



THE WESTERN BAY OF PLENTY SUB-REGION

## THE CHALLENGES OF GROWTH MANAGEMENT IN THE WESTERN BAY OF PLENTY

MINISTERIAL BRIEFING PAPER  
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## Introduction

This paper has been prepared as a briefing for the Minister on growth management issues, particularly those relating to the environment and education, in the Western Bay of Plenty prior to his visit to Tauranga on 6 May 2005.

The western Bay of Plenty incorporates Tauranga City, Western Bay of Plenty District and the associated administrative area of the Bay of Plenty Regional Council.

The SmartGrowth partnership which includes the three local authorities and Tangata Whenua has been operating since 2000. The partnership has developed the 50 year growth management strategy and is now into the implementation phase.

A joint committee of the three Councils has been established to oversee implementation.

This briefing paper concentrates on three key public policy processes which have recently been undertaken in the Bay of Plenty, namely:

- The SmartGrowth 50 year Live, Work and Play Strategy launched by the Prime Minister in May 2004
- The Smart Economy Economic Development Strategy completed in June 2004
- The Bay of Plenty Regional Land Transport Strategy, adopted by Environment Bay of Plenty in September 2004

The purpose of the paper is to:

- Highlight the key challenges for the western Bay of Plenty
- Provide an overview of the key policy documents listed above
- Discuss emerging issues
- Consider specific ways to move forward on some of the issues raised

## Key Challenges

- Successfully implementing the 50 year SmartGrowth Strategy – a cross-Council Implementation Committee is in place and an Implementation Advisor has been appointed.
- Tackling and solving the common thread running through SmartGrowth, Smart Economy and the Regional Land Transport Strategy, which is to anticipate, fund and provide essential services to meet the demands of growth.
- Having the tools available to successfully manage growth in the sub-region, in particular those provided by the Resource Management and Electricity Legislation Amendment Bill 2004.
- Working on a sustainable cities framework for the western Bay of Plenty in line with what is already contained in the SmartGrowth Strategy.
- Addressing the primary and secondary education issues in the Western Bay of Plenty.

- Ensuring that education facilities are provided in growth areas of the region.
- Resolving school transportation issues.

The sub-region would like to work with Government in order to address the challenges raised.

## Overview: SmartGrowth

### *Introduction*

The SmartGrowth Strategy which was completed in May 2004 is a 50 year vision and implementation plan to manage growth in the western Bay of Plenty. It concentrates on the principles of live, work and play in order to provide a balance for growth management.

The population of the sub-region has increased by 14.5% in the period between 1996 and 2001 which equated to 16,500 people. The population in 2001 was 130,000 and this is predicted to rise to 198,000 by 2021 and to 284,000 by 2051, as illustrated below:

	2001	2021	2051
<b>Population</b>	130,000	198,000	284,000
<b>Households</b>	49,000	80,000	119,000

Currently the area contains 3.4% of the nation's population and this is set to rise to 5.2% by 2051. This would result in the area becoming the fourth to fifth largest region in New Zealand.

The area is growing at an extraordinary rate. Every week:

- 100 people arrive from other places
- 52 people leave the area
- 32 new house are built
- 54 more vehicles go on the road, and
- 45 new jobs are created

Families with young children will make up a large proportion of in-migration.

### *Future Land Use Patterns*

Within the Strategy 75% of future growth is allocated to the Tauranga City Council area. The remaining 25% is to be accommodated in the Western Bay of Plenty District Council area. Of the Tauranga City growth, one third will be achieved through higher density redevelopment of two areas of intensification (see map 1, Appendix 1). One is in Mount Maunganui, and the other within the Tauranga isthmus extending from Pyes

Pa in the south to Sulphur Point at the Port of Tauranga. The other two thirds will be achieved through raising the development densities within undeveloped land on the edge of the city from 10 households per hectare to 15 households per hectare. The recently approved 2000 lot subdivision in Pyes Pa, at the southern end of Route K, is an example of this.

As well as the concentration on Tauranga and its environs, the Strategy also contains a number of development corridors: (see **map 2, Appendix 1**)

### **Eastern Corridor**

The components of this corridor are as follows:

- Additional residential and business development at Papamoa east.
- An eastern highway between Tauranga and Paengaroa potentially funded as a "PPP" under the Land Transport Management Act 2003.
- Possible relocation of Tauranga domestic airport to Paengaroa (200ha post 2021).
- Possible airport related business land (150ha).
- A new Tauranga base hospital (40-50ha post 2021).

Rangiuru Business Park (150ha from 2006) Initiatives are also underway to secure sufficient land for a major regional business park at Rangiuru, east of Te Puke. This development is closely interrelated with the completion of the eastern arterial. It also has considerable benefits for the Whakatane area.

### **Southern Corridor**

The components of this corridor are as follows:

- A major new settlement at Pyes Pa of approximately 2800 sites and 8000 people commencing in 2006.
- A requirement for significant amounts of business land in the immediate vicinity of this settlement to reinforce "live, work, and play" concepts.
- State Highway links to Rotorua. A fully upgraded Pyes Pa Road would further reduce travel time between Tauranga and Rotorua.
- Significant "linkage" potential Ngongotaha and elsewhere in the Rotorua basin for new business and housing land.
- The ability for Environment Bay of Plenty, Rotorua District Council, Tauranga City Council, and Western Bay of Plenty District Council, to work together to implement a "twin-city" urban anchor model similar to that emerging between Auckland and Hamilton.

### **Northern Corridor**

The components of this corridor are as follows:

- Settlement development at Omokoroa, Katikati and Waihi Beach.
- State Highway links to Corromandel and Auckland.

- Rural structure planning for Te Puna.
- Special consideration of harbour impacts from development.

#### **Western Corridor**

The components of this corridor are as follows:

- Employment land at Tauriko
- State Highway links to the Waikato

#### **Marine (North Eastern) Corridor**

The components of this corridor are as follows:

- Shipping lanes for the Port of Tauranga
- Commercial fishing and marine farming
- Recreational use

#### ***Education***

Section 7.2.10 of the SmartGrowth Strategy identifies various growth issues and principles relating to education. These are attached in **Appendix 2**.

The emphasis in SmartGrowth is on:

- Managing growth and changes in population in terms of the impacts on education services.
- Having a clear settlement strategy which provides a reliable framework for public and private investment in education infrastructure.
- Incorporating primary / secondary school and tertiary planning into Neighbourhood Plans.

The main principles emphasised in SmartGrowth are:

- Education facilities are integrated into all sub-regional and local area planning.
- Provision of quality tertiary education services is increased.
- Education and research facilities are provided that reflect the unique character of the sub-region.
- A life-long passion for learning is actively encouraged.
- Key value of early childhood education is recognised and provided for.

SmartGrowth has several key actions for education which include:

- The active participation of education providers, both public and private in all local area structure planning or neighbourhood planning.
- Promoting shared resourcing of local area demographic forecasting with Education providers.

## Overview: Smart Economy

Smart Economy is the western Bay of Plenty sub-regional Economic Development Strategy. The Strategy was completed in 2004 with a Regional Assistance Grant from New Zealand Trade and Enterprise.

Smart Economy sets out the following high level outcomes which the sub-region expects to achieve in ten years:

1. Per capital GDP has grown faster than the national average
2. Value of the sub-region's exports as a proportion of total output has increased
3. Survey of businesses shows that business profitability has increased
4. Average household income has increased faster than the national average
5. There has been a reduction in the percentage of households in the bottom quartile of national income
6. Appropriate training and attracting skilled labour will halve the skill gaps identified in 2004 through the skill gap survey by 2009.
7. Level of skills of workforce has increased relative to the national average.

The achievement of these outcomes will contribute to a sustainable and thriving economy together with delivering an enviable quality of life.

While the Strategy takes a broad view of future economic development, issues relating to energy and education are viewed as a key challenge for future economic development. Smart Economy sets out a number of actions to achieve the vision and high level outcomes. The actions relating to education are as follows:

- **Address current skill gaps and plan for future skill needs**
- **Expand and promote tertiary opportunities**
- **Improve literacy and business education in schools and encourage school leavers to gain school qualifications**
- **Promote on-going upskilling and work-based training**
- **Improve tertiary education's contribution to the sub-region's economy**

**Appendix 3** contains further detail on the Smart Economy Strategy.

## Overview: Bay of Plenty Regional Land Transport Strategy

In September 2004 Environment Bay of Plenty adopted the Bay of Plenty Regional Land Transport Strategy ("RLTS") under the new Land Transport Management Act 2003 ("the Act"). The document is a first for New Zealand. It has been prepared in response to the rate of growth in the Bay of Plenty.

The Strategy has a 10 year focus on transportation in the Bay of Plenty Region. It has a particular emphasis on the 2004 – 2006 period and will be reviewed again in 2006.

The vision of the Strategy is *"an integrated, safe, sustainable land transport needs that meets the current and developing needs of the people of a vibrant and growing region"*. Section 3 of the RLTS identifies a number of key issues facing the region. In particular, the critical links between future land use and transport. The Strategy focuses on a corridor pattern of development and seeks to implement in a practical manner the key strategic corridors from the SmartGrowth Strategy.

The Strategy focuses on the following Strategic Outcomes:

- Integration
- Safety and Personal Security
- Responsiveness
- Sustainability
- Economic Development
- Energy Efficiency
- Access and Mobility
- Public Health

Other outcomes relate to inter and intra regional corridors, demand management, monitoring and funding.

As a result of extensive public submissions this Strategy has a much greater emphasis on both rail and public transport.

The RLTS recognises that successful growth management requires timely infrastructure investment. There is an infrastructure lag particularly in the major roading areas in the western Bay of Plenty. The Strategy identifies a significant funding gap for the region as follows:

<p><b>Potential 'strategic' funding requirements:</b></p> <ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> Strategic Road Projects throughout the region (primarily, Tauranga, Western Bay and Rotorua) (\$650m)</li> <li><input checked="" type="checkbox"/> Additional passenger transport services expenditure – estimate (\$30m)</li> </ul>	<p>\$680 million Approximately</p>
<p><b>Expected 'discretionary' funding</b></p> <ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> Uncommitted State highway funding</li> <li><input checked="" type="checkbox"/> Uncommitted local road funding</li> <li><input checked="" type="checkbox"/> Travel Demand Management, Uncommitted Rail and Barging</li> <li><input checked="" type="checkbox"/> Regionally distributed funding</li> </ul>	<p>\$210 million Approximately</p>
<p><b>Forecast funding shortfall over the 10 years</b></p>	<p><b>\$470 million</b></p>

All three of the key strategy documents overviewed are inter-related. The western Bay of Plenty sub-region, through SmartGrowth, has a strong focus on integrated planning. The sub-region relies on the Local Government Act 2002, the Resource Management Act 1991, and the Land Transport Management Act 2003, as well as other non-statutory processes, for an integrated growth management approach. Environment Bay of Plenty, Tauranga City and Western Bay of Plenty District all work together in a collaborative manner in order to effectively manage the significant growth that is occurring in the western Bay of Plenty sub-region.

Recently the Minister of Transport and the Chair of the Regional Council have announced the formation of a Joint Officials Group to investigate the need for additional Government funding for transportation in the Bay of Plenty.

## Emerging Issues

### *Amendments to the RMA 1991*

SmartGrowth endorses Central Government's approach to the amendments to the RMA 1991, which is heavily based on partnership, underpinned by strong government leadership. This is the same collaborative approach; between the SmartGrowth partner councils in the western Bay of Plenty sub-region which has been the key to SmartGrowth's success.

Past governments have had a hands-off approach to the environment with minimal central government intervention. This ideology has 'trickled-down' into local government. It has often resulted in urban form / land-use being uncoordinated with the timely provision and funding of necessary infrastructure, leading to financially unsustainable burdens on local authorities – particularly in high growth areas such as the western Bay of Plenty sub-region.

SmartGrowth takes a pragmatic approach to these issues, with the view that there is no place for ideology if local authorities and local communities can't meet the true costs of growth (particularly those associated with the timely funding and provision of necessary infrastructure).

SmartGrowth therefore supports Central Government continually pushing the boundaries, both within and outside the RMA 1991. The major challenge ahead, as highlighted in the Cabinet Paper late last year [CAB Min (04) 30/10], is integration between the principal statutes in this area, being the RMA 1991, LGA 2002, and LTMA 2003. Integrated planning of urban form / land-use, infrastructure, and funding is key.

In terms of the amendments proposed to the RMA 1991 which the Minister has helped develop, SmartGrowth has a special interest in the third set of initiatives which aim to improve local policy and plan making. SmartGrowth is looking for the role of regional policy statements to be strengthened with regional and district plans having to 'give effect to' these – in essence, leadership and coordination at the regional level in collaboration with the district and city level.

SmartGrowth recently presented to the Local Government and Environment Select Committee supporting the growth management amendments to the Resource Management and Electricity Legislation Amendment Bill 2004.

The submission focused on the importance of leadership and coordination, at the Regional Council level, on the following policy issues:

1. Sustainable urban form.
2. The timely and effective provision of infrastructure.
3. The integration of infrastructure with land-use.

In order to achieve the "Live, Work, & Play" principles/outcomes of the SmartGrowth Strategy close integration of land-use and infrastructure planning is required. This includes the funding and provision of infrastructure in a timely manner, and striking a sustainable urban form for all existing and future settlements. These policy goals are to be implemented in part by each of the Strategy's partner councils progressing changes to their regional plans/policy statements and district plans respectively. The amendments to the RMA 1991 will provide the tools to allow Councils to progress such changes.

The Bill also reinforces the approach of the Local Government (Auckland) Amendment Act 2004 ("LGAAA 2004"). The LGAAA 2004 has already had some positive effects in the form of proposed changes to the Auckland Regional Policy Statement and District planning documents. The amendments to the RMA 1991 will help the Bay of Plenty anchor similar principles in key planning documents so as to be able to successfully implement strategies like SmartGrowth. The changes to the RMA 1991 set up a leadership framework through the Bay of Plenty Regional Policy Statement ("RPS"). SmartGrowth has already begun implementing some of its initiatives through proposed changes to the RPS. These changes will incorporate the Regional Settlement Pattern and urban limits strategies contained in SmartGrowth.

It is very important to the Bay of Plenty region that the Resource Management and Electricity Legislation Amendment Bill 2004 is passed by Parliament this year. The amendments are vital in terms of having the necessary tools to manage growth and will provide support for the changes to the RPS which SmartGrowth has proposed.

### *Sustainable Cities*

SmartGrowth is interested in the recent developments "Joint Action Plan for Auckland" which is part of the Ministry for the Environment's "Sustainable Cities Regional Programme" under the Minister's Urban Affairs Portfolio and Central Government's wider Sustainable Development Programme for Action (2003).

It is understood that Auckland was selected as the first candidate due its nationally significant growth pressures.

Given the growth synergies between the Auckland Region and the western Bay of Plenty sub-region, SmartGrowth is interested in the roll-out of the "Sustainable Cities Regional Programme" and believes that it is timely that a focus be directed to the sub-region. This is particularly so considering the favourable growth management and land transport management, regime that the region has established since the commencement of the SmartGrowth Strategy in 2001.

### *Education Issues*

Growth nodes or development areas for the Western Bay of Plenty are focused in the following areas:

- Tauranga Central
- Mount Maunganui
- Papamoa
- Omokoroa
- Bethlehem
- Pyes Pa

- Welcome Bay, Ohauiti
- Te Puke

The SmartGrowth residential development strategy identifies continued growth in these areas with a view towards intensification of growth in existing settled areas (such as Tauranga Central and Mount Maunganui). No new settlement areas are planned.

The growth occurring in the Western Bay of Plenty has placed considerable pressure on school services. Rolls have increased significantly at the main secondary schools in Tauranga. The following school sizes illustrate this:

- Tauranga Boys High School – 1570 students
- Tauranga Girls High School – 1700 students
- Otumoetai College – 1800 students
- Mount Maunganui College – 1200 students

There is an issue in the Western Bay of Plenty over the balance of secondary school sizes and capacities. For instance, some secondary schools are at capacity while others are under capacity.

There are also concerns surrounding transportation of pupils to and from schools, in particular via school buses. In short these issues are:

- Transporting students from remote areas to central schools.
- Rooding issues (ie the rooding network is under increasing pressure at peak times)
- Some roads form barriers which cause problems for students accessing schools.
- Students not traveling to their closest school.
- No long term travel plans for transporting students to school.
- Lack of integration between general public passenger transport and school transport.
- Insufficient school buses

At present more than 500 students are transported by bus from Papamoa to schools outside of the Papamoa area. This is having a significant impact on traffic congestion and travel time for students.

It is understood that a study has been completed on school transport issues in the Tauranga area. The sub-region would like to see the outcomes and recommendations of that study progressed as soon as possible to ensure effective use of public funds and to significantly improve school transport management.

The Bay of Plenty Regional Land Transport Strategy was reviewed in 2004 and contains an action to '*develop a regional approach to coordinating transport opportunities for educational institutions*'. Part of this action will involve:

- Developing travel plans for schools
- Integrating land use and transport planning
- Integrating delivery and funding of public passenger transport and schools bus services
- Providing safe pick-up and drop-off points at schools
- Expanding initiatives such as "walking school buses"
- Working with Taxi services to meet the needs of the transport disadvantaged

The western Bay of Plenty is interested in the Auckland School Travel Programme which has been developed as part of the Auckland Sustainable Cities Programme. The region would be interested in working with Government on the above project in line with what has been done in Auckland.

As part of the Regional Land Transport Strategy review much work is also being done on travel demand management initiatives, this work should make a positive contribution to some of the education and transport issues mentioned.

The Regional Passenger Transport Plan is also being updated in 2005 / 2006. The focus is now on establishing a more effective commuter public passenger transport system.

While the region and the sub-region are progressing initiatives to attempt to resolve some of the issues surrounding education, there is a need for collaboration between the Ministry of Education and the sub-region in order to successfully move forward with regards to some of the issues raised. Of particular importance is the need to monitor growth and provide education facilities to meet demand, and to effectively manage the transportation of pupils to and from school. The growth corridors of west Tauranga (Bethlehem - Omokoroa) and south Tauranga (Pyes Pa, Maungatapu, Ohauiti) will need to be carefully monitored as residential areas continue to grow in accordance with the SmartGrowth Strategy.

## Moving Forward

The Western Bay of Plenty sub-region would like to:

- Implement the amendments to the RMA 1991 given the importance of those tools to growth management in the western Bay of Plenty. This is contingent on the amendment bill being passed in its current form.
- Explore with the Minister opportunities to partner with the Government on SmartGrowth implementation using the sustainable cities model as a technique.
- Have a senior official nominated to assist SmartGrowth with input into education policy/funding on behalf of the sub-region.
- Resolve the secondary school capacity and transportation issues
- Work with central government on a School Travel Programme for the Bay of Plenty region.

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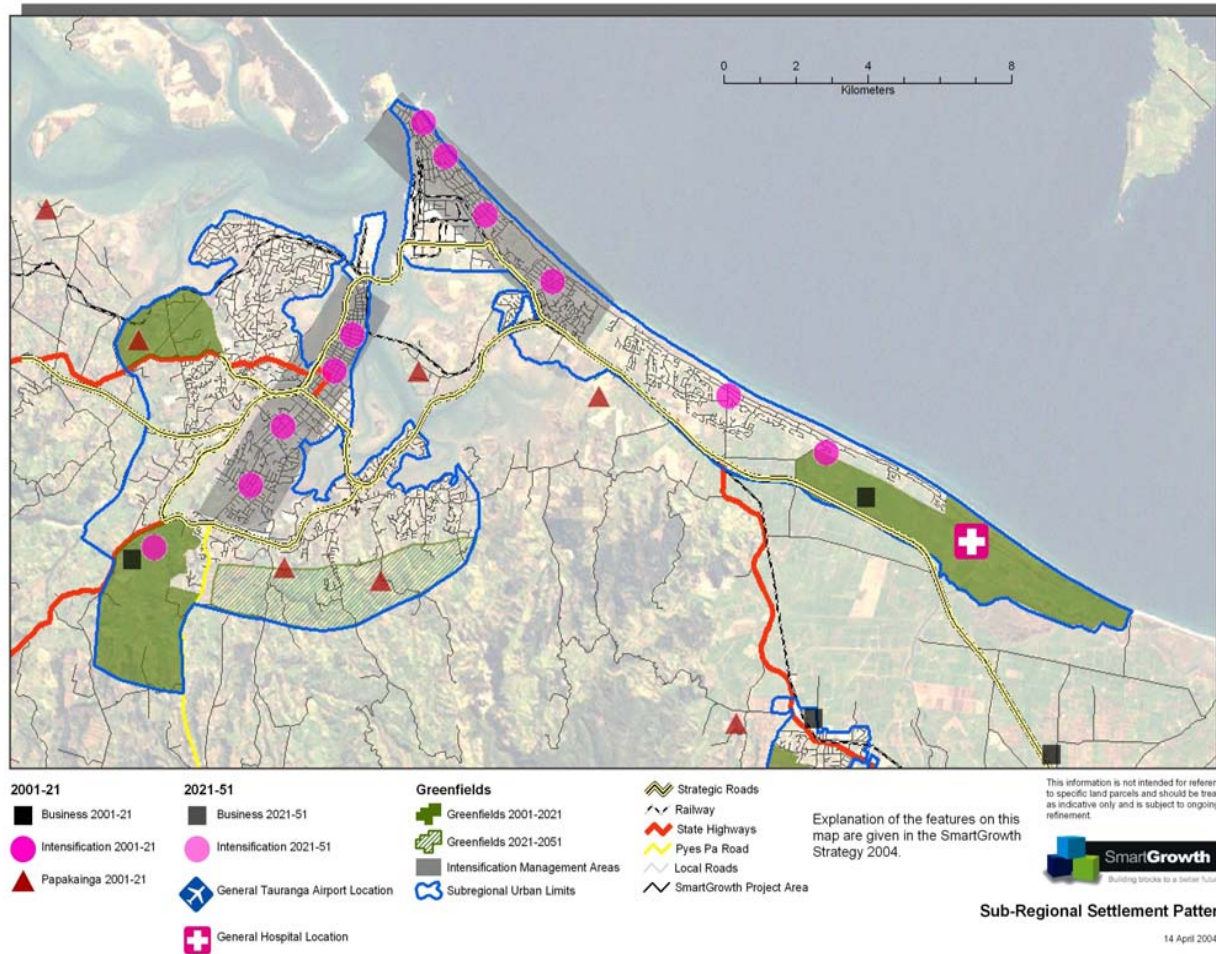
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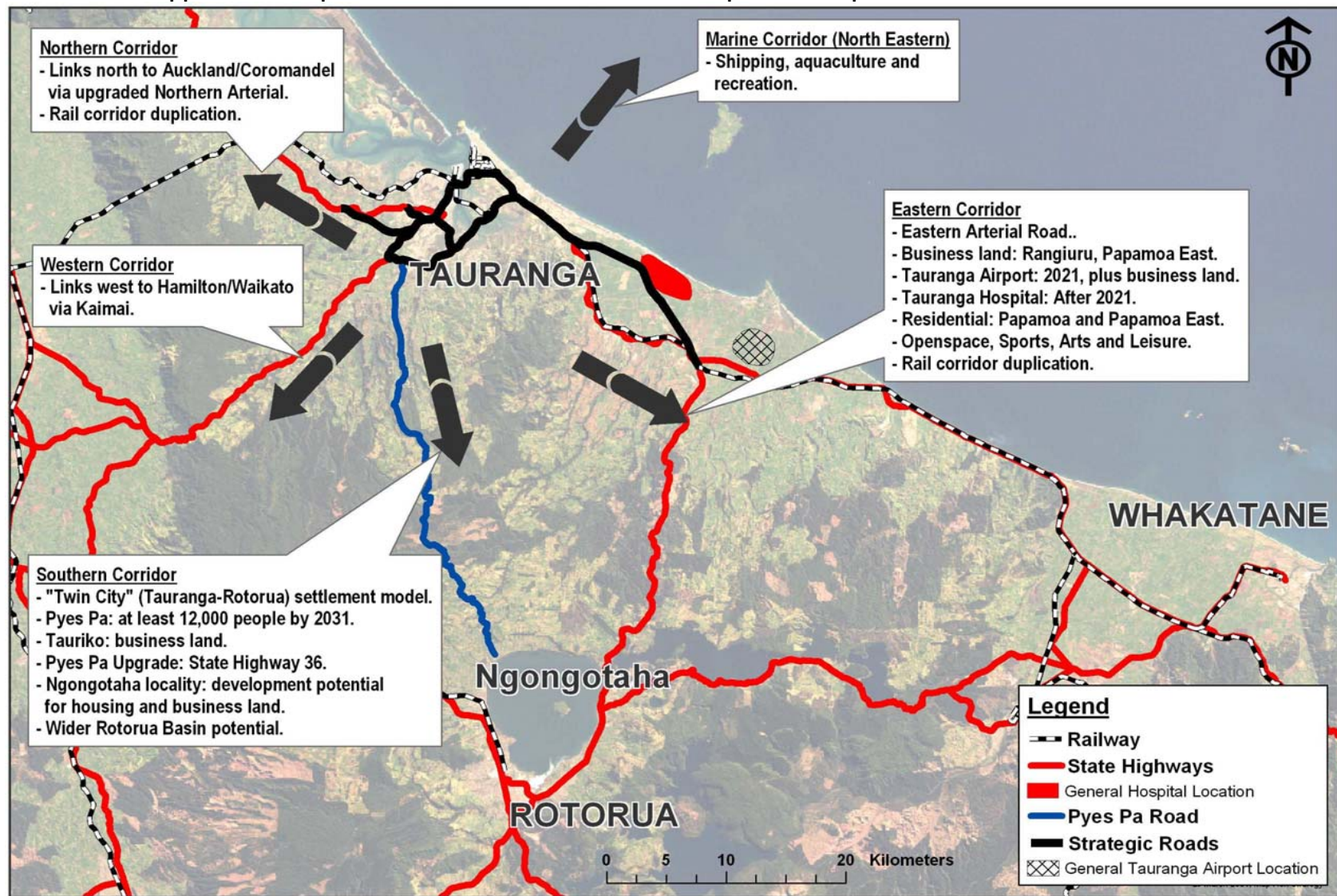
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Appendix 1: Map 1 Sub-Regional Settlement Pattern  
*Tauranga City - intensification corridors shaded dark grey*



Appendix 1: Map 2 SmartGrowth Land Use and Transport Development Corridors



## Appendix 2: Education in SmartGrowth

### Education

#### Growth Issues

1. Growth and change in population places increasing pressures on education services at all levels: early childhood, primary, secondary, and tertiary.
2. The changing demographics of the sub-region including the aging of the population, will change the needs for tertiary education including the recognition of life long learning as a right.
3. It is important that a clear settlement strategy is in place that can provide a reliable framework for public and private investment in education infrastructure.
4. Education facilities can provide an important community focus if the opportunity is taken to incorporate primary/secondary school and tertiary planning into Neighbourhood Plans. A community that values education will want to ensure that this is achieved.
5. Tertiary education is under-provided in the Bay of Plenty region. This is a major factor in the lower representation of young adults in the local population. There is strong community desire to improve tertiary services for all, but in particular to retain and attract young people to the region.
6. Tertiary education is a key economic driver for the sub-region in terms of local investment and employment in its own right. The ability to retain local students, the ability to attract students nationally and internationally, and as a strong applied research base allied to local industry and commerce.
7. Tertiary education and associated research facilities are a likely catalyst for increasing the desirability of investment in higher skill and higher wage business activities in the sub-region
8. Private Tertiary Establishments are a significant provider of tertiary education services.
9. The establishment of a Tertiary Village at Windermere is being planned to provide a comprehensive, seamless range of tertiary provision:
  - Teaching and learning.
  - Research and consultancy.
  - Centres of research excellence.
  - Technology import and transfer.
  - Community satellites in the region.
  - Recognise co-location of providers and support agencies/organisations under a single brand.
10. An increased tertiary education presence in Tauranga CBD is likely.
11. The percentage of people with a tertiary education qualification increases annually.

#### Principles

1. Education facilities are integrated into all Sub-regional and local area planning.
2. Provision of quality tertiary education services is increased.
3. Education and research facilities are provided that reflect the unique character of the sub-region.
4. A life-long passion for learning is actively encouraged.
5. Key value of early childhood education is recognised and provided for.

The growth issues and principles are supported by the following actions:

- Invite the active participation of education providers, both public and private in all local area structure planning or neighbourhood planning.
- Promote shared resourcing of local area demographic forecasting with Education providers.
- Develop an Implementation Strategy for tertiary education, including land and services. Integrate SmartGrowth with the outcomes from a study of tertiary sector provision planned.
- Incorporate planning for the Windermere and Central Business District campus development as part of the Tauranga Central Intensification management area.
- Support a marine related research facility at Sulphur Point.
- Support a research facility for the study of ageing.

## Appendix 3: Education in Smart Economy

Smart Economy has a theme of *Education and Skills – “The people”*. This theme is about developing a **highly skilled work force** that meets the needs of a **competitive, export led economy**. It encompasses school and tertiary education as well as industry based training and up-skilling. Recent research has revealed a number of major industries which are facing significant problems in recruiting people with the right skills. An immediate priority is addressing the skill-gaps which are a barrier to current economic growth. A critical longer term priority is keeping abreast of changing industry needs, and putting in place initiatives that will ensure that the future labour force develops skills in line with the region’s competitive strengths. The starting point for strategies under this theme is demand based – i.e. what skills does the economy require? The approach, however, is very much people based. How can young people, in particular, be encouraged to obtain the education and skills required to contribute to the productive economy?

Smart Economy sets out a number of actions to achieve the vision and high level outcomes. The actions relating to education are as follows:

### **Address current skill gaps and plan for future skill needs**

Develop and implement strategies to address industry skill shortages.

Promote and expand trade and retail apprenticeships.

Update skills gap analysis (triennially) and extend to identify future needs, particularly in productive, export oriented sectors.

### **Expand and promote tertiary opportunities**

Develop a regional Tertiary Education strategy that gives effect to the Smart Economy strategy and aligns with sub regional aspirations.

Implement the agreed outcomes of the feasibility report on “Innovative Provision of Tertiary Education in the Tauranga Region”.

### **Improve literacy and business education in schools and encourage school leavers to gain school qualifications**

Encouraging learning institutions to link with business to establish business programmes such as INSTEP, Young Enterprise, Gateway and investigate establishing academies and business enterprise initiatives (modelled on the Business Academy at Tauranga Boys College) at all secondary schools.

Identifies the literacy and numeracy levels required by business and work with schools to achieve these levels.

### **Promote on-going upskilling and work-based training**

Ensure relevant Industry Training Organisations are aware of industry requirements (as defined by skill gaps analysis) and develop programmes to achieve them.

Meet industry needs with flexible delivery of relevant programmes

Develop research partnerships between tertiary providers and industries

### **Improve tertiary education’s contribution to the sub-region’s economy**

Continue work to promote western Bay of Plenty as a tertiary education destination for New Zealand and international students