

## **Agenda for Meeting No. SG19/08**

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# **SmartGrowth Leadership Group**

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**The SmartGrowth Leadership Group will meet in the  
Bay Of Plenty Regional Council  
87 First Ave, Tauranga, Mauao Room  
on  
Wednesday 21 August 2019  
at 9:30am**

**M Grenfell  
Chief Executive  
Tauranga City Council – Administering Authority**

## SmartGrowth Leadership Group

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### Committee Members

#### **Independent Chairperson:**

**Bill Wasley**

#### Bay of Plenty Regional Council:

Chair Cr Doug Leeder  
Cr Jane Nees  
Cr Paula Thompson  
Cr Stuart Crosby  
Cr Andrew von Dadelszen (Alternate)

#### Tauranga City Council:

Mayor Greg Brownless  
Cr Larry Baldock  
Cr Leanne Brown  
Cr J Robson  
Deputy Mayor Kelvin Clout (Alternate)

#### Western Bay of Plenty District Council:

Mayor Garry Webber  
Cr Mike Williams  
Cr Don Thwaites  
Cr John Scrimgeour  
Cr Margaret Murray-Benge (Alternate)

#### Tangata Whenua Representatives:

Maru Tapsell  
Irene Walker  
Buddy Mikaere  
Puhirake Ihaka  
Verna Ohia-Gate (Alternate)

#### Bay of Plenty District Health Board

Ron Scott

#### New Zealand Transport Agency

Ross l'Anson

#### Quorum:

9

#### Meeting Frequency:

At least bi-monthly

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### **Role**

Pursuant to Clause 30 Schedule 7 of the Local Government Act 2002, a joint Committee of Tauranga City Council, Western Bay of Plenty District Council and Bay of Plenty Regional Council shall be retained to implement the SmartGrowth Strategy and Implementation Plan.

## **Membership**

- That representation be comprised of four elected member representatives as appointed by the contributing authorities, including the Mayors and Regional Council Chairperson, and four representatives be nominated by tangata whenua.
- That an Independent Chairperson, to be appointed by the Committee, chairs the Committee; and the appointment of a Deputy Chair from the committee membership.
- That the standing membership is limited to seventeen members, but with the power to co-opt up to a maximum of three additional non-voting members, where required, to ensure the effective implementation of any part, or parts, of the Strategy.
- That NZTA be represented through its Regional Director as an observer with speaking rights but in a non-voting capacity.

## **Purpose**

That the joint SmartGrowth Leadership Group be the delegated authority to implement the SmartGrowth Strategy and Implementation Plan in accordance with the following functions:

### **Implementation**

- Overseeing the implementation of the 2013 SmartGrowth Strategy updates, in particular the strategic actions.
- Ensuring organisation systems and resources support the strategy implementation.
- Taking responsibility for progress of those actions specifically allocated to the “SmartGrowth Leadership Group” in the strategy, and making sure the implementation does occur.
- Monitoring and reporting progress against milestones and budget.
- Overseeing the management of the risks identified in implementation.
- Approving an annual implementation plan with a 3 year horizon.

### **Ongoing Tasks**

- Champion integration and implementation through partner strategies, programmes, plans and policy instruments (including the Regional Policy Statement, Regional and District Plans, Long Term Plans (LTP's), Annual Plans, transport plans and triennial agreements), and through partnerships with other sectors such as health, education and business.
- Approving submissions to Local Authorities, Central Government, and other agencies on SmartGrowth related matters.
- Reviewing and recommending adjustments to the strategy if circumstances change.
- Identifying and resolving any consultation inconsistencies between the SmartGrowth strategies and subsequent public consultation processes of the partner councils.

### **Consultation / Partner Forums**

- Facilitating consultation with the community.
- Establishing and maintaining the SmartGrowth Partner Forums.
- Agreeing any memorandum of agreements between SLG and any forums.

### **Committee Operations**

- Selecting and appointing an Independent Chairperson and a Deputy Chairperson.
- Implementing a Memorandum of Agreement, as adopted by the Committee for each triennial period, to provide and maintain partnerships and provide for the resolution of any conflict.
- Establish protocols to ensure that implementation, where necessary, is consistent, collaborative, and / or coordinated to achieve optimal outcomes

## **Agenda for Meeting No. SG19/08**

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**SmartGrowth Leadership Group**

**Wednesday 21 August 2019**

**9:30am-1:30pm**

**Bay Of Plenty Regional Council**

**87 First Ave, Tauranga**

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**Apologies**

**Conflicts of Interest**

**Public Forum** (if required):

**Forum Chair Presentations** (if required):

**Confirmation of Minutes:**

**Confirmation of the Minutes of the SmartGrowth Leadership Group  
(SG19/7) dated 17 July 2019**

A copy of the minutes is attached.

**Recommendation:**

***That the minutes of the SmartGrowth Leadership Group (SG19/07) held on 17 July 2019  
be confirmed as a true and correct record.***

## **PART A: AGENDA BUSINESS**

1. Intensification Te Papa- Presentation (**Tauranga City Council**)
2. UFTI Project Directors Report – (Foundation Report and Project Plan)  
(**Paper A – Robert Brodnax**)
3. SmartGrowth Monthly Report – (**Paper B - Ken Tremaine**)

## **PART B: MONITORING INFORMATION ONLY PACK**

SmartGrowth Bi-Monthly Partnership Reports (**Paper C**)

1. Tauranga City Council monitoring report
2. Forums update

**Minutes of Meeting No. SG19/07 of the SmartGrowth Leadership Group held on  
17 July 2019 in the Mauao Room, Bay of Plenty Regional Council, 87 First Ave,  
Tauranga commencing at 9:30am**

**Present**

**Independent Chairperson**

W Wasley

**Bay of Plenty Regional Council**

Chairman: D Leeder

Councillors: J Nees, P Thompson

**Tauranga City Council**

Mayor: G Brownless

Councillors: L Baldock, L Brown, J Robson

**Western Bay of Plenty District Council**

Mayor: G Webber

Councillors: M Williams, D Thwaites, J Scrimgeour

**Tāngata Whenua Representatives**

M Tapsell, I Walker, , P Ihaka

**New Zealand Transport Agency**

Ross l'Anson

**In Attendance**

**SmartGrowth**

K Tremaine – Strategic Advisor

M Rumble – SmartGrowth Coordinator

**Bay of Plenty Regional Council**

F McTavish – Chief Executive

A Fort – Senior Planner

D Phizacklea – Regional Integrated Planning Manager

**Tauranga City Council**

M Grenfell – Chief Executive

C Jones – General Manager, Growth & Infrastructure

A Mead – Manager: City & Infrastructure Planning

**Western Bay of Plenty District Council**

M Taris – Chief Executive Officer

G Allis – Deputy CE/Group Manager Infrastructure Services

P Martelli – Resource Management Manager

**UFTI**

R Brodnax – Project Director

J Joyce – Project Manager

**Apologies**

B Mikaere, Cr. S Crosby, Cr A von Dadelszen

For lateness: R l'Anson, Irene Walker, Cr. J Robson,

**THESE MINUTES ARE YET TO BE CONFIRMED**

*To be confirmed by the SmartGrowth Leadership Group on 21 August 2019*

SG19/7.1

**APOLOGIES****Moved** Mayor Webber / **Seconded** Cr. Baldock**That it be Resolved***That apologies be received for B Mikaere, Cr. S Crosby, Cr. A Von Dadelszen; and for lateness R l'Anson, I Walker, Cr. J Robson***CARRIED**

SG19/7.2

**DECLARATION OF CONFLICTS OF INTEREST**

Nothing to note.

SG19/7.3

**CONFIRMATION OF MINUTES – SMARTGROWTH LEADERSHIP GROUP  
(SG19/06) DATED 19 JUNE 2019**

The Committee considered the minutes of the SmartGrowth Leadership Group (SG19/06) dated 19 June 2019 as circulated with the agenda.

Matters arising:

Page 9 – as noted in the questions and comments, the question raised regarding over 58,000 homes being required over the next 50 years. Ken T confirmed he has checked the data and the figures in the foundation report are correct.

Mayor Webber wished to highlight the first bullet point on page 9 around engagement and all of the matters the committee asked Robert to address.

**Moved** Cr. Nees / **Seconded** Cr. Williams**That it be Resolved***That the minutes of the SmartGrowth Leadership Group (SG18/06) dated 19 June 2019 be confirmed as a true and correct record.***CARRIED**

SG19/7.4

**DRAFT UFTI FOUNDATION REPORT**

Robert Brodnax introduced the draft UFTI foundation report and explained that the audience for the foundation report is primarily, The Ministry of Housing and Urban Development (MHUD) and Treasury officials to convince them there is a good reason to invest in the western Bay of Plenty. It is written for a technical audience hence the language and layout of the report. The report is a point in

**THESE MINUTES ARE YET TO BE CONFIRMED***To be confirmed by the SmartGrowth Leadership Group on 21 August 2019*

time, up to date for today and Robert sees it evolving as we get new evidence over the next 6-8 months. Looking to publish this report mid-August and looking for feedback around areas that require more emphasis or any gaps.

A query was raised around the view that the transport centrality focus is wrong. Is the transport network not the key to unlocking future development land? Robert advised we need to tell the story of why transport is important and how it relates to delivering desired outcomes. Central government is interested in affordable housing, housing quality, quality of urban environment, access to employment and economic development opportunities and how the community works with the partners under the Treaty to help them achieve their aspirations. You can't tell a transport story without telling an urban form story that links to those outcomes.

Robert was asked to elaborate on how much influence Government wish to have over the settlement pattern. He noted they are looking to gain confidence that we have maximised the opportunity for intensification in our existing urban area. Also how far are we committed to increased densities, and how far ahead have we considered greenfield development. It needs to be able to see how hard we have pushed density. If you want to move to a multi-modal transport system you need much higher densities.

Questions and comments followed:

- Conversation was had around the three challenge statements – we need to think about the appropriate process to go through to debate the challenges as they are critical. Robert provided context around the purpose of the challenges outlined in the report. These are to be specific to fit in with the business case and mythology Treasury and NZTA expect us to apply where we have to come up with an evidence based statement of the problem we are trying to solve. Defining the outcomes we are failing to achieve and that support our funding case are critical.
- It was noted there are the following gaps or more emphasis is required:
  - TUS, lift the profile around intensification.
  - Add more information to get a better reflection of Tangata Whenua presence and aspirations in the sub region.
  - More detail needed around access to jobs on pgs. 36&37.
  - More emphasis needed around the climate change paradigm shift, how we move around, the challenge of reducing our carbon emissions.
  - Order of challenges needs to be revised.
  - Papakāinga – Tāngata Whenua would like more developments.
  - Settlement pattern, Priority One not mentioned.
  - Be more specific around where the employment is, take the lens wider and tell the story, outline the total growth picture in the sub-region i.e 80% Tauranga 20% Western Bay.
  - More specific around contributing factors to the car centric nature of the region e.g. due to all the construction activity there are a large amount of tradies in vehicles, given that building supplies are concentrated in particular areas,.

The meeting adjourned at 10:55am

The meeting reconvened at 11:15am

- More emphasis on the urgency needed.. More emphasis on low emissions, climate change. Diagrams could be clearer. Be clearer around

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specific pressure points. The 11-minute average delay time – there are a number of larger delays, be clearer and tell the story as people see themselves stuck on congested roads.

- Puhirake noted more communication with Tangata Whenua is needed to allow for more input. Where are Tangata Whenua aspirations? Robert advised he is keen to engage and Puhirake offered assistance with input as it has been a challenge to get the information thus far.
- Robert noted the draft project plan is still being developed and will come to the August meeting. The next step is to draft up a list of potential interventions, looking at other factors such as LTP's etc. Narrowing down to three potential outcome options. The final program to be published in March. The final program should be outlining what the priority outcomes are on each of the networks.
- The request was made that the key drivers of UFTI go to the Minister of Transport.
- It was suggested that Robert look at cities of similar sizes with similar challenges as a comparison. Robert noted when we look at the programme there will be focus 5, 10, 15 years etc. Robert noted he is working on the comparisons. Looking at cities with similar growth and issues.
- Robert noted previous discussion at to look at developing a WBOP story and a short-term investment program in September. Conversation around Omokoroa, Tauriko, and near term actions to address housing and associated need for investment to support land provision for housing.
- Ken noted this is a 'now' presentation, whereas the JOG exercise relating to Tauranga Eastern Link funding undertaken in 2005 was due diligence. And then there's the longer term thinking. It has still got to be framed correctly.

Marty Grenfell spoke to the group and noted he has been in discussions with Robert this week and it is clear UFTI is not going to be able to deliver the transport master plan in respect of the detail required by TCC. Marty suggested looking to build and develop in house capability across the three partners to deliver but noted this will take many months to achieve.

Miriam Taris noted she agrees and Tauranga City is 80% of this. WBOPDC are a minor contributor but important contributor. It is essential to look at what we can achieve prior to election. In the short term, look to secure three or four key projects.

Fiona McTavish noted the focus of BOPRC, along with the other CE's, is what will be delivered in Wellington in September. Confident with Robert we can get this done. It is essential we do not focus just on roads.

Christine Jones advised the thinking is around two pieces of parallel work.

1. UFTI continues to focus on 30-50year.
2. The other trying to work out interventions in our network to support our land use pattern already identified. Start working on some of that work at a council level.

Two pieces of work talking to each other all the way through. Ken T advised as long as the two pieces of work start with the same building blocks they will align.

Ross l'Anson noted he agrees it is very important to include mention of the historical documents. The strategic case that Robert is working on is the correct process to follow when presenting to central government for funding. Regarding Kens work on the short term, when Minister Twyford was here, he couldn't have

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been clearer that he wants rapid transport. Be careful what you're going down there to request. NZTA look at communities, safety and access.

The chair suggested the following as the way forward

**Next steps:**

- Ministerial engagement work carry on and timeframes be met for the engagement with ministers.
- Work being commissioned on the five projects continuing.
- UFTI work continuing.
- Project leadership team work and outcomes to be reported on at the August SLG meeting including suggested work outlined by Marty and the CE's - it is necessary to see how this relates and fits together before making decisions.
- Workshop between the staff of the UFTI partners, CE's and government representatives to 'look under the hood' be arranged as a matter of urgency. To happen before the August SLG.
- Project plan will be presented in August.
- Clarity around the work that Ken is doing and how this works in with UFTI at the August meeting.

There was agreement around the table that this is the way forward however time is of the essence.

It was noted by Irene that it is disappointing to see how we are struggling to working together around this table. She does not expect to hear the current level of negativity at subsequent meetings.

**Moved** Cr. Robson / **Seconded** Cr. Thompson

**That it be Resolved**

***That** the SmartGrowth Leadership Group receive the draft foundation report.*

**CARRIED**

**SG19/7.5**

**DEBRIEF UFTI STAKEHOLDER ENGAGEMENT PROCESS**

It was agreed the planned workshop with elected members be cancelled. Proceed with stakeholder workshop as planned.

**SG19/7.6**

**REPORTING BACK: LOCAL GOVERNMENT AND OTHER FORUMS**

Cr. Brown noted the recent LGNZ conference was disappointing and underwhelming.

The chair noted the monitoring information is taken as read.

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9:34am      **Moved** Cr. P Thompson / **Seconded** Mayor G Webber

**That it be Resolved**

***That** the meeting moves into public excluded to consider the previous minutes and matters relating to the topic in those minutes.*

*Local Government and Official Information and Meetings Act 1987.  
Section 7 (2) (1) Enable any local authority holding the information to carry on without prejudice or disadvantage negotiations (including commercial and industrial negotiations).*

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The meeting concluded at 1:08 p.m.

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Confirmed as a true and correct record

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W Wasley  
**Independent Chairperson**

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Date

**THESE MINUTES ARE YET TO BE CONFIRMED**

*To be confirmed by the SmartGrowth Leadership Group on 21 August 2019*

# UFTI Urban Form + Transport Initiative

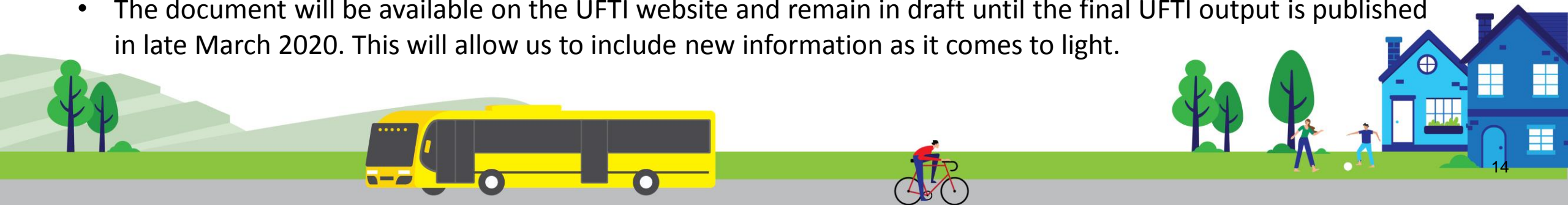
Project Directors Report to  
Smartgrowth Leadership Group  
August 2019



# Draft Foundation Report

# The Draft Foundation Report is finalised and is ready for publication.

- The purpose of the Foundation Report (Appendix 1) is to set out the challenges UFTI needs to address, and the supporting evidence. The audience are government officials who assess business cases and provide investment advice to Ministers and the Transport Agency Board.
- Extensive changes have been made to the report since an early draft was considered by SLG in July. UFTI partner technical staff and executive governance have approved this document for release as a draft. A business case or investment proposal that does not comply with these requirements will not be considered for investment.
- The report has been drafted as a strategic case to comply with the Treasury Better Business Case methodology. The report has been built around three challenge statements.
- These challenges statements must identify the cause and effect relationships for the challenge. They cannot predetermine the outcome or include the solution.
- The Transport Agency have confirmed the Foundation Report complies with their requirements for a strategic business case.
- The document will be available on the UFTI website and remain in draft until the final UFTI output is published in late March 2020. This will allow us to include new information as it comes to light.



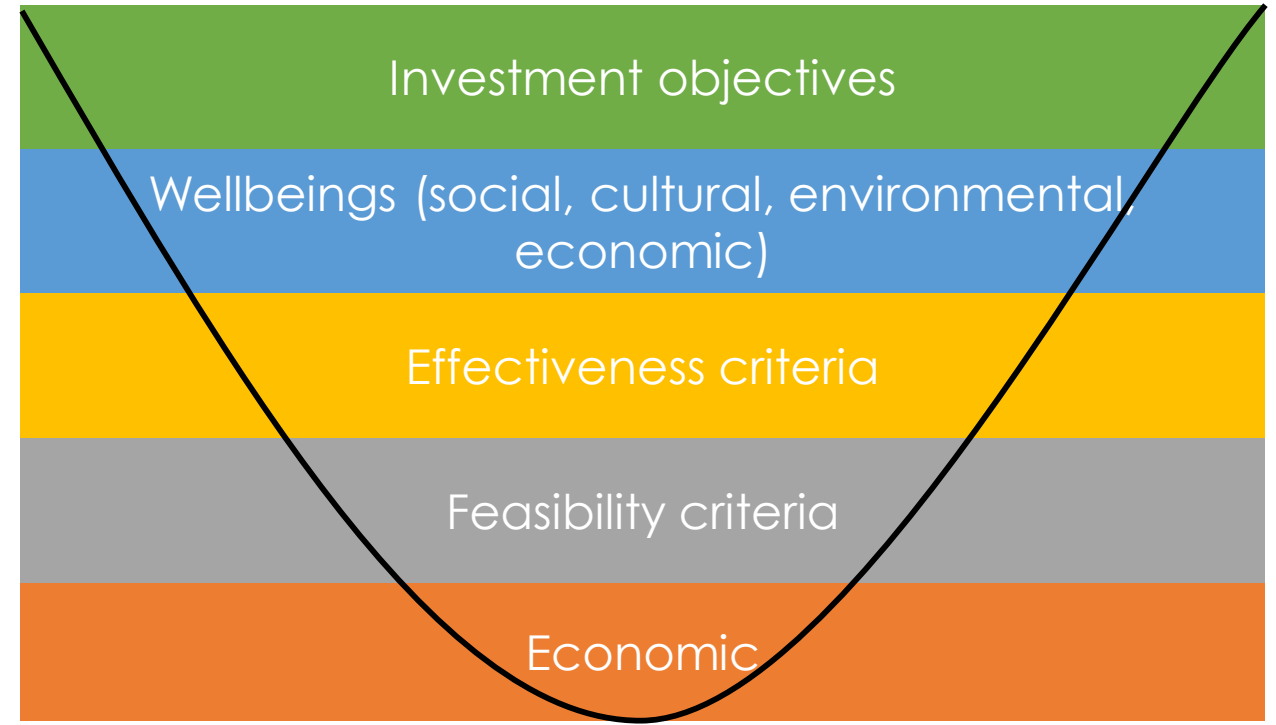
# Alongside the Foundation Report, SmartGrowth has prepared a “Western Bay of Plenty Story”

- The Western Bay of Plenty Story will set out the story of SmartGrowth since 2001, the nature of the partnership and the drivers that have caused the partners to invest in preparing UFTI.
- The story will include emphasising the short-term housing challenges and the economic role of the western Bay of Plenty sub-region in the upper North Island.
- The audience for this piece of work is Ministers and senior government officials. It will provide context about the UFTI Foundation Report and gain an appreciation of how SmartGrowth works and has evolved over time.
- The story is still a work in progress, but a first draft has been included in the agenda for this meeting. This will be discussed in the public excluded section of the agenda including Ministerial engagement and short- term package of initiatives.



# Now the Foundation Report has been completed we are moving into the next steps of the process.

- Investment objectives and measures will be developed (and agreed to). Investment objectives need to relate to the challenge statements. These are critical for the multi criteria assessment process.
- Different programmes of integrated urban form and transport options will be prepared. These are likely be informed by the Draft Future Development Strategy and Tauranga Transport Programme, the spatial planning workshops held with stakeholders, and other partner work.

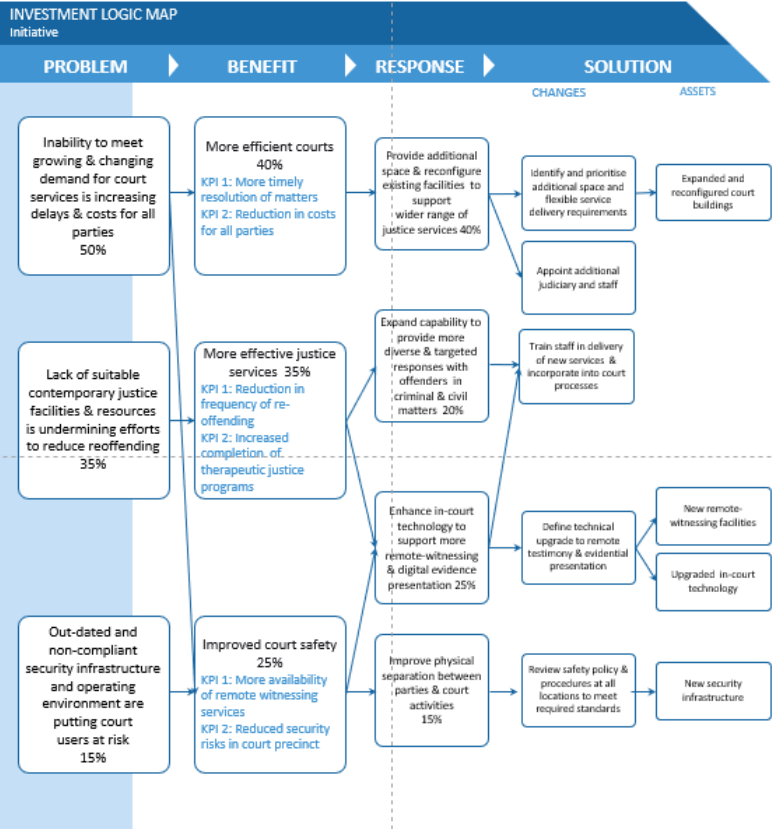




# A logical flow from challenge statements to benefits and investment objectives is the most critical component of all business cases

The example below demonstrates how there are often multiple benefits from addressing each challenge statements

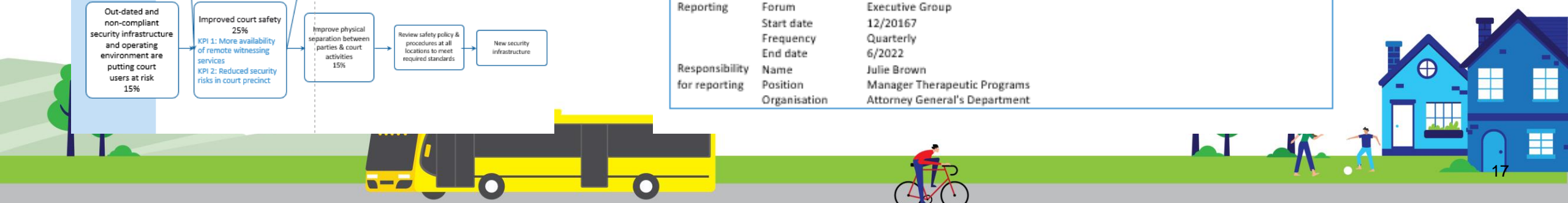
Improving efficiency and responsiveness of justice services in Noojee:  
Redevelopment of Noojee court and services



## Benefit 2: More effective justice services 35%

KPI:	Reduction in frequency of re-offending 20%	
Measure	% of defendants who reoffend within two years of completing therapeutic justice program	
	Baseline	35% (12/2017)
	Target	<15% (6/2022)
	Interim target	Yes
		28% (6/2021)
Reporting	Source	Therapeutic justice program report
	Forum	Annual report
	Start date	12/2016
	Frequency	Annually
Responsibility for reporting	End date	6/2022
	Name	John Black
	Position	Director of Courts
	Organisation	Attorney General's Department

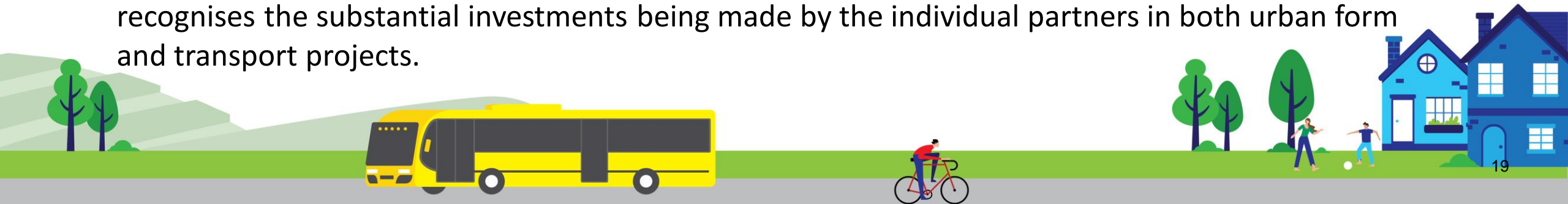
KPI:	Increased completion of therapeutic justice programs 15%	
Measure	% of participants completing therapeutic justice programs	
	Baseline	30% (12/2017)
	Target	90% (12/2022)
	Interim target	Yes
		60% (12/2021)
Reporting	Source	Therapeutic justice program report
	Forum	Executive Group
	Start date	12/2016
	Frequency	Quarterly
Responsibility for reporting	End date	6/2022
	Name	Julie Brown
	Position	Manager Therapeutic Programs
	Organisation	Attorney General's Department



# UFTI Project Plan

# **The Executive Review Group has approved a revised UFTI Project Plan, subject to further work to confirm budget and revenue.**

- The Project Plan (Appendix 2) has been revised from that prepared at the end of Stage 1 to provide a greater level of detail regarding both the deliverables and process to be followed.
- The plan hinges off the UFTI project objectives, principles, and the three identified challenge statements outlined in the Foundation Report.
- The Project Plan assumes for Phase 2 onwards there will be ongoing and significant partner staff resource available to support delivery of UFTI. This assumption is reflected in the budget and timeframes.
- Timeframes are tight, they rely on effective early input from partners. Any delays in reaching agreement over key components will put delivery at risk
- The plan describes how the outputs of the wide range of urban form and transport related projects being undertaken by the partners will be integrated into UFTI final recommendations and recognises the substantial investments being made by the individual partners in both urban form and transport projects.



# The partners continue to work to refine the budget

- The final estimated project budget is higher than originally estimated. The original estimates were not based on market soundings and did not account for the inclusion of urban form in the scope of the project.
- Similar exercises in Wellington and Auckland cost more than the estimated UFTI costs but did not include urban form and were conducted over multiple years.
- The UFTI team and partner staff continue to prioritise expenditure. A number of significant pieces of work are now being delivered inhouse, for instance geospatial modelling by BOPRC and Ministry of Housing and Urban Development delivering stage 1 Social and Affordable Housing work.
- The ERG have discussed the budget and are currently working through the best and most cost effective way to deliver UFTI including looking at greater use of inhouse resources and partner contributions. They will report back on progress in December.



# Recommendations

It is recommended that the Smartgrowth Leadership Group:

1. Receive the UFTI Project Directors report dated 21 August 2019
2. Note the completion of the Draft Foundation Report and the Project Plan
3. Request that the Executive Review Group report back to the Smartgrowth Leadership Group on how the budget issue has been resolved at the first meeting after the local government elections



**UFTI** Urban Form +  
Transport Initiative

# Foundation Report

DRAFT - August 2019



# Kupu Whakataki/ Foreword

**Ko Mauao kei waenganui, Tū i te Ao, Tū i te Pō, Kei āna taha ngā Tai o Te Moana o Tauranga Tai wiwi tai wawa ki te whai ao ki te ao Marama.**

Mauao stands and resists all waves that crash upon him, Tangata whenua of Tauranga Moana must also stand strong, as kaitiaki as the new waves of growth and development arrive.

The Urban Form and Transport Initiative (UFTI) is a joint project between the SmartGrowth partnership, and the NZ Transport Agency<sup>1</sup>. SmartGrowth and the Transport Agency have a long history of collaboration in the western Bay of Plenty sub-region.

UFTI is our opportunity to further consider the future urban form and transport needs for the sub-region over the next 50 years, set within a wider SmartGrowth context. We have an existing SmartGrowth Strategy, but we need to reaffirm our settlement pattern as well as think carefully about our approach to transport. UFTI is an important opportunity to take stock and reconsider what our growing sub-region's needs are into the future.

UFTI is necessary to identify how we can support our current and future land use pattern with a multi-modal, multi-agency transport investment programme that has short, medium, and long term horizons. The delivery programme will help our communities, environment, and economy to prosper. The work of UFTI will also help the sub-region unlock the long-term potential of intensification and mode shift.

Through SmartGrowth, the councils, government and tangata whenua have achieved much over the last 15 years and we can continue to do so if we focus on achieving the right outcomes, together, with government. This Foundation Report sets out this new journey which will ultimately lead to an updated SmartGrowth Strategy and provide the basis for an agreed multi-agency funding plan.

Our vision has not changed - we want the western Bay of Plenty to be a great place to live, learn, work and play. But like all growing places, we have reached a turning point. This Foundation Report clearly outlines our challenges: carry on as we are and risk our lifestyle, environment, and economy; or forge a new path where we put greater emphasis on achieving a high-quality urban and rural sub-region with greater transport choice and improved access.

There are significant benefits to be gained by shifting gears. This includes improving the quality and design of how we want to live and play, improving our environment, having more choice in the way we move around, and increasing our economic prosperity.

This Foundation Report is a key milestone in the UFTI Programme. It outlines the reasons for change. As more information, data and evidence

is developed, the Foundation Report will be updated. Our next phase will involve developing and testing different urban form and transport options, ultimately landing on a preferred option for our sub-region. We expect that this will be published mid-2020 and will feed into an updated SmartGrowth Strategy.

How we respond to the challenges set out in this report will define the prosperity, sustainability, and liveability of our sub-region for generations to come. We look forward to continuing to work together on the UFTI Programme. There is much more to come and we encourage your continued input, engagement, and support as we embark on this journey to reshape our future urban form and transport system, and continue to enable our communities to thrive.

**Bill Wasley**  
SmartGrowth Independent Chair

**Mayurie Gunatilaka**  
Senior Manager, System Planning, NZ Transport Agency

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<sup>1</sup> SmartGrowth is a partnership between Bay of Plenty Regional Council, Tauranga City Council, Western Bay of Plenty District Council and tangata whenua. It is supported by government agencies such as the NZ Transport Agency and Ministry of Housing and Development.

# Contents

page numbers to be confirmed  
once document is complete

## Kupu Whakataki/ Foreword

## Whakarāpopoto/ Summary

Where we have come from

He tāngata, he tāngata, he tāngata

Our challenges

Expected benefits

## 1. Ngā Tīmatanga Kōrero/ Introduction

What is UFTI?

Building on SmartGrowth

Connection between UFTI and current projects

## 2. Te Horopaki/ Context

Our sub-region

Our people

Tangata whenua

Our environment

Water and biodiversity

Climate change and transport emissions

Our economy

## 3. Our challenges

Ngā Kōwhiringa/ Improving housing and transport choice and access

Housing supply

Housing

Access to transport

Access to jobs

Ngangahau a Rohe/ Creating a vibrant sub-region

Haumarū te Haere/ Safe and efficient movement

Topography and urban form

Safe and efficient movement

## 4. Ngā Hua me Ngā Whāinga/ Benefits and outcomes

## 5. Ngā Aupikitanga/ What do successful cities do?

How do we make a successful city, town centres and communities?

What can we do?



# Whakarāpopoto/ Summary

**This Foundation Report is the continuation of our western Bay of Plenty story. It is our case for change. It is an important step in our journey as we look to re-imagine and shape what our sub-region can be in the future.**

Through the Urban Form and Transport Initiative (UFTI)<sup>2</sup>, we will consider our future urban forms and transport needs for the sub-region over the next 50 years, set within a wider SmartGrowth context. This Foundation Report sets out our context, our challenges, and the benefits and outcomes we expect to achieve from shaping our urban form and transport system.

This Report is an outline of the sub-regional case for why change to our urban form and transport system is necessary. It is the start of developing a business case for investment in the western Bay of Plenty's urban form and transport system.

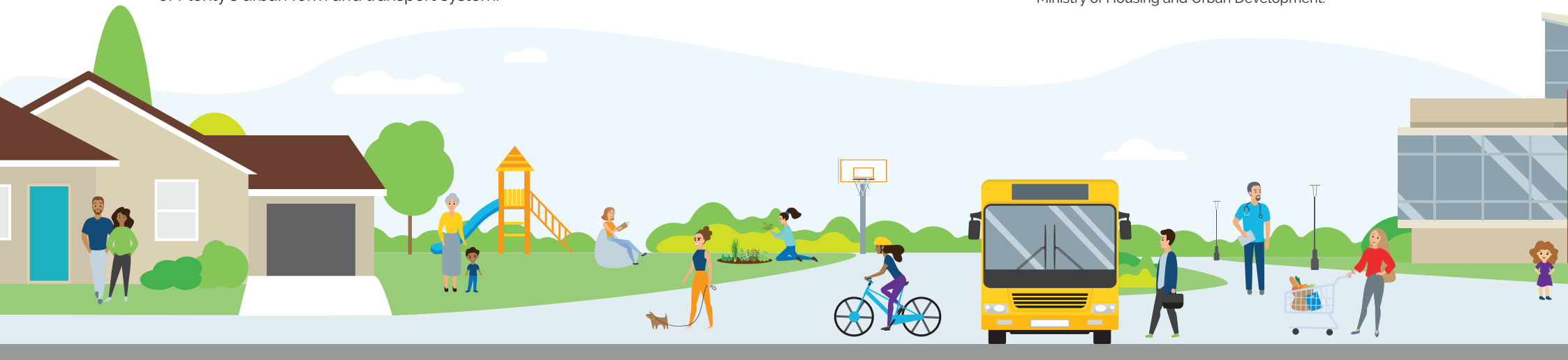
Our collective history in the western Bay of Plenty is long. The same natural features that first attracted tangata whenua continues to attract many others who seek the warm climes and coastal lifestyle.

The western Bay of Plenty sub-region plays a key role in the upper North Island and New Zealand's current and future well-being. The Western Bay 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 economy.

The sub-region also serves as the gateway to the broader Bay of Plenty providing critical connections to, and services for, the Eastern Bay of Plenty and Rotorua. Our close proximity to Hamilton and Auckland, and access to international markets, means that the Bay of Plenty will continue to grow for many years to come. But we need to plan for our future growth,

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<sup>2</sup> The project is a collaboration between the SmartGrowth partners (Bay of Plenty Regional Council, Tauranga City Council, Western Bay of Plenty District Council and tangata whenua), the New Zealand Transport Agency, and Ministry of Housing and Urban Development.



How do we fit an extra 100,000 people, 51,000+ more homes, create more than 40,000 new jobs, and manage the 500,000+ transport movements per day safely and efficiently?<sup>3</sup>

How do we manage this growth and other changes in a way that is sustainable, safe, enhances our communities, embraces our cultural identities, and improves our environment? How do we plan for the future, together?

We have a choice – carry on as we are and risk our lifestyle, environment, and economy; or forge a new path where we deliver a high quality compact urban form and provide greater transport choice and access via a multi-modal transport system. Through SmartGrowth, the western Bay of Plenty sub-region has a long history of working together to manage growth. This partnership approach will be key to successfully navigating the challenges we now face.

Increasingly, our local communities are asking for a more compact urban form, greater housing choice, better public transport, and improved active modes. Tauranga is a young city and we have an opportunity to do things better. Good

transport, urban design and place making are critical elements for a successful city and sub-region. To get this right, significant change is needed.

Without improvements to our housing and transport choices, reliable access to social and economic opportunities will decline, greenhouse emissions will increase, and the gaps in inequality will deepen. UFTI provides an opportunity for us to develop the necessary solutions that will help ensure we have greater housing and transport choices, and make the necessary transition to a low emissions economy.

We know what our challenges are. We need a fundamental shift in our approach to urban form and transport while recognising this will take time to fully achieve. The vision of UFTI is to enable the sub-region to build on what we have through integrated planning to grow both up and out, supported by a well-functioning and safe multi-modal transport system that provides, greater choice and access.

UFTI is our opportunity to consider the future urban form and transport needs for the sub-

region over the next 50 years. UFTI is our chance to reimagine the future of our sub-region through a refocussed and coordinated approach while building on the various plans and projects that are already in place.

UFTI will deliver an agreed strategic and integrated delivery plan for the western Bay of Plenty's future urban form and multi-modal transport system. The agreed plan will feed into the existing SmartGrowth Strategy. But it will require courage and determination from all of us to deliver and implement that vision. Delivering on this vision and plan will require new ways of doing things, hard conversations, and the use of existing and new funding tools. We need to forge a new path, because the consequences of not changing are too great.

Our next phase, after the Foundation Report, will involve testing different urban form and transport options. Ultimately a preferred option with an integrated urban form and transport plan for our sub-region will be developed. This will all feed into an updated SmartGrowth Strategy.

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<sup>3</sup> All demographic projections used in this report are based on SmartGrowth and go out to 2063, unless stated otherwise.

## Where we have come from

The western Bay of Plenty sub-region has grown significantly over the past 60 years, with growth creating many opportunities, including increasing the ability to enhance social, environmental, economic, and cultural well-being. Sustainable growth can lead to opportunities for enhancement of education, employment, and civic amenities that would otherwise not exist. Some of these opportunities are starting to be realised in the sub-region.

The sub-region is one of the fastest growth areas in New Zealand, and Tauranga is the country's fifth largest city. In 1963, Tauranga had a population of just 21,500 people – today that population is around 140,000, with the Western Bay District at 50,000 people. In the next 50 years we expect the sub region to reach a population up to 260,000 people. This means we will need around 51,000 more homes with much of that growth expected to be in Tauranga City. We will also need new jobs to enable people to live, and to safely accommodate an increase of movements via our transport system.

The sustained growth over a relatively short

timeframe is putting increased pressure on the sub-region's infrastructure and transport system and will continue to do so. This affects people's and businesses' ability to access the many social and economic opportunities affordably, reliably, and safely. We need to plan for our growth in an integrated way to help protect our lifestyles and economic potential. Without this, the negative consequence of growth such as increasing traffic and delays, and environmental degradation will affect the sub-region's future liveability, well-being, environment, and economy.

The growth challenges are not new for our sub-region. We have collaborated successfully before in order to address challenges and achieve good outcomes. This has included the ability to be proactive in terms of growth management, to develop strong partnerships and joint funding approaches in order to get key developments and supporting infrastructure and facilities underway.

Within our SmartGrowth journey, we have reached a point where we need to refocus our approach to compact urban form and transport. With space for

greenfield development becoming more limited due to natural constraints, we need to consider how we accommodate additional people within existing communities.

Housing densities within the sub-region are relatively low and greenfield space will become more limited over time. There are considerable intensification opportunities that must be explored. Intensification done well maximises the use of existing infrastructure, community facilities and spaces, and helps ensure future generations are not burdened with the consequences of poor decision making.

To ensure that we can benefit from the opportunities associated with growth, we need to plan for the future, enabling growth to occur in the right areas of the sub-region, and be sustainable. This is why SmartGrowth was established in 2004. Through SmartGrowth we have planned our growth in a co-ordinated and managed way. UFTI builds on the successes of the sub-region and SmartGrowth to develop a vision and plan for the next 50 years.

## He tāngata, he tāngata, he tāngata

People make cities. The success of cities, towns, and community spaces depends on the wellbeing of the communities that live there. Critical to the wellbeing of our communities is the ability to be able to live the lifestyle they aspire, to have meaningful jobs, and recreational, cultural, and social opportunities, and have easy access between all of these.

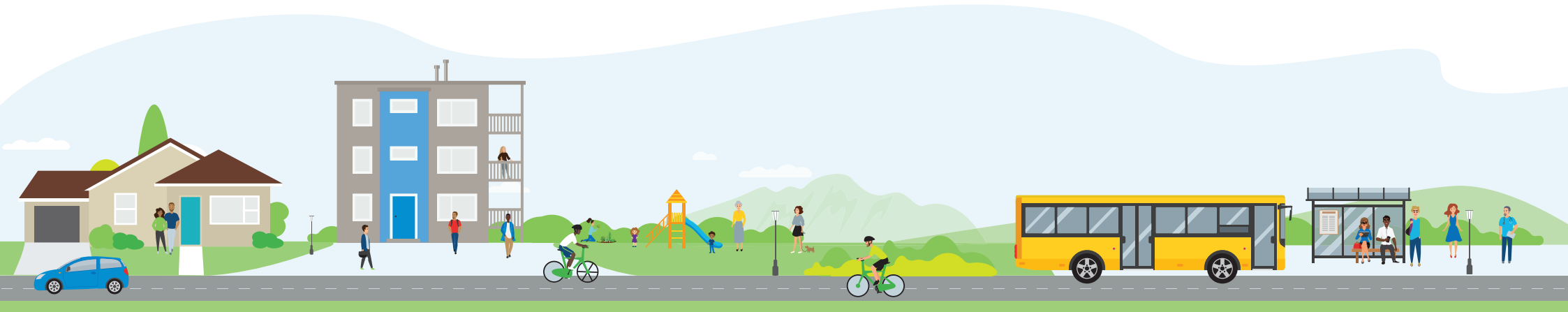
Urban form and homes designed to meet the needs of different cohorts of our communities is critical to the success of the sub-region. Our new homes will need to meet needs of young people, families, and retirees alike. Adding to the

challenge is the need for affordable and social housing that is warm, dry, and safe. The growth in tourism and influx of seasonal workers to help in the horticultural industry mean affordable and healthy temporary housing options are also necessary. Meeting all of these different housing needs is critical to the ongoing social and economic success of the sub-region.

Urban form, supported by a well-functioning transport system, is vital in every successful city. The transport system must enable access to all the social and economic opportunities the sub-region can provide, including connections

to overseas markets, in a way that manages our transport emissions. However, the sub-region's current transport system is not optimised to move people and goods in the most effective or efficient way, or to manage, and ultimately reduce our transport emissions.

A well-functioning multi-modal transport system is critical to maximising productivity, providing our communities safe access to social and economic opportunity, and helping to achieve better environmental outcomes.



## Our challenges

To encapsulate our challenges, we have concentrated on three. These challenges focus on our communities, our housing and transport choices, and our ability to access the many social and economic opportunities within the sub-region. These challenges are:

### Challenge 1:

The lack of housing supply, suitable housing and transport choice, and a high dependency on private vehicles in the western Bay of Plenty restricts access to social and economic opportunities and is leading to poor social and environmental outcomes.

### Challenge 2:

The ability to access community facilities; and infrastructure<sup>4</sup> levels of service are not aligned with community needs and expectation and are impeding the ability of people to fully enjoy the Bay of Plenty lifestyle.

### Challenge 3:

Western Bay of Plenty's harbour geography and dispersed land use pattern (places of employment, education, and recreational locations), and increasing traffic volumes negatively impacts on the safe and efficient movement of people and goods.

The purpose of this Foundation Report is to develop the case for change and outline the emerging and supporting evidence base for these challenges, as part of the UFTI business case. This is necessary to ensure that we are focusing on the right challenges. By focusing on the right challenges we can develop the best solutions necessary to resolve those challenges.

Addressing these challenges is entirely possible. It will require changing the way we think about our sub-region, our urban form, and the way we move.

## Expected benefits

As the sub-region grows, we have the potential to become a leading coastal lifestyle destination. But we have some tough issues to resolve before we can achieve this. Making sure the western Bay of Plenty is a great place to live, learn, work, and play as we grow is the collective challenge for our communities and SmartGrowth partners.

There are, however, some significant benefits that can be realised, such as:

1. Improving our community wellbeing and liveability where people can continue to thrive, within the live, learn, work, and play lifestyle we expect

2. Improving our environmental outcomes where kaitiakitanga (care for and stewardship) is the sub-region's focus
3. Improving the way we move, where we can access the social and economic opportunities offered throughout the sub-region safely, and have choice in how we travel
4. Increasing our economic productivity and prosperity within the sub-region for all
5. Improving value for money where we make the best use of what we have, but do not shy away from making the right community investments for our short and long-term requirements.

Achieving these benefits will require consistent effort over time. In the short term some outcomes could decline as we make the transitions necessary to grow from a provincial centre to a thriving metropolitan area and sub-region. However, any short-term pain will be worth the long-term gains we can make.

In developing solutions, we need to be asking ourselves:

<sup>4</sup> Infrastructure Definition: Hard and soft infrastructure including physical networks necessary for the functioning of a place/city i.e. roads, railways, pipes; and structures and places that support and maintain community wellbeing i.e. parks and recreational facilities, libraries, medical and educational centres.

## Density/ intensification

1. How much intensification can be achieved and where?
2. Do we have accessible public spaces where people can still enjoy a thriving natural environment and community amenity?
3. How will we use our land use and planning tools to support and encourage increased use of the public transport system?

## Location

4. Where will new residential, commercial, and industrial developments be located? Do our current land use plans need to change?
5. How do we ensure tangata whenua's land development aspirations (at scale) are supported?
6. How will we ensure that social and affordable housing is available?

## Mode shift within an integrated transport system

7. How much multi-modal share can be achieved? How will we all change our travel behaviours? How can we reduce our transport related greenhouse gas emissions?
8. Are we being ambitious enough in getting more people moving via a multi-modal transport system?
9. What transport system investments are necessary to support the movement of people and goods?
10. Are we making the most of our existing transport assets? Are we safe in our travels?

## Liveable communities (people and place)

11. How do we ensure that we plan for and protect a sense of place and community identity? How do we ensure we create communities where people want to live, learn, work in and visit?

12. How do we ensure we protect our significant cultural and environmental areas as we grow?

13. How much CO2 emission reduction can we achieve by moving people and goods in different ways?

In developing our solutions for the sub-region, we will need to consider new ways and tools to enhance our urban form, and our communities, and improve the way we and goods move. We will also need to find ways to fund the changes, in a way that recognise the generational benefits.

An enhanced urban form and transport toolkit is necessary to support our live, learn, work, and play lifestyle, and address our housing and transport challenges. To deliver the changes necessary, we will need to consider our current funding and financial tools, and develop new ones to support our transition to a low carbon economy. We will need to be committed, future focused and bold in developing and applying the appropriate funding tools and packages needed to implement the solutions.

# 1. Ngā Tīmatanga Kōrero / Introduction

## What is UFTI?

**The Urban Form and Transport Initiative (UFTI) is our opportunity to consider the future urban form and transport needs for the sub-region over the next 50 years, set within a wider SmartGrowth<sup>5</sup> context. It is our chance to reimagine the future of our sub-region through a refocused and coordinated approach while building on the various plans and projects that are already in place.**

UFTI will deliver an agreed strategic and integrated delivery plan for western Bay of Plenty's future urban form and multi-modal transport system. This plan will enable partners to deliver a number of urban form, land use, and transport changes and improvements over time to achieve the agreed strategy.

This Foundation Report is a key milestone in the UFTI project. The UFTI project has four phases:

1. Project inception
2. Foundation Report
3. Urban form and transport programme development and scenario testing
4. Final Report

The Foundation Report sets out our context, challenges, and expected benefits and outcomes. It is a case for why change is necessary. The Foundation Report also sets out our initial evidence base which will be added to as more

evidence is collected via a series of projects commissioned by UFTI. This report forms part of the programme business case which UFTI is developing by providing the strategic case for investment.

UFTI is shaped by the SmartGrowth pillars of partnership, collaborative leadership, integration, being evidence-based and a live, learn, work, and play approach. It is sub-regional in focus and will be aligned with the Government Policy Statement on Land Transport, the National Policy Statement on Urban Development Capacity, and the government's Urban Growth Agenda.

UFTI builds upon the work completed by SmartGrowth, the Draft Future Development Strategy, Public Transport Blueprint, the Tauranga Urban Strategy, and the Draft Tauranga Transport Programme as well as other relevant strategies and plans. It is envisaged there will be one integrated SmartGrowth Strategy document once the UFTI work has been completed.

### UFTI objectives

- Enables, supports, and shapes a sustainable, vibrant, efficient, and more liveable urban form
- Enables and supports sufficient housing supply in existing and new urban areas to meet current and future needs
- Support access to economic and social opportunities as the western Bay of Plenty's population and economy grows
- To improve measurable transport outcomes such as congestion levels, road safety, travel choice and private vehicle dependency, and environmental impacts (including CO2 emissions)
- To ensure long lasting economic, social, environmental, and cultural benefits and value for money from the agreed strategic plan.

<sup>5</sup> SmartGrowth developed the SmartGrowth Strategies which are spatial plans for the western Bay of Plenty sub-region, setting the strategic vision and direction for the growth and development of the sub-region across four well-beings. The SmartGrowth Strategy 2013 is available at <https://www.smartgrowthbop.org.nz/strategy/2013-strategy/>.

# Building on SmartGrowth

Through the SmartGrowth partnership there have been a number of successful initiatives over the last 15 years, including:

- Anchoring and driving a long-term integrated plan for future sub-regional development - the SmartGrowth Strategy 2004 was one of the first integrated, sub-regional growth management strategies in New Zealand.
- Significant strategic transport network infrastructure investment, for example Route K, Harbour Link, and the Tauranga Eastern Link, based on the agreed settlement pattern.
- A \$150 million Crown Grant in 2005 for transport along with a matching local share.
- Co-ordination between Councils, partners, and the private sector to develop agreed greenfield developments.
- Support for progressing the establishment of tertiary education facilities in the sub-region through a tertiary education partnership, including the recent opening of the CBD University of Waikato campus (Toi Ohomai

and Te Whare Wānanga o Awanuiarangi) with significant funding locally from Tauranga City Council, BOP Regional Council, and Tauranga Energy Consumer Trust.

- Strengthening partnerships with government, the community and iwi, resulting in a greater involvement and connection with government agencies, for example the Ministry of Education and the Bay of Plenty District Health Board.

The sub-region has shown a willingness in the past to be proactive in terms of growth management and approaches to funding. An example of this is the tolling of Route K and the Tauranga Eastern Link. The western Bay of Plenty has a long history of partnerships and joint funding initiatives in order to get key developments and supporting infrastructure and facilities underway.

The growth challenges are not new for our sub-region. We have collaborated successfully before

in order to achieve good outcomes. Our focus will need to change, but we can build on what was successful in the past, such as strong partnerships and innovative funding tools, to better manage our future.

Within our SmartGrowth journey, we have reached a point where we need to refresh the SmartGrowth partnership and strategy set. In doing so, we need to make a fundamental shift in our approach to compact urban form and transport. We need to forge a new path to support thriving communities, deliver a high quality compact urban form, and provide greater transport choice and access, throughout the sub-region.

The vision of UFTI is to enable the sub-region to grow both up and out, supported by a well-functioning multi-modal transport system. Decision-making, integrated planning, and funding, through the SmartGrowth partnership, will be critical in achieving this vision.



# Connection between UFTI and current projects

While UFTI will develop a longer term integrated urban form and transport vision, outcomes and defining indicators and triggers, a number of current projects are already underway. These projects are designed to help address the immediate housing and transport issues present within the sub-region. The projects underway or starting will be consistent with the UFTI principles of improving the sub-region's urban form and transport system. They are expected to be complete in an approximate 1-10 year timeframe. The current projects include;

## Western Bay of Plenty District Council projects

**Omokoroa Stage 2** including roading, integrated public transport facilities, provision of a park and ride facility, walking/cycling network, housing at Kaimai Views, including Kiwibuild, is underway.

**Omokoroa Stage 3 structure plan** is being developed to provide for an additional 1,800 dwellings, a town centre, schools, industrial land, large reserve space(s), and support for a multi-modal transport system via a walking and cycling network, and park and ride facilities. The plan change notification will take place in 2020.

**Omokoroa to Tauranga cycleway** is being developed and construction is underway to improve biking options.

**Katikati Bypass** – investigating an option to construct as a local road to improve Katikati access and liveability.

## Bay of Plenty Regional Council projects

**Completing our major resource management plans** including the Coastal Environment Plan and Regional Natural Resource Plan and changes to our Onsite Effluent Treatment Plan Change.

**Improving current bus services** – routes 36, 41, 71, 70 will be improved in response to public feedback. The Windermere turning point will also be improved. These will increase accessibility, enable faster and more direct journeys, and improve reliability. These improvements will be completed shortly.

**Improved integrated ticketing, and customer user experience** is to be completed in late 2019. This will reduce journey time and improve the customer experience when topping up balances and tagging on/off, among other aspects.

**PT services and fare review** will improve levels of service and include re-timetabling services after the new network and integrated ticketing improvements. The fare structure will also be reviewed for short trips. The review will take place during 2020.

**Cameron Road and Arataki bus priority measures and real time information** will be investigated and delivered, with Tauranga City Council, on Cameron Road, and intersection improvements and queue jump lanes along the Arataki corridor. These joint improvements, along with real time information will take place during 2019/20 and will improve journey times and reliability as well as the customer experience.

## Tauranga City Council projects

**Two intensification plan changes (PC26 and PC28)** are revising the suburban residential, city living and commercial zones within the City Plan. The objectives of the review of these zones is to enable greater housing and site choice, provide guidance and controls for higher density development, encourage residential development in appropriate locations, and provide greater direction on quality design and amenity outcomes.

The intensification plan changes will help address residential development capacity constraints, enhance the CBD, reduce pressure on urban expansion, and deliver a more compact city as outlined in the draft Future Development Strategy and Tauranga Urban Strategy.

**Te Papa Peninsula spatial plan** is the development of a 30-year strategic direction for the Te Papa Peninsula to co-ordinate decision making, infrastructure, services and investment across relevant agencies. An implementation plan is being developed to guide the location and timing of future infrastructure, land use investigation(s), services and investment.

**Cameron Road Multi-Modal project** is about improving a core transportation and land use corridor for the city. To support the

implementation of the new bus system, improve cycling provision in the city, and promote the wider intensification of the Te Papa Peninsula, transportation improvements are required for Cameron Road. These transport improvements will support growth in the broader Pyes Pa/ Tauriko area.

**The Tauriko West project** involves the delivery of a new greenfield urban growth area of approximately 3,000 dwellings and 7,000 people. This project is one of four project components under the Tauriko for Tomorrow banner, including a change of the Urban Limits Line (complete), Boundary Alteration through the Local Government Commission (underway), Detailed Business Case to support the transport connections, and the structure planning and rezoning of Tauriko West. The project involves significant transport, three waters, reserves and social/community infrastructure planning and delivery.

**The Te Tumu Structure Plan and Rezoning project** involves the delivery of a new greenfield urban growth area of approximately 7,700 dwellings, 15,500 people, and 60 hectares of employment land with an adjoining town centre located in the Wairakei Urban Growth Area.

The vision is for Te Tumu to be a coastal

community that celebrates its significant history and environmental richness. The proposed developments will respect the Kaituna River and preserve the area's natural character, while building a sustainable community around the planned town centre, employment precincts, schools, sports fields, walkways and cycleways.

**The Infrastructure Design Code (IDC)** is being updated to focus on placemaking rather than purely transport movement and service functions. The project involves a combination of urban design, planning, transportation planning and engineering input – all revolving around a core stakeholder connection process. The project is being delivered in conjunction with local developers, utility providers and other agencies, with the aim of creating an updated IDC that will be owned and utilised by all users and implemented with innovative concepts.

For the **Smith's Farm Special Housing Area** a detailed feasibility investigation is underway to support the 250+ new homes, potentially including some affordable and social housing.

For the **Te Maunga, Waiari and Te Tumu HIF packages** we are working with central government to provide the supporting infrastructure to enable liveable communities in these developments.

## NZ Transport Agency projects

**SH2 Waihi to Omokoroa corridor** safety improvement project is underway and is being accelerated to improve safety outcomes. Additional safety improvements, such as median treatments, for the whole corridor are being investigated.

**Tauranga Northern Link (TNL)** project has been re-evaluated. A revised direction to achieve safe access, providing greater transport choices, and better integration into the transport system has been agreed to by the Transport Agency's Board. Additional capacity as part of TNL will be prioritised for public transport, higher occupancy, and freight vehicles. Investment is being sought.

**Tauriko Network Connections** business case has been re-evaluated. The Transport Agency's Board has agreed to completing the current investigations with partners to identify a suite of initiatives that support residential housing and develop a multi-modal network that integrates with the wider Bay of Plenty transport system. Funding for completing the investigations and delivery is being sought.

## Tangata whenua projects

**Ara Rau Tangata** has been formed to assist iwi, hapū, and whānau members to assist in engaging in local and regional planning matters, and is holding a series of hui with Māori Land Owning Trusts and Māori practitioners. The initial focus has been around papakainga (housing for hapū and whānau) opportunities.

A number of land owning trusts are considering development opportunities within the western Bay of Plenty sub-region.

The emerging principles and outcomes developed as part of UFTI will be applied to help shape these projects where applicable. Because of the difference in timeframes, UFTI is not involved in the day-to-day planning and delivery of the near-term projects.

## 2. Te Horopaki/ Context

The western Bay of Plenty sub-region has grown significantly over the past 60+ years. The sub-region has experienced a sustained period of growth due to its sought-after lifestyle and economic opportunities. In 1963, Tauranga had a population of just 21,500 people – today the western Bay of Plenty's population is around 190,000. Growth over a relatively short timeframe has put increased pressure on the sub-region's infrastructure and services.

The western Bay of Plenty sub-region<sup>6</sup> plays a significant role in the upper North Island and New Zealand's current and future well-being. The Western Bay 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 economy. It 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.

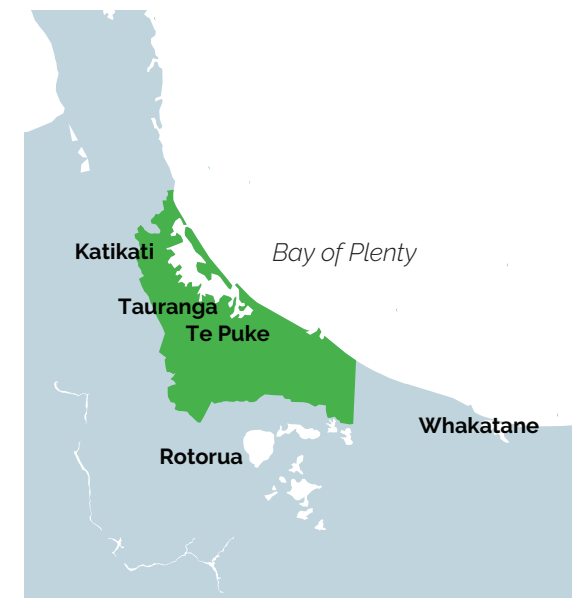
Managing growth well is one of the biggest issues for the sub-region as identified by residents. Failure to do so will hurt our economy and have negative social, environmental, and cultural outcomes. The western Bay of Plenty has a history of good collaboration and long-term planning through the SmartGrowth Strategy. Greater attention now needs to be paid to our urban form into the future and how this integrates with transport and our ability to move around.

### Our sub-region

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. As Treaty of Waitangi settlements are finalised Iwi in the sub-region will, with time, have greater capacity to fully participate in planning the future of Tauranga Moana, as a partner under the Treaty.

Today, the rich Māori culture remains within the sub-region. The Māori population has grown significantly over the same period, from 18,450 in 1996 to 33,660 in 2018, or an increase of 82%. The Māori population is projected to increase to 52,500 (76%) in the next 20 years<sup>7</sup>, compared to a 38% increase for the whole sub-region population. By 2038, it is projected that one in four people within the sub-region will identify ethnically as Māori.

Figure 1  
**SmartGrowth Area**



<sup>6</sup> The western Bay of Plenty sub-region refers to the territorial areas of Tauranga City and Western Bay of Plenty District as pictured in figure 1.

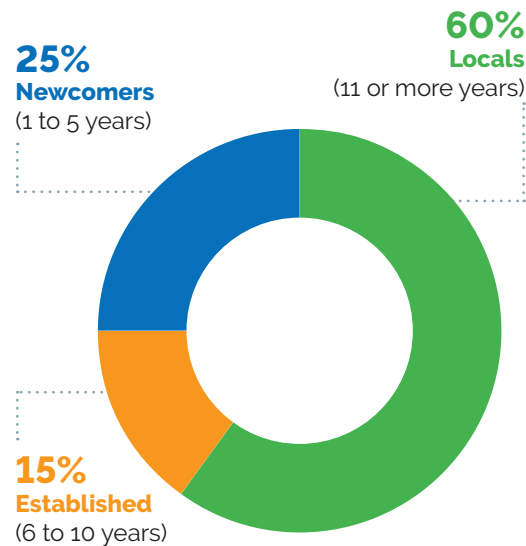
<sup>7</sup> NZ census projected population for 2018

## Our people

The sub-region is one of the fastest growing areas in New Zealand. Of New Zealand's six largest cities, Tauranga City recorded the highest rate in population growth between the 2006 and 2013 Census at 10.5%. Our growth is a long-established trend with Tauranga being the fastest growing area in New Zealand over the last 80 years.

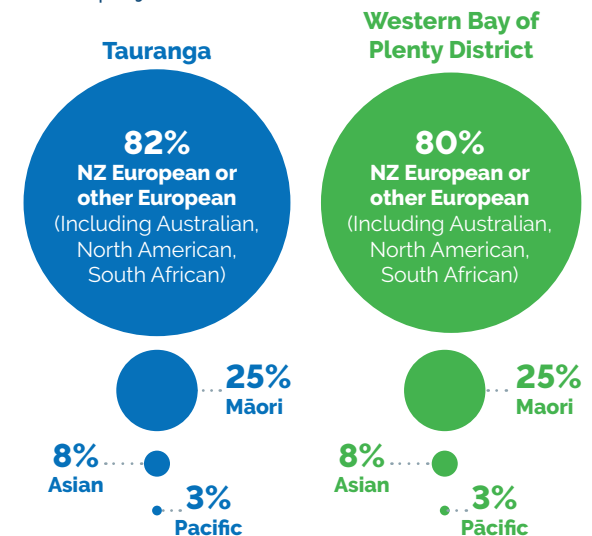
The key driver of population growth has been, and will continue to be, people moving from other parts of New Zealand and overseas. This is happening for a number of reasons driven by economic growth, personal circumstances, and lifestyle preferences. As a result, there are a large number of newcomers to the sub-region with 40% of people having lived here for 10 years or less see figure 2.

Figure 2  
**Length of time lived in the western Bay of Plenty**



Western Bay of Plenty Vital Signs 2018

Figure 3  
**Ethnicities of residents**  
(2018 projections)

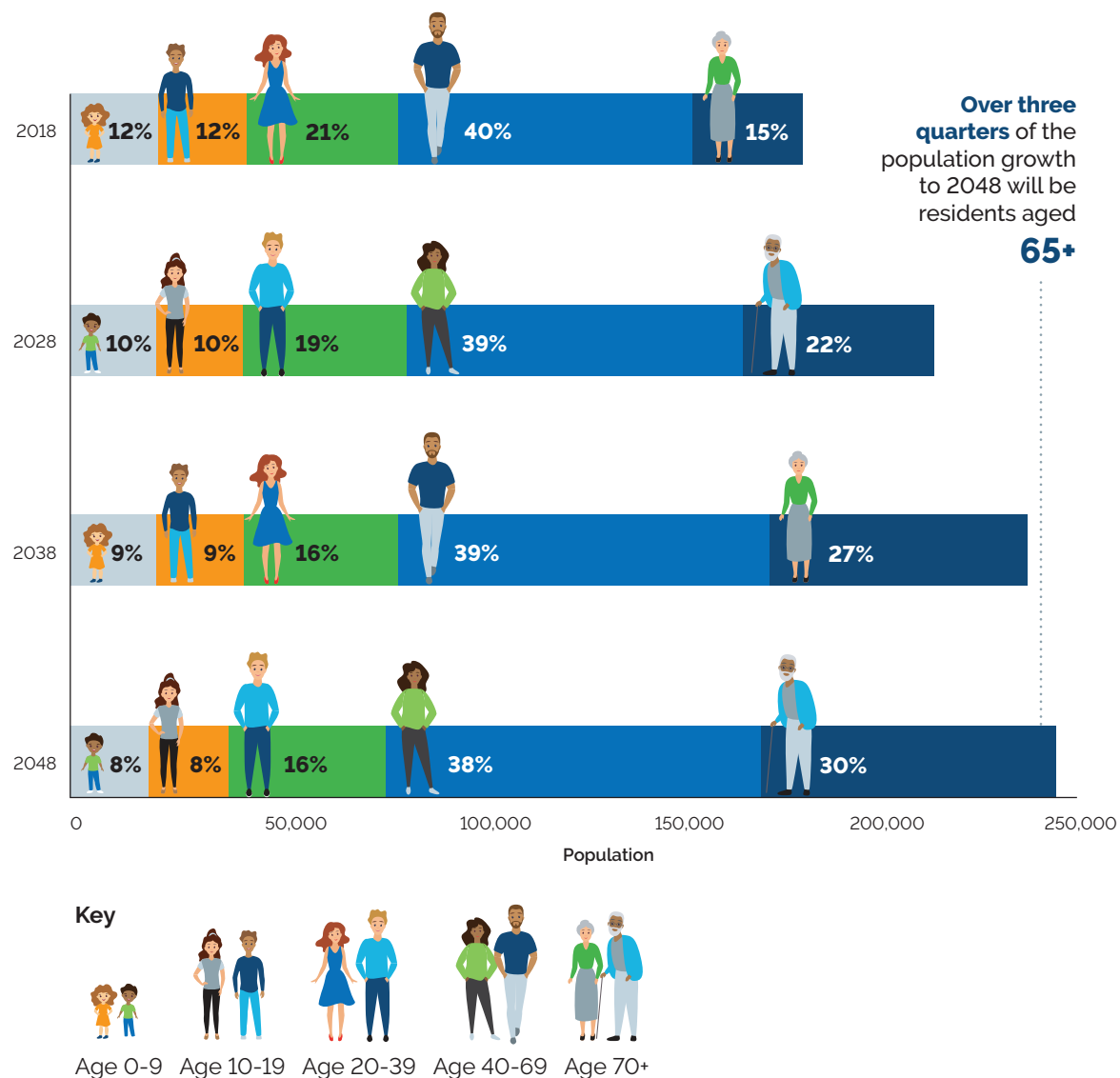


Totals add to more than 100% due to multiple responses

Western Bay of Plenty Vital Signs 2018 based on Statistics NZ: Subnational ethnic population projections

Figure 4

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



Looking to the future, there is likely to be a significant increase in people aged over 65. Most of the population growth over the next 15 years is expected to be in the 65 year + age group. For Māori, the biggest increase is expected to be in the under 15 years of age group and make up approximately 44% of the Māori population.

In addition, Tauranga City is likely to experience an increasing concentration of the total regional population, in all broad age groups. This is consistent with the national picture of growth focussing in larger urban areas.

As New Zealand rapidly transitions from a predominantly European-origin population to a multi-ethnic society, increased cultural diversity is expected, albeit at a slower pace in the western Bay of Plenty.

Demographic change highlights the need for affordable and diverse housing linked by public transport, walking and cycling infrastructure.

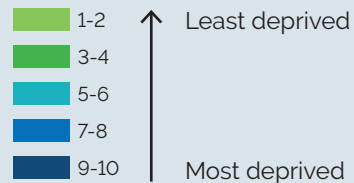
Recent research indicates, in general, people in the western Bay of Plenty feel positively about their quality of life, however there are concerns about the impact the rising cost of living is having on social inequities. As the map of socio-economic deprivation indicates (figure 5), the sub-region's most deprived areas are largely urban and close to the centre of Tauranga. Around 42% of Tauranga's population live in the two most deprived quintiles, compared to 34% living in the least deprived (1-2).

As part of UFTI, we will look to update our demographic statistics and projections to forecast further. The updated demographics will help ensure we are developing fit for future solutions. As we predict further out in the future, forecasts become less accurate, and we will need to take into account the margins of error associated with long term demographic forecasts.

Figure 5

## Index of social deprivation

### Key



# Tangata whenua

**Since the arrival of humans to Aotearoa New Zealand, the Bay of Plenty has been a desirable place to live and settle. The environment, natural resources, climate, and coastal access make the sub-region a strategic location. The first Polynesian migrants recognised the area's attributes and settled along the coastline and harbour margins.**

Mai Ngā Kuri ā Whārei ki Otamarakau (from Waihi Beach to Otamarakau) describes tangata whenua rohe (region) across the western Bay of Plenty sub-region. Tangata whenua descend from three main waka groupings; Mātaatua, Takitimu and Te Arawa. Prior to European arrival, the coast contained a number of prosperous kainga (villages). The traditional settlement pattern - mana whenua and mana moana - of this region was highly contested historically. Currently it is maintained through close relationships based on inter-marriage and whakapapa (genealogy).

Largely, raupatu (confiscation, land-alienation and displacement) has shaped tangata whenua experience of colonisation. In 1864, the Crown confiscated 250,000 acres of land from Māori, retaining 50,000 acres and returning the balance as native reserves, the majority of which were alienated.

There are 224 marae across the region. Marae are the cultural and political centres for whānau, iwi/hapū. The marae are the very souls of whānau (family), hapū (sub-tribes) and iwi (tribes). For Māori the marae is a waahi tapu (sacred place)

where ritual encounters are performed, important issues are discussed and debated (wānanga) and where the deceased are farewell. Today, some marae are a safe haven and used for civil defence purposes, manāki (care) for the homeless or those in distress.

Within the sub-region, the iwi of Ngāi Te Rangi and Ngāti Ranginui are the most populous, followed by Ngā Puhi (Northland), Ngāti Porou (East Coast) and Ngāti Maniapoto (Waikato). mana whenua iwi and hapū within the sub-region make up 42% of the total Māori population. Over 57% of the Māori population have no iwi or hapū affiliations to the sub-region.

There is approximately 210,000 ha of land within the sub-region with 22,000 ha classified as Māori freehold land. Over 96% of Māori land is currently zoned rural. Approximately 700 ha is zoned for papakāinga, urban/residential or commercial/industrial.

Although there are aspirations for land development, tangata whenua are mindful of the need to balance their kaitiaki responsibilities to

their culture, environment, and their communities. The protection and acknowledgement of the relationship of tangata whenua to their ancestral lands, waters, sites, waahi tapu and other taonga is a basic cultural tenant. This includes managing development aspirations and potential adverse effects on sites of cultural significance, cultural heritage, cultural landscape values, culturally sensitive ecology, as well as important waterways and marine environments.

While UFTI is a SmartGrowth strategy, it recognises that tangata whenua, as individuals and as part of a whānau, hapū or iwi, have their own aspirations for wellbeing. Achieving these aspirations is a critical part of improving outcomes for tangata whenua. Māori can contribute significantly to the sub-regions growth and development as SmartGrowth partners and significant land owners.

Through UFTI there are opportunities to enhance the connectivity of tangata whenua to traditional waaki tapu, marae, learning institutions, whenua, pakakainga, and the economic growth within the rohe (region and sub-region).



# Our environment

The sub-region's environment is feeling the pressure of our activities. This is particularly so in terms of:

- Water (quality and quantity)
- Indigenous biodiversity
- Climate change and transport emissions

## Water and biodiversity

Our fresh water throughout the western Bay of Plenty sub-region is a precious resource. Fresh water (our rivers, lakes, streams, wetlands, and groundwater) is essential and it sustains the things our communities' value.

What happens on land affects our waterways. Because of this, we need to be considered and careful in the way we use our land to help ensure our water and biodiversity habitat is cared for in our local catchments.<sup>8</sup>

The uses and demands for water in the Western Bay are intensifying through population change, economic development, and land use changes. The sub-region is fortunate in that it has enough

water to meet its foreseeable water requirements.<sup>9</sup> However, water is not always at the right place at the right time to meet demand or to provide the right amount for the environment.

The National Policy Statement for Freshwater Management<sup>10</sup> requires an integrated approach to managing land use, fresh water, and coastal water. This includes encouraging the co-ordination and sequencing of urban growth, land use and development and the provision of infrastructure.<sup>11</sup>

Our native vegetation and wildlife are also under pressure from urban development. The removal of vegetation is an increasing issue as we look to further develop. In addition, our flora and fauna will be under increased strain as they adapt to the effects of climate change.

Urban growth across New Zealand from 1996 to 2012 saw a 10% increase in the size of towns and cities. Between 2002 and 2016 there has been a 30% reduction in valuable productive growing land across New Zealand. In the Bay of Plenty there has been an increase in urbanisation and lifestyle blocks on high-class productive land, which over

time could affect the land available for kiwifruit and other agricultural and horticultural uses.<sup>12</sup>

The way our future communities and transport systems are designed can have significant beneficial impacts on the quality of our water and biodiversity. As we develop our future solutions as part of UFTI, we need to be mindful about managing the harmful aspects of our growth to help preserve our natural environment for future generations to come.

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<sup>8</sup> Environment Aotearoa 2019, Ministry for the Environment and Stats NZ.

<sup>9</sup> Aqualinc Research limited, Water Use and Availability Assessment for the Western Bay of Plenty, 2007, Report prepared for Bay of Plenty Regional Council.

<sup>10</sup> 2014, amended in 2017.

<sup>11</sup> Policy C2, National Policy Statement for Freshwater Management, 2014.

<sup>12</sup> Deloitte, New Zealand's Food Story – The Pukekohe Hub, 2018. Andrew & Dymond, Expansion of Lifestyle Blocks and Urban Areas onto High Class Land: An Update for Planning and Policy, 2012, Journal of the Royal Society of NZ.

## Climate change and transport emissions

One of the principal environmental issues for the sub-region, particularly in the context of climate change, is the high proportion of greenhouse gas emissions emitted per capita. The vast majority of our greenhouse gas emissions are related to transport, which means by making changes to the way we move, and how we move goods, we can reduce our emissions.

In addition, our sub-region is susceptible to a range of natural hazards. These natural hazards could potentially affect the future urban form of the sub-region and its infrastructure resilience. These hazards are:

- Sea level rise
- Current and future groundwater table levels
- Erosion
- Inundation (from harbour) and flooding (from rainfall events)
- Earthquake (including the responding issue of liquefaction and lateral spread)
- Tsunami.

The effects of climate change are becoming more apparent. Sea level rise, increased flooding and other weather-related events will be significant challenges to adapt to and, where possible,

manage. Because of the sub-region's harbour and coastal areas, climate change has significant implications for our future urban form. Whilst there will be some mitigation and adaptation actions to help improve resilience, these will require careful thought, particularly if we are unable to transition to a low emissions economy.

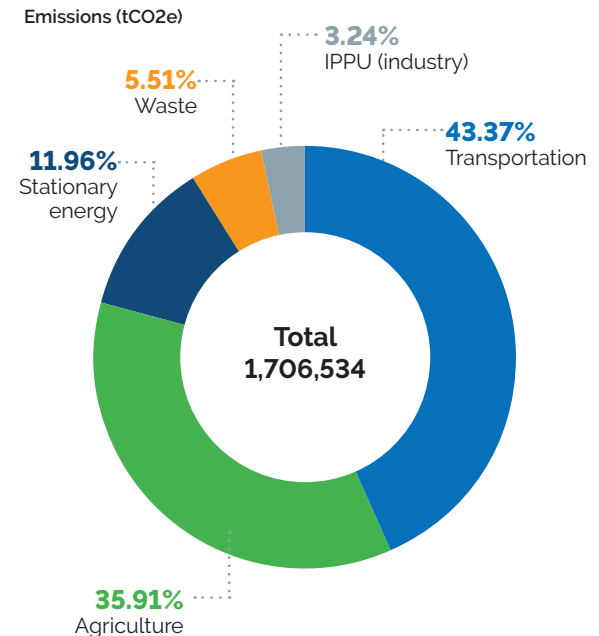
Currently, we know low lying areas close to harbour margins will be susceptible to the effects of storm surges/inundation and future effects of sea level rise. This means as we plan for the long-term future of our sub-region, we will need to consider climate change, sea level rise, and other natural hazards to ensure our communities remain safe and healthy.

In addition, we will need to manage and reduce our greenhouse gas emissions. Because the majority come from transport, reducing our emissions will require significant changes in the way we move within the sub-region. Encouraging people to leave their cars at home, and use alternative modes of transport, is one of the most effective ways to reduce our emissions. It also has considerable benefits in reducing traffic delays.

With the introduction of the Climate Change Response (Zero Carbon) Amendment Bill currently being considered in Parliament, the focus on climate change will increase. As a sub-region we will need to plan for, and significantly reduce, our carbon emissions over time.

Figure 6

## Western Bay of Plenty greenhouse gas emissions<sup>13</sup>



<sup>13</sup> Bay of Plenty Regional Community Carbon Footprint available at [https://cdn.boprc.govt.nz/media/718088/60545822\\_boprc-summary-of-final-results\\_20171208.pdf](https://cdn.boprc.govt.nz/media/718088/60545822_boprc-summary-of-final-results_20171208.pdf)

Figure 7

## Likely climate change impacts for the Bay of Plenty

### Temperature



Up to

**1.1°C increase by 2040s\***

**0.7°C to 3.1°C warmer by 2090s\***

Depending on the level of greenhouse gas concentration in the atmosphere



**More hot days above 25°C**

**Autumn and winter warm,**  
slightly more than spring and summer



**Frosts rare by 2090s**

### Rainfall



**Rainfall will vary**

locally within the region

Little change in mean annual rainfall, but  
**change in seasonal pattern**  
drier spring, more variable rain in  
summer/autumn



**Ex-tropical cyclones**

will likely be stronger and  
**bring heavy rainfall**

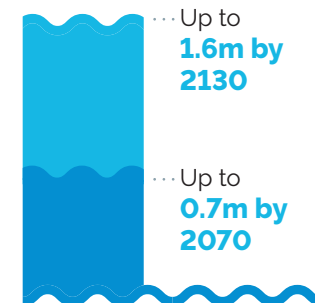


**Increased flooding risk**

### Planning for sea level rise



**Increased coastal erosion  
and flooding**



Bay of Plenty Moturiki 1953 sea level datum

*"Projection based on the 'potential' sea-level in the 2017 NIWA report 'Tauranga Harbour extreme sea level analysis'"*

*\*an average for 2031-2050, compared to 1986-2005 average  
Bay of Plenty Regional Council Long-Term Plan 2018-2028*

# Our economy

The sub-region's economic story is one of strong growth which has brought with it more jobs and opportunities. For the last few 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, see figure 10. Incomes have risen in the sub-region, although they still remain below the national average. Improving productivity and incomes will be important as the sub-region looks to develop a longer term, diverse, and sustained economy.

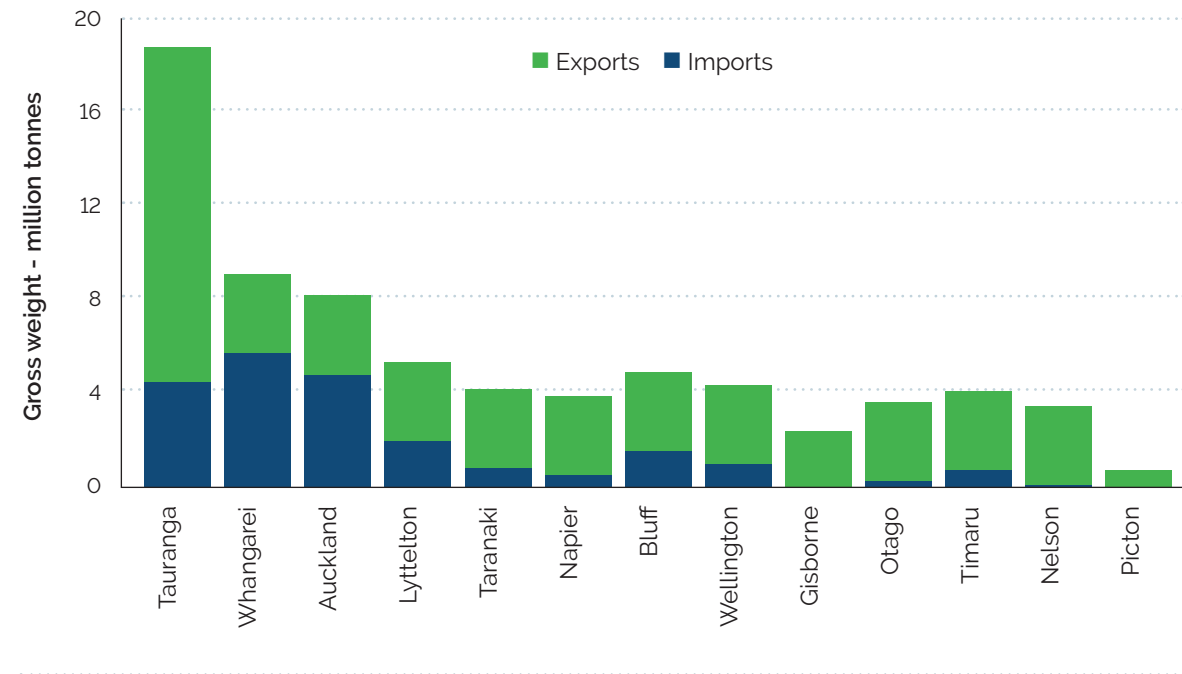
A contributing driver of the Tauranga and Western Bay economy is the Port of Tauranga and associated services and industries. The Port is the largest<sup>14</sup> export port and one of the largest import ports in New Zealand, see figure 8. As such, there is a considerable flow of export and import goods moving via rail and road links to be collected and distributed.

In response to the freight growth, more freight is moved to the Port via rail than ever before. As the rail connection to the various inland ports improve, additional usage of the rail system is expected.

In addition to the Port, other industries throughout the region, such as healthcare and social services, kiwifruit and horticulture are significant and growing contributors to the sub-region's economy. These industries rely on good transport access to be able to attract workers and move goods.

Figure 8

## Exports and imports from New Zealand ports



<sup>14</sup> SmartGrowth Strategy, 2013

The sub-region's role in the upper North Island is another economic driver. The Northland, Auckland, Waikato, and Bay of Plenty regions together deliver more than 54% of the nation's GDP and generate more than half of NZ's road and rail freight.

Agriculture, forestry, and fishing is the largest individual sector 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 \$867 million to the wider Bay of Plenty regional economy. Around half of all kiwifruit grown in New Zealand comes from the Western Bay of Plenty District, with the majority of the District's crop being from the Te Puke area.

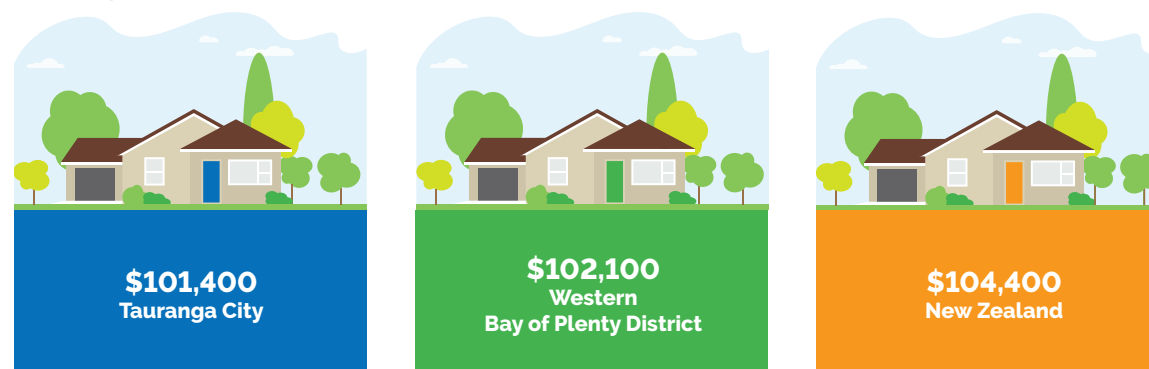
The kiwifruit industry is projected to grow significantly over the next decade, both in increased hectares and in revenue. The current 140 million trays of kiwifruit is expected to reach 190 million in 10 years, and GDP from kiwifruit is expected to increase to \$2.04 billion by 2030.

While the kiwifruit industry has the highest level of projected growth, there is also rapid growth in avocados and other emerging horticulture crops such as blueberries.

A high proportion of the kiwifruit produced in the sub-region is by Māori owned business entities. It is estimated that Māori have investments in the industry totalling more than \$300 million, and there are at least 2,400 FTE of Māori employed in the industry. Revenue for Māori enterprises is estimated to increase from \$118 million to \$278 million by 2030, with total wages and salaries for Māori projected to increase from \$22 million to \$52 million.

Figure 9

### Average household income 2018



MBIE Regional Economic Activity, 2018

Figure 10

### Employment, unemployment and underutilisation rates

(September, 2018)

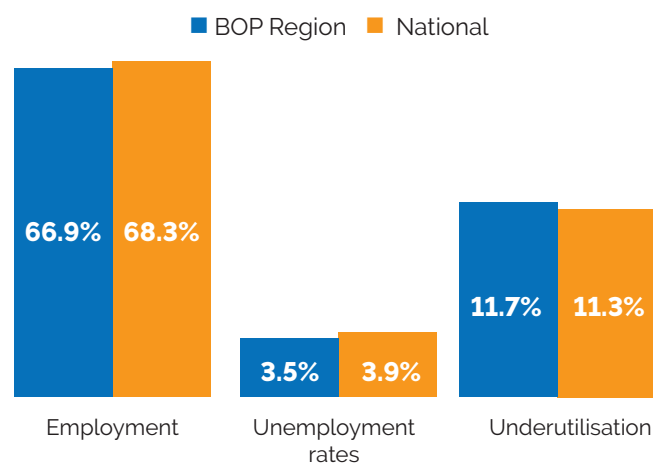
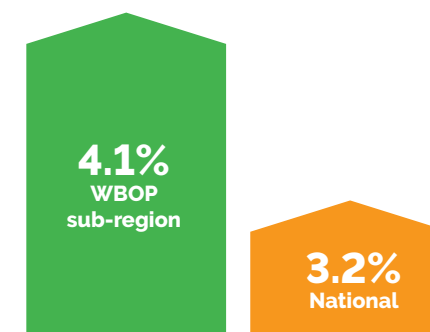


Figure 11

### Economic growth, annual average % change

(2018)



The Western Bay of Plenty economy is strong with a 4.1% GDP growth for 2018 compared to a national average of 3.2%

Source, Priority One

# 3. Our challenges

**We have encapsulated a number of issues within the sub-region into our UFTI challenges. We have concentrated on three. In developing our challenges, we have written them in a way that is consistent with the Better Business Case methodology.**

The challenges focus on our housing supply, housing and transport choices, our communities needs and expectations, and our ability to access the many social and economic opportunities within the sub-region in a safe and efficient manner. The challenges developed are:

## Challenge 1

The lack of housing supply, suitable housing, transport choice, and a high dependency on private vehicles in the western Bay of Plenty restricts access to social and economic opportunities and is leading to poor social and environmental outcomes.

## Challenge 2

The ability to access community facilities, and infrastructure <sup>14</sup> levels of service are not aligned with community needs and expectations and are impeding the ability of people to fully enjoy the Bay of Plenty lifestyle.

## Challenge 3

Western Bay of Plenty's harbour geography and dispersed land use pattern (places of employment, education, and recreational locations), and increasing traffic volumes negatively impacts on the safe and efficient movement of people and goods.

Each challenge is considered in more detail and evidence included to support the cause and effect. The evidence is based on what was available to build the case for change. More evidence to form the base case will come as analysis about modal shift, freight flows, housing, densities, place making, and other important aspects is completed. This additional information and analysis will be included in the Interim and Final UFTI deliverables.

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<sup>14</sup> Hard and soft infrastructure including physical networks necessary for the functioning of a place/city i.e. roads, railways, pipes; and structures and places that support and maintain community wellbeing i.e. parks and recreational facilities, libraries, medical and educational centres.

# Ngā Kōwhiringa/ Improving housing and transport choice and access

## Challenge 1

The lack of housing supply, suitable housing, transport choice, and a high dependency on private vehicles restricts access to social and economic opportunities in the western Bay of Plenty and is leading to poor social and environmental outcomes.

## Housing supply

In the short (next three years) and also the medium term (10-20 years plus), the sub-region has insufficient development capacity to meet expected demand. This is illustrated in the blue shading of figure 12.

New development capacity that was planned to be available in two years' time is now likely to be delayed. Consequently, there is likely to be a shortfall of land capacity for practical and feasible subdivision and dwelling delivery in the short and medium terms (4-10 years). In short, Tauranga City has just over two years of available supply that will be delivered in the next 3 years.<sup>15</sup> This is expected to get worse in the 4-5 year period before new supply is available for development.

Compounding this problem is that new dwelling consents issued in the sub-region have been declining, as have new subdivisions.<sup>16</sup> To help manage the supply issues, Councils are looking at their planning rules and looking to be more enabling of higher housing densities particularly within the Te Papa Peninsula. However, the lead-in time to respond to these planning changes can be long depending on various market conditions and demand.

In the short and medium term, supply is constrained by issues such as infrastructure not being available, topography or access, complicated or delayed planning processes, land tenure and developer decisions to withhold land for development or develop at a slower rate.<sup>17</sup> Without viable solutions to these problems, the sub-region will quickly become unaffordable for many people, further increasing the gap in inequality.

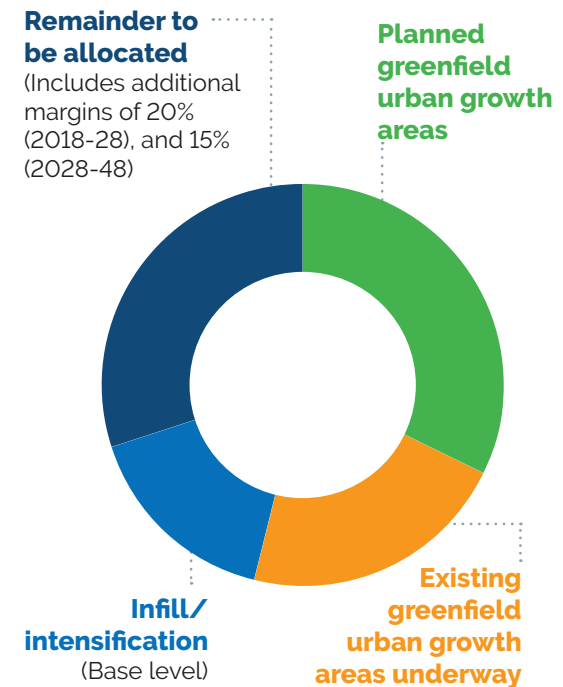
<sup>15</sup> Veros Property Services, *Western Bay of Plenty Sub-Region, Residential Development Capacity Review*, May 2019 (prepared for Tauranga City Council)

<sup>16</sup> SmartGrowth Development Trends: Technical Report, 2018

<sup>17</sup> Veros Property Services, *Western Bay of Plenty Sub-Region, Residential Development Capacity Review*, May 2019 (prepared for Tauranga City Council)

Figure 12

**Western Bay of Plenty sub-region development capacity over 30 years**  
(Including NPS-UDC margins)



SmartGrowth, *Proposed Future Development Strategy*, 2018

# Housing

Tauranga City is one of New Zealand's least affordable housing market.<sup>18</sup> The average house value in Tauranga City as at June 2019 was \$743,000<sup>19</sup>, while the average annual household income is \$101,400.<sup>20</sup> As a result, home ownership rates are declining and are projected to drop to 58% in the Western Bay of Plenty and 55% in Tauranga City by 2047.<sup>21</sup>

There are increasing rental shortage pressures. Renter stress is increasing across the sub-region and impacting households at higher income levels. Nearly 90% of renters cannot affordably purchase a home priced at \$500,000.<sup>22</sup>

In both Tauranga and the Western Bay of Plenty, the strongest household growth is projected to occur in renter occupied dwellings. In Tauranga City renters make up more than one in three households and by 2047 this will be nearly one in two.<sup>23</sup>

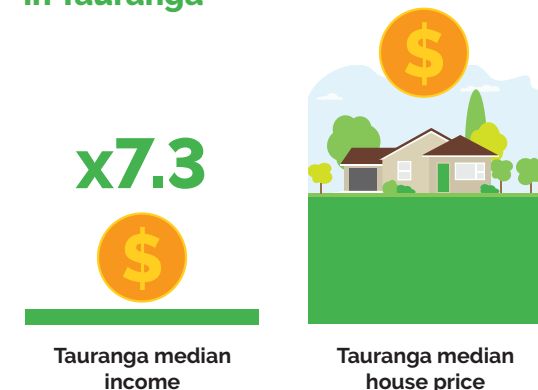
There are significant financial pressures on younger generations and those looking for more affordable housing options, who are currently priced out of the housing market.

Because there is a mismatch between house prices and households' ability to pay, this will ultimately force people backwards along the housing continuum, that is from owner occupiers – renters – stressed private renters – social housing – emergency, homelessness and crowding.<sup>24</sup> At present, there are no substantive

affordable housing options in the sub-region that would allow people to buy a house or rent at an affordable rate.

Compounding the affordability issues, there is a lack of housing choice within the sub-region. Three and four-bedroom dwellings account for 71% of the growth in Western Bay of Plenty District and 78% in Tauranga City. This has resulted in a lack of housing variety in the sub-region with few multi-unit dwellings available compared to standalone houses.<sup>25</sup> The number of single person households is growing fast in both Tauranga and the western Bay of Plenty – this will create a very different demand profile into the future.

Figure 14  
**Median house prices in Tauranga**



<sup>18</sup> 15th annual Demographia International Housing Affordability Survey, 2019. HUD Urban Development Capacity Dashboard Housing Affordability Measure (Corelogic) also indicates that affordability is worsening in Tauranga City and Western Bay of Plenty District.

<sup>19</sup> <https://www.qv.co.nz/property-trends/residential-house-values> (March 2019)

<sup>20</sup> MBIE Household Income Estimates (based on Statistics New Zealand NZ Income Survey & Census)

<sup>21</sup> SmartGrowth, Research Report, *Housing Need and Demand in Tauranga and Western Bay of Plenty*, December 2017, Livingston and Associates Ltd / Community Housing Solutions Ltd

<sup>22</sup> Ibid

<sup>23</sup> Ibid

<sup>24</sup> SmartGrowth, Research Report, *Housing Need and Demand in Tauranga and Western Bay of Plenty*, December 2017, Livingston and Associates Ltd / Community Housing Solutions Ltd

<sup>25</sup> SmartGrowth, Research Report, *Housing Need and Demand in Tauranga and Western Bay of Plenty*, December 2017, Livingston and Associates Ltd / Community Housing Solutions Ltd and SmartGrowth, Development Trends – Technical Report 2018



Figure 15

## Average house values western Bay of Plenty

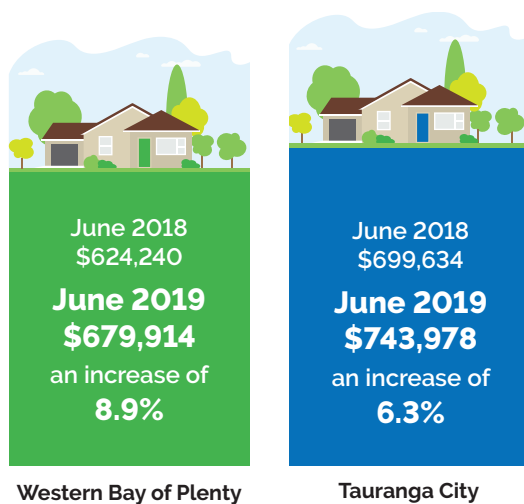
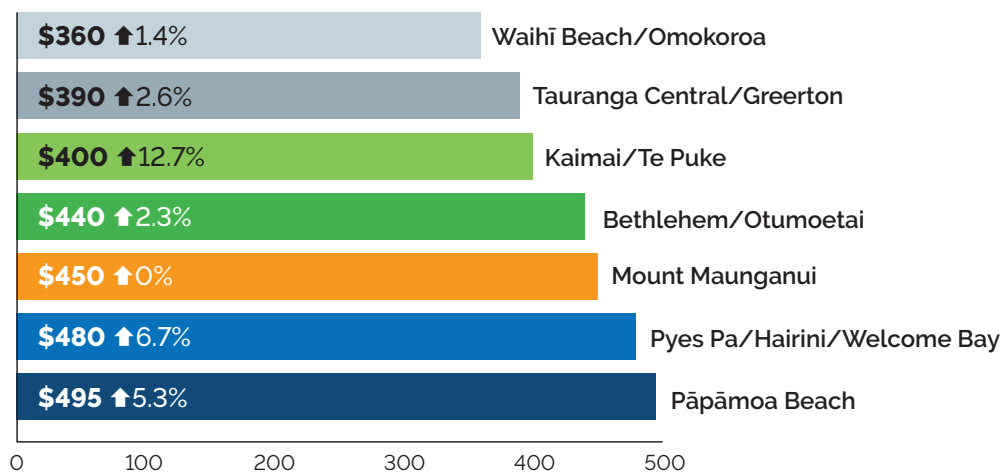


Figure 16

## Average weekly rent in the western Bay of Plenty

(October 2017)

% Annual rent charge



The other aspect of housing choice that is important is location. With greenfield developments often being on the fringes of the city and existing communities, those who live there have less transport choice other than their private vehicle. This can limit access and leads to inequalities for people who cannot drive or have financial stress. Poor access contributes to social exclusion, poorer health and can reduce education and employment opportunities.

The government has identified Tauranga-Western Bay of Plenty as a high priority area for public housing investment, and aims to deliver 135 additional public houses by 2022 in the sub-region.<sup>26</sup> Subsidised housing is a high-cost solution and will not provide enough affordable housing to meet the region's future needs. We need to improve affordability at scale by increasing the supply of developable land and reducing existing barriers, including planning regulations that reduce housing choice and drive up costs. We also need to make good use of existing infrastructure and amenities and consider ways to broaden our toolkit for new infrastructure funding.<sup>27</sup>

Increasing the supply of land still tends to favour large and expensive houses until supply and demand level out. In the shorter term, we can scale up partnerships with iwi and mana whenua, central government, and institutions, to provide more tenure options and pathways to home

ownership. Targeted planning tools and incentives may also be useful, particularly to help direct and influence the sub-region's expected growth.

Approaches implemented in New Zealand and elsewhere include urban development authorities, fast-track prioritised consenting, fee discounts, and levies to discourage land banking. Mixed tenure requirements, inclusionary zoning policies and negotiated agreements requiring new development to include a proportion of affordable homes, are used internationally.<sup>28</sup> As well as increasing the supply of affordable homes, inclusionary strategies can mitigate social problems that arise when affordable and social housing is overly concentrated in one area or in places with few transport choices to enable access.

Dispersing smaller affordable homes also gives older people opportunities to stay in their existing neighbourhood when they need to downsize. Queenstown has been using inclusionary strategies for several years, with negligible impact on neighbouring house prices.<sup>29</sup>

As the sub-region grows up and out, we need to make sure the benefits of growth outweigh the costs. We will have to balance density and neighbourhood amenity by ensuring smaller dwellings and sections are offset by public spaces and local business hubs that are safe, attractive, and readily accessible via several transport modes. This is often known as 'placemaking'.

Placemaking was integral to the success of Hobsonville, a new medium density development in Auckland, with early moves including community facilities, a cafe, farmers' market and an open space network that connected people to the coast and other destinations.<sup>30</sup> Good placemaking starts with listening to people who live, learn, work, and play in a particular space to understand their needs and aspirations for that space and for their community as a whole, then creating and delivering a plan that maximises existing assets and affordable improvements to stimulate social engagement.

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<sup>26</sup> Public Housing Plan 2020-2022, New Zealand Government

<sup>27</sup> New Zealand Productivity Commission. Housing Affordability Enquiry. March 2012.

<sup>28</sup> Gurran N, et al. New Directions in Affordable Housing: Australian and international evidence and implications. June 2008. Australian Housing and Urban Research Institute.

<sup>29</sup> Eaquad, S. Inclusionary Zoning – the evidence from Queenstown, April 2017, published by Community Housing Aotearoa

<sup>30</sup> Isthmus Group. Quietly Familiar: Hobsonville Point. 2017. Sourced from <http://isthmus.co.nz/project/hobsonville-point/>