeframes used.

<sup>12</sup> 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.

<sup>13</sup> Includes PC92 proposed Industrial on Francis Rd



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 (2027–2052) 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, Waihi 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. Technical investigations have identified the following possible locations for future business land within the current growth corridors:

- Northern Corridor – Ōmokoroa/Apata
- Eastern Corridor – Domain Rd/Tara Road/Bell Road, Te Puke, Rangiuru
- Western Corridor – Belk Road /Ōmanawa, Pukemapu

Some of these areas are also being investigated for potential residential and other land uses, for example the Belk Road plateau area.

Through more detailed desktop analysis, Ōmokoroa, Belk Road and Pukemapu have emerged as the preferred potential locations to provide for business land demand needs in the northern and western growth corridors. Some of the other potential locations have been identified as having natural hazard, environmental or infrastructure servicing constraints.

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.

# Development Infrastructure

The infrastructure needed to support development is outlined in Appendix 1. This is a detailed table with all of the growth-related infrastructure required to support our growth areas. The table below is a summary of that information, which 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.

Table 1: **Critical Enabling Infrastructure**

Funding Key	
Funded or Signalled for Funding <sup>14</sup>	
Partly Funded	
No funding allocated	
Subject to a business case	
Subject to Water Services Entity (WSE) funding	

Timing Key	
Short	2024-2027
Medium	2027-2034
Long	2034-2054

Area	Critical Enabling Infrastructure	Timeframe	Funding
Sub-region Wide	Te Manawataki o Te Papa (city centre) – library, museum, community hub space, waterfront public realm upgrades including destination playground	Short	2024 LTP matter
	Public transport services and infrastructure enhanced services	Medium	
	Hewletts Road sub area (connecting Mount Maunganui)	Short	
	Connecting the People – Fifteenth Avenue to Welcome Bay	Short	
	Wider managed lanes network	Medium	
	Te Maunga Wastewater treatment plant upgrades	Medium	
	Te Maunga Ocean outfall	Medium	
	Waiāri Water Supply Scheme – Stages 2 and 3	Medium	

<sup>14</sup> Funded means fully funded in Long-Term Plan, National Land Transport Plan or other funding plan. Some projects are still being considered as part of 2024-27 Long-Term Plans and the National Land Transport Plan so can only be identified as being signalled for funding.

Area	Critical Enabling Infrastructure	Timeframe	Funding
<b>Northern Corridor</b>	Public transport infrastructure and corridor improvements as identified in the public transport services and infrastructure business case	Medium	
	Takitimu North Link Stage 2	Medium	
	Park and ride - Ōmokoroa	Short	
	Park and ride - Te Puna	Short	
	SH2 revocation/repurposing – Public Transport	Short	
	Tauranga Moana Coastal Cycle Trail	Medium	
	Ōmokoroa Library	Medium	
	Ōmokoroa Swimming Pool	Long	
	Ōmokoroa Primary and Secondary schools	Medium	
<b>Central Corridor</b>	Public transport infrastructure and corridor improvements as identified in the public transport services and infrastructure business case	Medium	
	City Centre Public Transport Hub	Short	
	Accessible Streets	Short	
	Cameron Rd Multimodal Stage 2	Short	
	Te Papa/Cameron Rd Intensification – Wastewater, Water Supply & Stormwater projects	Short	2024 LTP matter
	Brookfield and Greerton Community Centres	Long	
<b>Eastern Corridor</b>	Public transport infrastructure and corridor improvements as identified in the public transport services and infrastructure business case	Medium	
	Pāpāmoa East Interchange	Short	
	Rangiuru Business Park Interchange	Short	
	Wairakei WWPS to Te Maunga WWTP	Medium	
	Wairakei to Kaituna Stormwater Overflow – Phases 1 & 2	Medium	
	Te Puke Wastewater Treatment Plant Upgrade	Short	
	Te Tumu Trunk Mains	Medium	
	Wairakei/Te Tumu Indoor Pool Development	Medium	



Area	Critical Enabling Infrastructure	Timeframe	Funding
<b>Western Corridor</b> <sup>15</sup>	Public transport infrastructure and corridor improvements as identified in the public transport services and infrastructure business case	Medium	
	Cameron Rd Multimodal Stage 2	Short	
	Tauriko West Enabling Works – Transport Improvements including public transport, walking and cycling	Short	
	Tauriko Network Connections (Stages 1-3) – SH29 and 29A	Short	
	Tauriko Network Connections (Stage 4) – SH29 and 29A	Long	
	Western Corridor Ring Route (SH29 to SH36 – Tauriko Stage 3 Ring Route)	Short	
	Keenan Road access to planned urban growth	Short	
	Pyes Pā road multimodal upgrade	Medium	
	SH36 multimodal improvements to support planned urban growth	Long	
	Tauriko West spine road	Medium	
	Tauriko West Enabling Works – Wastewater and Water Supply	Short	
	Western Corridor Wastewater Strategy Implementation – Stages 1&2 – Tauriko West/Lower Belk/Keenan Road; Stages 3&4 – Upper Belk/Merrick Road	Medium – Long	
	Western Corridor Water Supply Strategy Implementation – Stages 1&2 – Tauriko West/Lower Belk/Keenan Road; Stages 3&4 – Upper Belk/Merrick Road	Medium – Long	
	Indoor Sports Centre and community centre	Medium	2024 LTP matter
	Relocation and expansion of Tauriko School*	Medium	
	Establishment of a new co-educational secondary school*	Medium	

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

<sup>15</sup> SmartGrowth partners have agreed 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.

# 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.

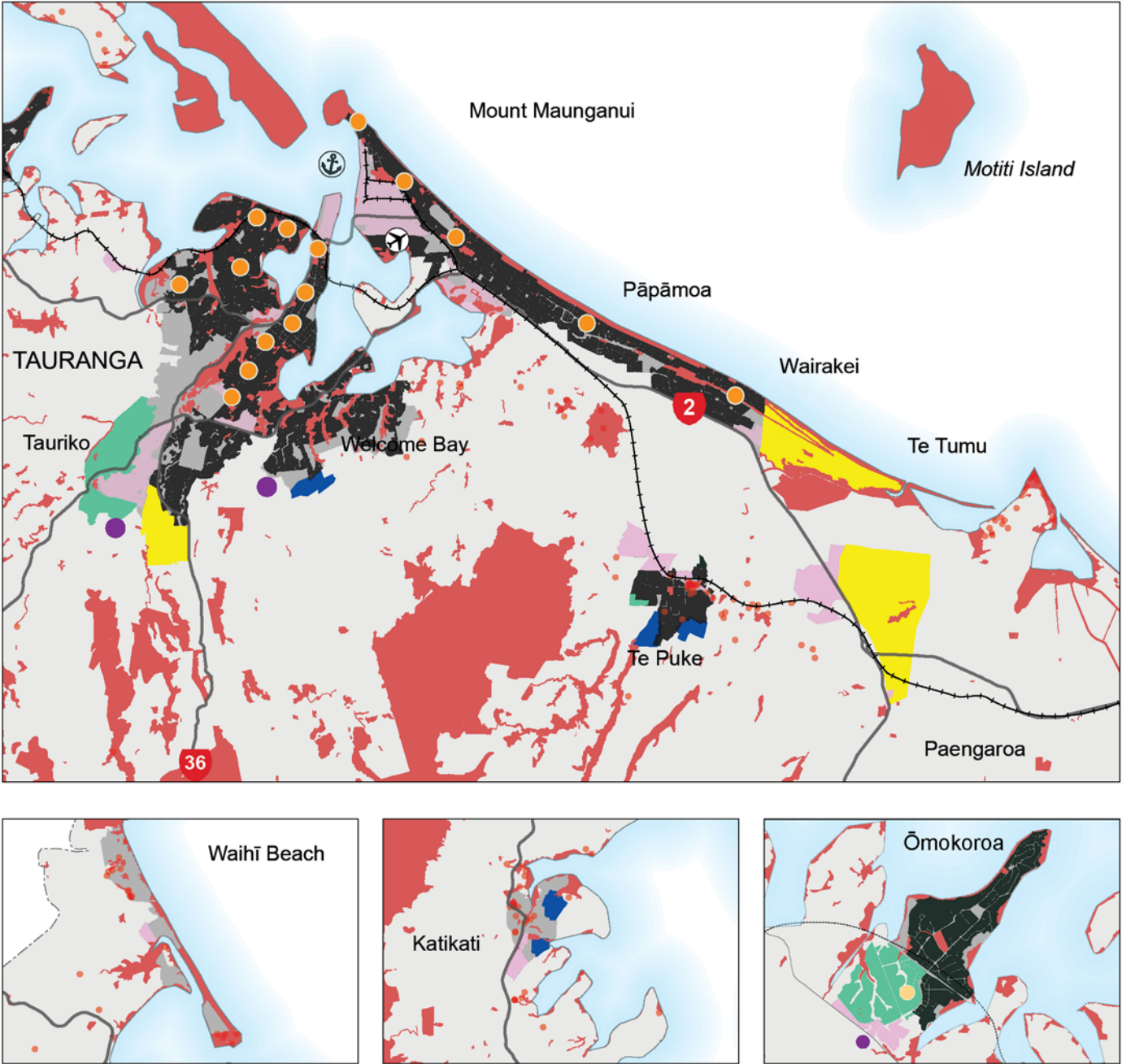


# Map 18: Future Development Strategy – Staging Map



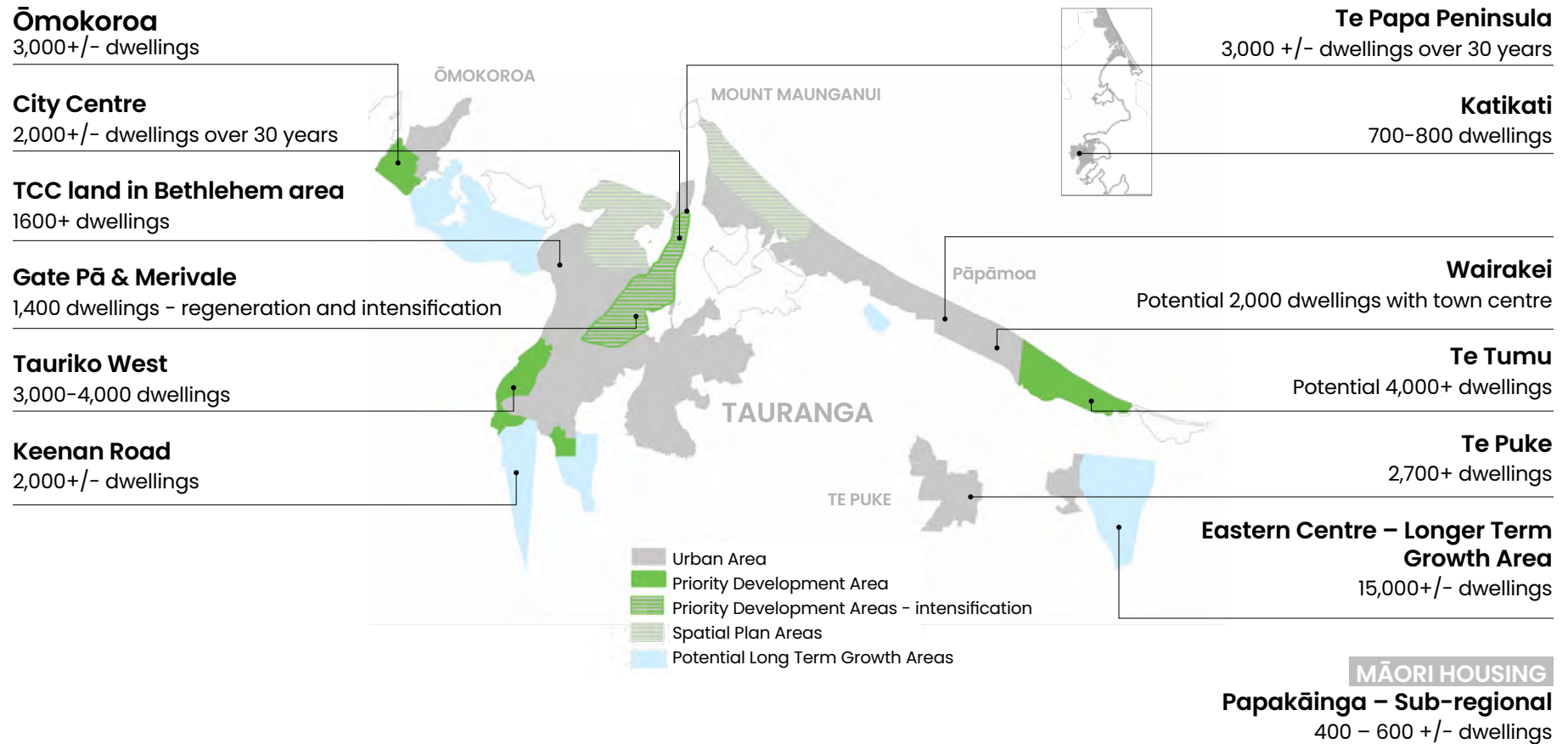
The staging timeframes shown on this map are based on when development will commence in the area. Detail around development in each greenfield area is available in the tables and text in the Future Development Strategy section.

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.





## Map 19: Western Bay of Plenty Housing



## Map 20: 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 Motuhua Island marae and MLT papakāinga:
  - Ōpureora, Rangihouhiri & Kutaroa Marae.
  - Rangiwaea Marae – Te Haka a Te Tupere.

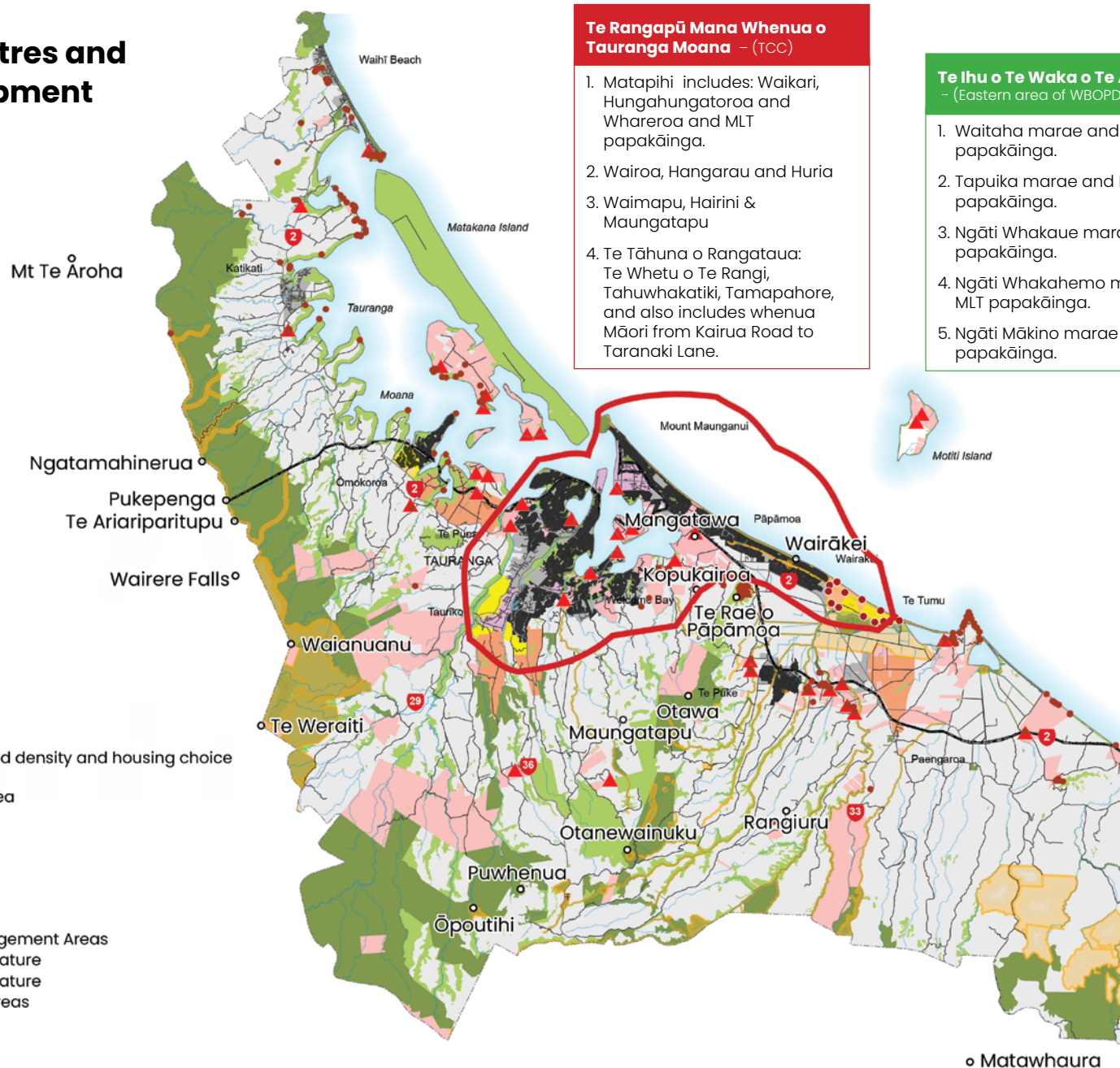
- Existing Urban Area
- Existing Urban Areas - increased density and housing choice
- Planned Growth Areas
- Potential Long-term Growth Area
- Industry Zone
- Rivers and Streams
- TCC View Shaft Area
- Māori Land – Bay of Plenty
- ▲ Marae
- Maunga
- Te Tumu Archaeological Management Areas
- Scheduled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

### 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.







# 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 priority 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

Resourcing will be a matter for Annual Plans, Long-Term Plans and other funding plans or processes of the SmartGrowth Partners. The Urban Form and Transport Initiative will continue as an active programme that SmartGrowth is implementing.

The Implementation and Funding Plan will be reviewed annually and updated as required to respond to emerging challenges and changes. 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
<b>Homes for Everyone</b>	Housing System Plan plus actions arising Priority Development Areas
<b>Marae as Centres and Opportunities for Whenua Māori</b>	Detailed spatial / structure planning for Whenua Māori areas that have been signalled for development
<b>Emissions Reduction through Connected Centres</b>	Transport System Plan delivery including PT services business case and multimodal projects  Local area spatial plans to deliver higher densities and 15-minute neighbourhoods
<b>Restore and enhance eco-systems for future generations</b>	Wetland restoration  “Sustainable Development Framework” for urban development
<b>Strong economic corridors linking the East and West to the City and the Port</b>	Work with Future Proof partners in the Waikato on a Trans-Kaimai plan  Transport System Plan delivery
<b>Radical change to the delivery, funding and financing model for growth</b>	Investment prioritisation  Working with Central Government on funding partnership solutions

The detail and specifics around the actions require scoping and alignment with other plans and work programmes such as Long-Term Plans, Regional Land Transport Programme, Transport System Plan, Housing System Plan and the VKT Reduction Programme.

Detailed actions along with timing and responsibilities will form part of the separate Implementation and Funding Plan.

# 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.<sup>1</sup>

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.

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<sup>1</sup> 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](https://assets.website-files.com/639c0b75c31ac6442f8d9994/63ed3a561d8984fd21d68336_ascari-smartgrowth-funding-review-final-v31-august-2022%20(1).pdf)

# Tauriko West Funding Agreement

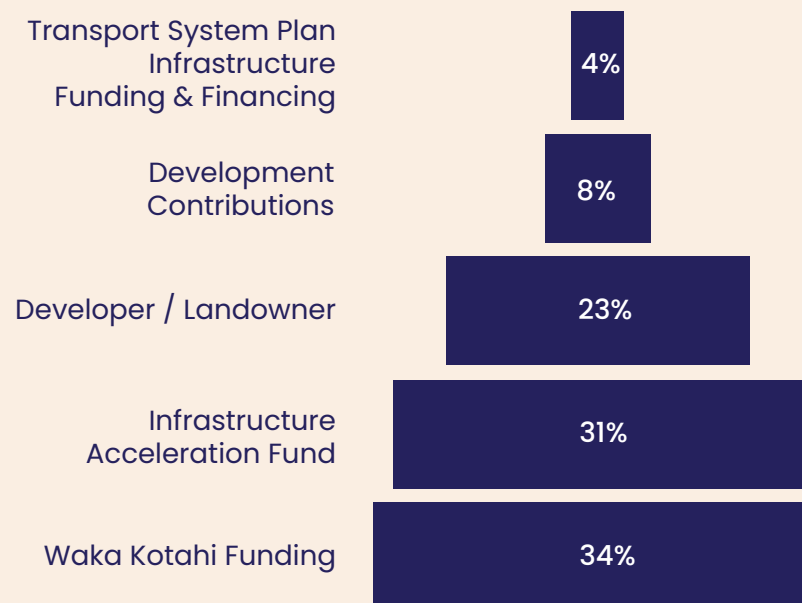
**Over the last 2–3 years, Tauranga City Council has been working with Central Government and developers to agree a funding stack for the Tauriko West Enabling Works. The enabling works are a package of transport improvement projects required to enable the Tauriko West growth area. This is only part 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 resource management system will occur with a Regional Spatial Strategy and single Natural and Built Environment Plan for the region.

The 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 of the new outcomes-based system.

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

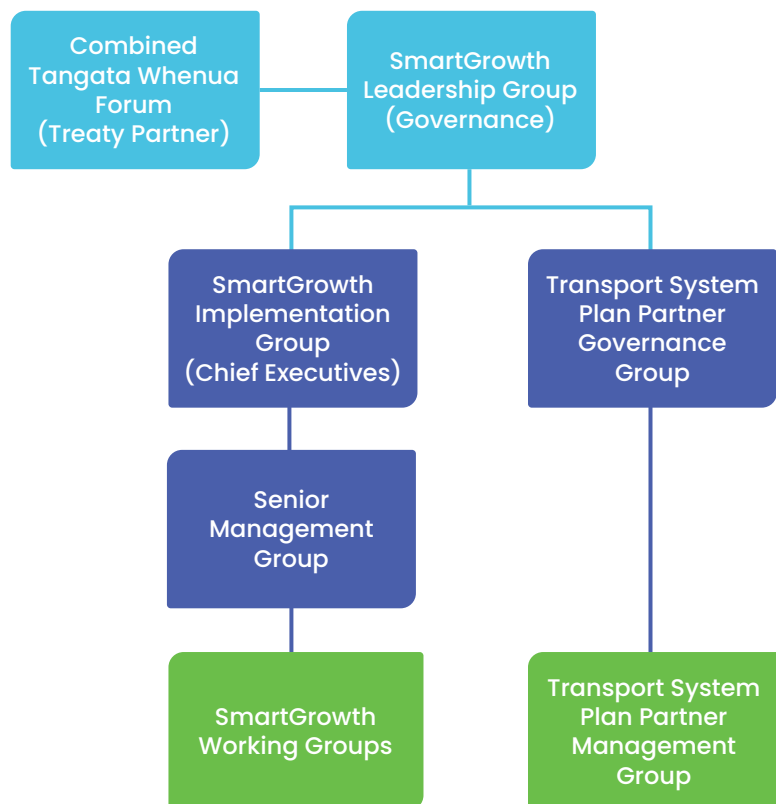
## Partnership and Collaboration

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. 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.



## 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: Infrastructure to Support Development

## Sub-Region Wide (Connections Across Corridors)

	2024-2027	2027-2034	2034-2054
<b>Public transport (PT)</b>	Transport Choices Programme (includes Te Papa, Grenada Street, Te Puke Town Centre) Western BOP bus service ongoing funding	Western BOP bus service ongoing funding PT services and infrastructure enhanced services PT connections Tauranga to Ōmokoroa – BOPRC	Western BOP bus service ongoing funding PT services and infrastructure enhanced services PT connections Tauranga to Ōmokoroa- BOPRC PT connections Tauranga to new eastern centre
<b>Active mode network</b>	WBOPDC district wide walking and cycling improvements Waihi Beach to Waihi Town and Hauraki Rail Trail	WBOPDC district wide walking and cycling improvements Katikati to Hauraki District via Woodland Road Katikati to Waikato district via Thompsons Track	WBOPDC district wide walking and cycling improvements Paengaroa to Whakatāne and Rotorua Lakes Districts
<b>Road network</b>	Low-cost low risk programme Road to zero programme Takitimu North Link /SH2 revocation Takitimu North Link Stage 1 construction	Low-cost low risk programme Road to zero programme Takitimu North Link stage 2 SH29 upgrade	Low-cost low risk programme Road to zero programme SH29 upgrade
<b>Community facilities / social infrastructure</b>	Increase the capacity of existing sports fields and major neighbourhood play spaces throughout Tauranga City. Walking and cycling network connections (Ōmokoroa to Tauranga cycleway, Ford Rd/Kaituna River connections) TECT Park strategic plan implementation.	Increase the capacity of existing sports fields and major neighbourhood play spaces throughout Tauranga City. Walking and cycling network connections (Ōmokoroa to Tauranga cycleway, Ford Rd/ Kaituna River connections) TECT Park strategic plan implementation. Review of joint sub-regional parks policy to continue to respond to growth, recreation and environmental needs. Wairoa River Valley Strategy review and implementation.	Walking and cycling network connections (Ōmokoroa to Tauranga cycleway, Ford Rd/ Kaituna River connections) TECT Park strategic plan implementation.

	2024-2027	2027-2034	2034-2054
<b>Electricity</b>		New interconnecting transformers Establishment of new Grid Exit Points New 220 kV or 110 kV transmission lines Investments in the distribution network Non-transmission solutions, such as demand response	

## Northern Corridor

	2024-2027	2027-2034	2034-2054
<b>Public transport (PT)</b>	Public transport infrastructure and corridor improvements as identified in the public transport services and infrastructure business case  Park and ride sites northern corridor (Ōmokoroa, Te Puna)  SH2 revocation/repurposing – Public Transport	Public transport infrastructure and corridor improvements as identified in the public transport services and infrastructure business case  Park and ride sites northern corridor (Ōmokoroa, Te Puna)  PT connections Tauranga to Ōmokoroa – BOPRC	Public transport infrastructure and corridor improvements as identified in the public transport services and infrastructure business case  PT connections Tauranga to Ōmokoroa- BOPRC
<b>Active mode network</b>	Ōmokoroa Structure Plan Stage 3 New shared path – Waihi Beach to Athenree	Ōmokoroa Structure Plan Stage 3 Tauranga Moana Coastal Cycle Trail – Athenree to Ōmokoroa	Tauranga Moana Coastal Cycle Trail – Athenree to Ōmokoroa
<b>Road network</b>	Waihi to Ōmokoroa Safety improvements Waihi to Ōmokoroa (intersection improvements) SH2/Ōmokoroa intersection and Francis Road / Industrial Road intersection on Ōmokoroa Road Ōmokoroa Rd upgrading SH2 Revocation – Cameron Road to Loop Road Waihi Beach Structure Plan projects Katikati Structure Plan projects Omokoroa Structure Plan Stage 3 projects	SH2 Revocation – Cameron Road to Loop Road TNL stage 2 construction Local road connections to TNL and SH2 Waihi Beach Structure Plan Katikati Structure Plan projects including Tetley/Marshall Industrial Zone Omokoroa Structure Plan Stage 3 projects	Takitimu North link stage 2 Waihi Beach Structure Plan Katikati Structure Plan projects including Tetley/Marshall Industrial Zone Katikati Bypass Ōmokoroa Structure Plan Stage 3 projects

	2024–2027	2027–2034	2034–2054
<b>Wastewater</b>	<p>Katikati wastewater treatment plant upgrading to cater for growth and meet consent condition requirements</p> <p>Waihi Beach wastewater treatment plant improvements to cater for growth and meet consent condition requirements</p> <p>Ōmokoroa Structure plan projects. Network upgrades to cater for greenfield developments and intensification</p>	<p>Katikati Wastewater treatment plant upgrade to cater for growth and meet consent condition requirements (Tetley/Marshall Industrial Zone)</p> <p>Ōmokoroa Structure plan projects and network upgrades to cater for greenfield developments in structure plan areas and intensification</p>	<p>Katikati WWTP alternative disposal options. Tetley/Marshall Industrial Zone</p> <p>Ōmokoroa Structure plan projects and network upgrades to cater for intensification</p>
<b>Water supply</b>	<p>Ōmokoroa, Network upgrades and new trunk mains to cater for greenfield developments in structure plan areas and intensification.</p> <p>Ōmokoroa Structure plan projects.</p> <p>Ōmokoroa, Te Puna and Apata, Development of water bores, reservoir and key trunk mains to increase production, storage and distribution capacities catering for growth.</p> <p>Katikati Structure Plan projects.</p>	<p>Ōmokoroa Structure plan projects.</p> <p>Ōmokoroa, new reservoir and key trunk mains to cater for growth and maintain storage levels of service. Redevelopment of existing bores to maintain production capacities.</p> <p>Ōmokoroa, redevelopment of existing bores to maintain production capacities.</p> <p>Katikati Structure Plan projects including Tetley/Marshall Industrial Zone.</p> <p>Development of water bore to cater for expected growth for the Katikati to Waihi Beach area.</p>	<p>Ōmokoroa Structure plan projects.</p> <p>Ōmokoroa network upgrades to cater for intensification.</p> <p>Ōmokoroa to Katikati, New bore and reservoir to cater for growth, location to be determined.</p>
<b>Stormwater</b>	<p>Ōmokoroa Structure plan projects and network upgrades e.g., stormwater storage devices to cater for greenfield developments and intensification</p> <p>Katikati Structure Plan projects (stormwater storage devices) and network upgrades to cater for development projects.</p> <p>Waihi Beach flood mitigation.</p>	<p>Ōmokoroa Structure plan projects and network upgrades e.g., stormwater storage devices to cater for greenfield developments and intensification</p> <p>Katikati Structure Plan projects (stormwater storage devices) and network upgrades to cater for development projects.</p>	



	2024–2027	2027–2034	2034–2054
<b>Community facilities / social infrastructure</b>	<p>Ōmokoroa Structure Plan Stage 3 implementation</p> <p>Waihī Beach Library and Service Centre development.</p> <p>Katikati – Dave Hume Swimming Pool covered.</p> <p>District wide reserve land acquisition (mainly Ōmokoroa).</p> <p>Development of walking and cycling network (Ōmokoroa to Tauranga, Ōmokoroa urban area, rural connections).</p> <p>Cemetery and urupā development (near Katikati)</p>	<p>Ōmokoroa Structure Plan Stage 3 implementation</p> <p>Ōmokoroa new active reserve.</p> <p>Ōmokoroa new library development.</p> <p>Ōmokoroa boat ramp upgrade and expansion.</p> <p>District wide reserve land acquisition (mainly Ōmokoroa).</p> <p>Development of walking and cycling network (Ōmokoroa to Tauranga, Ōmokoroa urban area, rural connections).</p> <p>Northern Harbour boat ramp.</p> <p>Katikati Beach Road boat ramp and reserve development</p>	<p>Ōmokoroa swimming pool development.</p> <p>Katikati new pool development.</p> <p>District wide reserve land acquisition (mainly Ōmokoroa).</p> <p>Development of walking and cycling network (Ōmokoroa to Tauranga, Ōmokoroa urban area, rural connections, Waihī Beach to Ōmokoroa).</p> <p>Reserve Management Plan review and implementation (various projects). Northern Harbour boat ramp. (provisional)</p>
<b>Education</b>	Growth at Ōmokoroa School, Ōmokoroa Point School and Whakamarama School.	Opening of two new schools in Ōmokoroa – a primary and secondary.	

## Central Corridor

	2024–2027	2027–2034	2034–2054
<b>Public transport (PT)</b>	<p>Public transport infrastructure and corridor improvements as identified in the public transport services and infrastructure business case</p> <p>Western Bay Public Transport Refresh Phase 2</p> <p>City Centre Transport Hub (PT Hub)</p> <p>Mount Maunganui PT hub</p> <p>Arataki bus facility business case and construction</p> <p>On-demand PT trial (Greerton, Tauriko, Pyes Pā)</p> <p>Bethlehem bus infrastructure improvements</p> <p>Windermere to Oropi greenbridge</p>	<p>Public transport infrastructure and corridor improvements as identified in the public transport services and infrastructure business case</p> <p>Mount Maunganui PT hub</p> <p>Bethlehem bus infrastructure improvements</p> <p>Windermere to Oropi greenbridge</p> <p>Brookfield bus facility</p> <p>Strategic road network managed lanes delivery</p>	<p>Public transport infrastructure and corridor improvements as identified in the public transport services and infrastructure business case</p> <p>Strategic road network managed lanes delivery</p>

	2024-2027	2027-2034	2034-2054
<b>Active mode network</b>	<p>Primary cycle route facilities (Accessible Streets Programme – Area B Ōtūmoetai / Bellevue / Brookfield)</p> <p>Primary cycle route facilities (Accessible Streets Programme – Area A Mount / Pāpāmoa / CBD)</p> <p>Access street area C- Te Papa E/W connections</p> <p>Matua area pedestrian and cycle improvements to support OSP outcomes and accessible streets</p> <p>Bethlehem to Ōtūmoetai cycleway</p>	<p>Primary cycle route facilities (Accessible Streets Programme – Area A Mount / Pāpāmoa / CBD)</p> <p>Access street area C- Te Papa E/W connections</p> <p>Matua area pedestrian and cycle improvements to support Ōtūmoetai Spatial Plan outcomes and accessible streets</p> <p>Bethlehem to Ōtūmoetai cycleway</p> <p>East West pedestrian and cycle connections to support OSP</p> <p>TECT Park to Pāpāmoa Regional Hills Park – recreational/tourist trail</p>	<p>Access street area C- Te Papa E/W connections</p> <p>Te Papa active mode offroad north south connection</p> <p>East West pedestrian and cycle connections to support OSP</p> <p>TECT Park to Rotorua and Waikato districts</p>
<b>Road network</b>	<p>Cameron Road Multimodal Stage 1</p> <p>Cameron Road Multi-modal Stage 2</p> <p>Baylink</p> <p>Welcome Bay rural section safety improvements with pavement renewals</p>	<p>Te Papa LCLR Framework Delivery</p> <p>Connecting the People Fifteenth Avenue to Welcome Bay</p> <p>Hewletts Road sub area (connecting Mount Maunganui)</p>	<p>Connecting the People Fifteenth Avenue to Welcome Bay</p> <p>Chapel Street bridge resilience</p> <p>Upgrade Ōtūmoetai road to support OSP outcomes</p> <p>Waihī Road bridge resilience</p>
<b>Road network continued</b>	<p>Te Papa LCLR Framework Delivery</p> <p>Fraser Street optimisation</p> <p>Connecting the People Fifteenth Avenue to Welcome Bay</p> <p>Gloucester Street Extension</p> <p>Hewletts Road sub area (connecting Mount Maunganui)</p> <p>Brookfield road network improvements to support OSP outcomes</p> <p>Welcome Bay Road improvements</p>	<p>Brookfield road network improvements to support OSP outcomes Chapel Street bridge resilience</p> <p>Cambridge road multimodal upgrade</p> <p>Chapel street railway bridge resilience</p> <p>Matapihi Bridge resilience</p> <p>Welcome Bay Road improvements</p>	
<b>Wastewater</b>	<p>Te Papa/Cameron Road Intensification projects</p>	<p>Te Papa/Cameron Road Intensification projects</p>	

	2024-2027	2027-2034	2034-2054
<b>Water supply</b>	Te Papa/Cameron Road Intensification projects Smiths Farm watermain	Turret Road Strategic Link Oropi Reservoir #3	
<b>Stormwater</b>	Ōtūmoetai Network Capacity Upgrades Te Papa Intensification Capacity Upgrades West Bethlehem SW upgrades	Ōtūmoetai Network Capacity Upgrades Te Papa Intensification Capacity Upgrades East Bethlehem SW Upgrades	Ōtūmoetai Network Capacity Upgrades
<b>Community facilities / social infrastructure</b>	Merivale (upgrade) and Gate Pā (new) community centres. Te Manawataki o Te Papa (city centre) - library, museum, community hub space, waterfront public realm upgrades including destination playground. Blake Park open space masterplanning and implementation. Tauranga and Wharepai Domains open space masterplanning and implementation. Pōteriwahi (future active reserve in Bethlehem) open space masterplanning and implementation. Memorial Park open space masterplanning and implementation, including pools.	Arataki Community Centre (upgrade) Te Manawataki o Te Papa (city centre) - library, museum, community hub space, waterfront public realm upgrades including destination playground. Blake Park open space masterplanning and implementation. Tauranga and Wharepai Domains open space masterplanning and implementation. Pōteriwahi (future active reserve in Bethlehem) open space masterplanning and implementation. Memorial Park open space masterplanning and implementation, including pools.	Brookfield and Greerton community centres (upgrades / renewal)
<b>Education</b>	Expansion of Mount Maunganui College and growth at Tauranga Boys' College.	Growth at Maungatapu School, Welcome Bay School, Mount Maunganui Primary, Ōtūmoetai Intermediate, Ōtūmoetai College.	



## Eastern Corridor

	2024-2027	2027-2034	2034-2054
<b>Public transport (PT)</b>	Public transport infrastructure and corridor improvements as identified in the public transport services and infrastructure business case  Wairakei Te Tumu collector roads and bus hub  Park and ride sites Eastern Corridor (Domain Road)  Park and ride sites Pāpāmoa East Pāpāmoa bus hub (domain Road) Existing Te Okuroa Drive Bus / HOV lanes	Public transport infrastructure and corridor improvements as identified in the public transport services and infrastructure business case  Wairakei Te Tumu collector roads and bus hub  Park and ride sites Eastern Corridor (Domain Road)  Park and ride sites Pāpāmoa East Pāpāmoa bus hub (Domain Road) Existing Te Okuroa Drive Bus / HOV lanes	Public transport infrastructure and corridor improvements as identified in the public transport services and infrastructure business case  Wairakei Te Tumu collector roads and bus hub  New eastern centre
<b>Active mode network</b>	Te Puke to Rangiuru cycleway Te Puke No.1 road shared path TEL Kaituna bridge to Maketu Te Puke to Maketu Road shared path Te Puke urban cycleway	SH2 Tauranga Eastern link shared path use Te Puke No.1 road cycleway Te Puke Urban cycleway network Pukehina to Pongakawa and Maketū	New eastern centre
<b>Road network</b>	Pāpāmoa East Interchange Rangiuru Business Park TEL interchange Rangiuru industrial area transport infrastructure Arataki to Pāpāmoa East Multimodal Stage 2 Te Puke Structure Plan projects Te Puke Highway intersection upgrades Bell Road / Parton Road intersection upgrade Asset maintenance, renewals, road improvements and seal extensions. No 4 Road bridge replacement.	Rangiuru Business Park TEL interchange Rangiuru Business Park structure plan Arataki to Pāpāmoa East Multimodal Stage 2 Te Puke Structure Plan projects Te Puke Highway intersection upgrades Asset maintenance, renewals, road improvements and seal extensions.	Te Puke Structure Plan projects Asset maintenance, renewals, road improvements and seal extensions. New eastern township

	2024-2027	2027-2034	2034-2054
<b>Wastewater</b>	<p>Te Puke Wastewater Treatment Plant Upgrade increase capacity to cater for greenfield developments in structure plan change area, intensification and Rangiora business park</p> <p>Te Puke Structure Plan projects and network upgrades to cater for greenfield developments in structure plan areas and intensification</p> <p>Connection of Rangiora business park to Te Puke wastewater treatment plant.</p> <p>Opal Drive WWPS upgrade</p>	<p>Te Puke Structure Plan projects and network upgrades to cater for intensification</p> <p>Opal Drive WWPS upgrade</p> <p>Wairakei WWPS</p> <p>Rising Main replacement – Wairakei WWPS to Te Maunga WWTP</p> <p>Te Maunga WWTP upgrades</p> <p>Te Maunga Ocean outfall Stage 1</p> <p>Te Tumu to Wairakei rising mains</p>	<p>Te Puke Structure Plan projects and network upgrades to cater for intensification</p> <p>New eastern township wastewater connection</p> <p>Te Maunga Ocean outfall Stage 2</p> <p>Te Maunga WWTP upgrades</p> <p>Te Maunga WWTP Aeration Upgrade</p>
<b>Water supply</b>	<p>Te Puke network upgrades to cater for greenfield developments in structure plan areas.</p> <p>Alternative water source development.</p> <p>New water bores, water treatment plant and key trunk mains to cater for growth and Rangiora Business Park</p> <p>Te Puke Structure Plan projects</p> <p>Te Tumu/Wairakei Trunk Main extensions</p>	<p>Te Puke Structure Plan projects.</p> <p>Te Puke. New water bores, water treatment plant and key trunk mains to cater for expected growth and resilience of production</p> <p>Te Puke. New reservoir to cater for growth and maintain storage levels of service.</p> <p>Te Puke. Network upgrades to cater for growth and resilience.</p> <p>Redevelopment of existing bores to maintain production capacities.</p> <p>Bell Road Watermain</p> <p>Waiāri Stages 2&amp;3 Watermains</p> <p>Te Tumu Trunk Mains</p>	<p>New eastern township Eastern Supply Zone. New water bore, reservoir and trunk mains to cater for growth and new Eastern Centre.</p> <p>Redevelopment of existing bores to maintain production capacities.</p> <p>Te Puke.</p> <p>Network upgrades to cater for intensification.</p> <p>Te Tumu Northern connection</p> <p>Te Tumu Trunk Mains</p>
<b>Stormwater</b>	<p>Te Puke structure plan projects and network upgrades to cater for greenfield development in structure plan areas and intensification.</p> <p>Te Puke stormwater storage devices to cater for greenfield developments in structure plan areas and intensification.</p> <p>Wairakei Stream Culvert upgrades</p>	<p>Te Puke structure plan projects and network upgrades to cater for greenfield development in structure plan areas and intensification.</p> <p>Wairakei to Kaituna Overflow – Phase 1</p>	<p>Te Puke structure plan projects and network upgrades to cater for greenfield development in structure plan areas and intensification.</p> <p>New eastern centre</p> <p>Wairakei to Kaituna Overflow – Phase 2</p>

	2024-2027	2027-2034	2034-2054
<b>Community facilities / social infrastructure</b>	<p>Bay Park community sports hub.</p> <p>Gordon Spratt Reserve and Alice Johnson Oval open space masterplanning and implementation.</p> <p>Te Puke swimming pool development</p> <p>Development of walking and cycling network (mainly Te Puke urban area and wider connections).</p> <p>Reserve Management Plan implementation (various parks in Te Puke, Maketū, Pukehina, Pongakawa, Paengaroa).</p> <p>Centennial Park sportsfield renovation.</p>	<p>Bay Park community sports hub.</p> <p>Wairakei/Te Tumu Indoor Pool Development.</p> <p>New community centre alongside new library and community service space.</p> <p>Te Puke Library development</p> <p>Development of walking and cycling network (mainly Te Puke urban area and wider connections).</p> <p>Reserve Management Plan implementation (various parks in Te Puke, Maketū, Pukehina, Pongakawa, Paengaroa).</p> <p>Paengaroa sportsfield development.</p>	<p>Bay Park community sports hub.</p> <p>Development of walking and cycling network (mainly Te Puke urban area and wider connections).</p> <p>Reserve Management Plan implementation (various parks in Te Puke, Maket, Pukehina, Pongakawa, Paengaroa).</p> <p>New eastern centre</p>
<b>Education</b>	<p>Expansion of Pāpāmoa College.</p>	<p>New Ngā Potiki kura in Pāpāmoa.</p> <p>Possibly more primary provision to support growth around Wairakei.</p>	<p>A number of new schools identified in Te Tumu block if that development proceeds.</p> <p>Eastern town would require careful consideration of network provision.</p>



## Western Corridor

	2024–2027	2027–2034	2034–2054
<b>Public transport (PT)</b>	Tauranga crossing bus facility improvements Public transport infrastructure and corridor improvements as identified in the public transport services and infrastructure business case	Public transport infrastructure and corridor improvements as identified in the public transport services and infrastructure business case	Public transport infrastructure and corridor improvements as identified in the public transport services and infrastructure business case
<b>Active mode network</b>		Wairoa River connections to Tauriko West	Wairoa River connections to Tauriko West
<b>Road network</b>	Tauriko West Enabling Works (short-term) SH29A corridor upgrade Tauriko SH29 stage 1 Keenan Road access to planned urban growth Western Corridor Ring Route (SH29 to SH36 – Tauriko Stage 3 Ring Route)	SH29A corridor upgrade Tauriko SH29 stage 1 Keenan Road access to planned urban growth Western Corridor Ring Route (SH29 to SH36 – Tauriko Stage 3 Ring Route) Belk Road futureproofing Pyes Pā road multimodal upgrade Tauriko West spine road	SH29A corridor upgrade Keenan Road access to planned urban growth Pyes Pā road multimodal upgrade Tauriko SH29 Stage 2 Ohauti South transport infrastructure Western Corridor Ring Route (SH36 – Oropi Road / SH29A) SH36 multimodal improvements to support planned urban growth
<b>Wastewater</b>	Tauriko West Enabling Works WW Ila Place WW upgrades	Western Corridor WW Strategy Implementation – Stages 1&2 – Tauriko West/Lower Belk/Keenan Road	Western Corridor WW Strategy Implementation – Stages 3&4 – Upper Belk/Merrick Road
<b>Water supply</b>	Tauriko West Enabling Works WS Cambridge Road Reservoir #4 and Pump Station	Western Corridor WS Strategy Implementation – Stages 1&2 – Tauriko West/Lower Belk/Keenan Road	Western Corridor WS Strategy Implementation – Stages 3&4 – Upper Belk/Merrick Road
<b>Stormwater</b>	Pyes Pa West Dam 5 and Wetland 5 Pyes Pa West Pond 12B		
<b>Community facilities / social infrastructure</b>	Reserve Management Plan review and implementation (Kaimai RMP). Te Puna community buildings.	Western Corridor – future active reserves, Indoor Sports Centre and community centre	
<b>Education</b>	Mitigation plan for Tauriko School alongside Waka Kotahi due to SH29 works.	Relocation and expansion of Tauriko School. Establishment of a new co-educational secondary school.	Possible new primary provision in Keenan Rd development (depends on medium term growth planning). Possible new primary provision in Ohauti.

# Appendix 2: Abbreviations and Definitions

## Abbreviations

<b>BOP</b>	Bay of Plenty
<b>BOPRC</b>	Bay of Plenty Regional Council
<b>CBD</b>	Central Business District
<b>CTWF</b>	Combined Tāngata Whenua Forum
<b>ERP</b>	Emissions Reduction Plan
<b>FDS</b>	Future Development Strategy
<b>GDP</b>	Gross Domestic Product
<b>HBA</b>	Housing and Business Development Capacity Assessment
<b>HUD</b>	Ministry of Housing & Urban Development
<b>JSP</b>	Joint Spatial Plan
<b>KO</b>	Kāinga Ora
<b>KPI</b>	Key Performance Indicator
<b>LGA</b>	Local Government Act 2002
<b>LTMA</b>	Land Transport Management Act 2003
<b>LTP</b>	Long-Term Plan
<b>NBA</b>	Natural and Built Environment Act
<b>NPS-FM</b>	National Policy Statement on Freshwater Management
<b>NPS-IB</b>	National Policy Statement on Indigenous Biodiversity
<b>NPS-HPL</b>	National Policy Statement on Highly Productive Land
<b>NPS-UD</b>	National Policy Statement on Urban Development
<b>PDA</b>	Priority Development Area
<b>PT</b>	Public Transport
<b>RLTP</b>	Regional Land Transport Plan

<b>RPTP</b>	Regional Public Transport Plan
<b>RMA</b>	Resource Management Act 1991
<b>RPS</b>	Regional Policy Statement
<b>SH</b>	State Highway
<b>SPA</b>	Spatial Planning Act
<b>TCC</b>	Tauranga City Council
<b>TECT</b>	Tauranga Energy Consumer Trust
<b>TSP</b>	Transport System Plan
<b>UFTI</b>	Urban Form and Transport Initiative
<b>UGA</b>	Urban Growth Agenda
<b>VKT</b>	Vehicle kilometres travelled
<b>WBOPDC</b>	Western Bay of Plenty District Council
<b>WWTP</b>	Wastewater Treatment Plant

## Definitions

<b>Accessible Streets</b>	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.
<b>Active modes</b>	Forms of transport that involve physical exercise – for example walking and cycling.
<b>Amenity</b>	As defined in the Resource Management Act 1991.
<b>Blue-green network / environment</b>	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).
<b>Brownfield</b>	Development that occurs on existing urban land that has already been developed.
<b>Business land</b>	Land used for commercial or industrial activities.
<b>Catchment management plan</b>	A plan which manages water resources and land use on a catchment scale.
<b>City Centre</b>	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.
<b>Commercial</b>	Land that is predominantly used for office, retail and services.
<b>Connected Centres</b>	The preferred spatial scenario that underpins the SmartGrowth Strategy. This is set out in detail in the UFTI Final Report and supporting documents.
<b>Four well-beings</b>	Refers to the four aspects of community well-being: environment, social, cultural and economic.

<b>Frequent public transport system</b>	High frequency, high-capacity public transport service with frequent stops and prioritisation elements.
<b>Greenfield</b>	Sub-division and/or housing development of previously undeveloped rural land.
<b>Growth management</b>	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.
<b>Hapū</b>	Sub-tribe, usually containing a number of whānau with a common ancestor
<b>Hapū /iwi management plan</b>	A plan relating to the development and protection of resources of significance to a hapū or iwi.
<b>Industrial</b>	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.
<b>Infrastructure</b>	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.
<b>Intensification</b>	An increase in the density (of dwellings, activity units, population, employment etc) over the current density of a given area.
<b>Iwi</b>	This term refers to a Māori tribe. Iwi usually contain a number of hapū with a common ancestor.



<b>“Live, work, learn and play”</b>	“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.
<b>Low-cost low risk programme</b>	Any activity within an identified activity class that has a total implementation cost within the Low Cost Low Risk threshold.
<b>Mana whakahaere</b>	The mana whenua exercise of customary, traditional and contemporary authority, influence, and/or decision making over an area or resource.
<b>Mana whenua</b>	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).
<b>Papakāinga</b>	Housing on ancestral Māori land and can include other activities associated with the nature and function of the papakāinga.
<b>Place-making</b>	<p>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.</p> <p>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.</p>
<b>Planned growth area</b>	Areas identified for growth where investigations have been completed.

<b>Potential long-term growth area</b>	Areas identified in UFTI, but they have not yet been fully investigated and/or confirmed.
<b>Potential town centre</b>	Locations that may turn into full town centres in the future
<b>Public or social housing</b>	Housing provided by public and private agencies for those unable to afford market-based rentals.
<b>Rapid Transit</b>	Public transport capable of moving a large number of people with largely dedicated or exclusive right-of-way routes.
<b>Rural areas</b>	Residual land not included in the areas to protect, existing urban or future urban areas.
<b>Rural residential</b>	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.
<b>Social</b>	Includes all community development processes.
<b>Social and Community Infrastructure</b>	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.
<b>Spatial Plan</b>	<p>Identifies existing uses and areas for growth, development and improvement including transport, te taiao (environment) and infrastructure.</p> <p>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.</p>

<b>Strategic transport corridors</b>	Significant road, rail and/or passenger transport routes.
<b>Sustainable</b>	A process that takes account of all necessary environmental, ecological, economic cultural and community factors, and which uses this information to provide for the well-being of current and future generations.
<b>Sustainable Development</b>	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— <ul style="list-style-type: none"> <li>• the social, economic, and cultural well-being of people and communities; and</li> <li>• the need to maintain and enhance the quality of the environment; and</li> <li>• the reasonably foreseeable needs of future generations.</li> </ul>
<b>Tāngata whenua</b>	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.
<b>Three waters</b>	The combined water supply, wastewater, and stormwater networks that deliver water to residential, commercial, industrial and other users.
<b>Town centre</b>	Areas used predominantly for a range of commercial, community, recreational and residential activities that service the needs of the immediate and neighbouring suburbs.

<b>Urban</b>	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.
<b>Wāhi tapu</b>	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.
<b>Water Services Entity</b>	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.
<b>Western Bay of Plenty sub-region</b>	Refers to the territorial areas of Tauranga City and Western Bay of Plenty District.
<b>15-minute neighbourhoods</b>	Being able to access local social and economic opportunities within a 15-minute journey time (walk or bike ride)

# Have your say

## We need your feedback on the draft SmartGrowth Strategy by 5pm Friday 20 October 2023.

You can do this by:

- **Wānanga ipurangi (online)** – head to our website and provide feedback. You can choose what topics are of interest to you. Find it all at [www.smartgrowthbop.org.nz/smartgrowth-strategy-2023](http://www.smartgrowthbop.org.nz/smartgrowth-strategy-2023)
- **Pepa mārō (hard copy)** – printed feedback forms are available at all council libraries and service centres – Bay of Plenty Regional, Tauranga City and Western Bay of Plenty District councils.

There is also the opportunity to speak to your feedback with the hearings panel.

Please indicate in your feedback if you would like to do so, or by emailing the address provided below:

- **Kanohi ki te kanohi (face to face)**

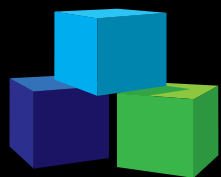
Date: 4-6 December 2023

Venue: Western Bay of Plenty District Council chambers

Email [haveyoursay@westernbay.govt.nz](mailto:haveyoursay@westernbay.govt.nz) to register your interest.







**SmartGrowth**  
Building our futures together

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Tauranga

[www.smartgrowthbop.org.nz](http://www.smartgrowthbop.org.nz)