

UFTI Urban Form +
Transport Initiative

Urban Form and Transport Initiative (UFTI) Final Report



Foreword

Tēnā koutou katoa,

This report represents a major milestone in our 12-month journey on the Urban Form and Transport Initiative (UFTI). An incredible amount of effort has gone into development and planning to reach this point. Now the mahi to deliver the Connected Centres programme will begin.

Our way of living has changed dramatically since we began this journey and COVID-19 has been a reminder of the effect that such events can have on our wellbeing. It has underscored the importance of being resilient and responsive. It has also highlighted how important it is to plan for the long term, and having the agility to adapt the speed and timing of delivery as necessary.

The UFTI project has allowed us to reimagine what our future could be if we make important changes now. UFTI represents a refreshed and coordinated approach to addressing key urban form and transport issues across our sub-region.

More than anything, UFTI has been about a partnership

approach. It has continued the SmartGrowth way of working together, as well as encouraging greater involvement from central government and tangata whenua.

All of the work done to date, including the Foundation Report and Interim Report, has set out to identify and address the challenges we face. This Final Report presents the best way of meeting these challenges and delivering on the community outcomes we are looking for, such as improved access to housing, better transport connections to move people and goods, and creating a sub-region that enables us to continue to live, work, learn, and play as we move into the future.

A major step change will be required to implement the Connected Centres programme, together, overtime. There is an agreed way forward and a strong desire to deliver a much-improved urban form and transport system for our western Bay of Plenty communities. With bold leadership and strong partnerships, we can achieve this.

Bill Wasley

SmartGrowth Independent Chair



Mayurie Gunatilaka

Senior Manager, System Planning – Transport Services, Waka Kotahi

UFTI EXECUTIVE REVIEW GROUP CO-CHAIRS

July 2020

Rarangahia te Taurawhiri Tangata hua ai te Mārama

Weaving people together to make a positive change

Tihei mauri ora!

Ki te whai ao, ki te ao mārama

E ngā mana, e ngā reo, e ngā pae
maunga huri noa te motu

He mihi tēnei ki a koutou i whakatoro i
ō koutou ringaringa i hāpaitia, i rapuhia i
te ara tika hei painga mō te iwi.

Hutia te rito o te harakeke

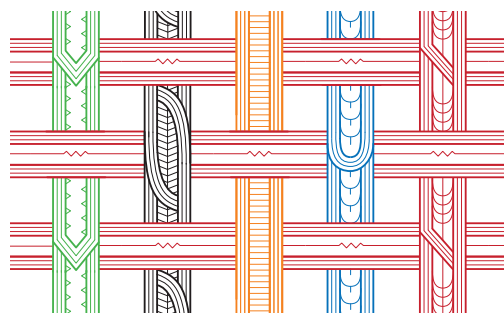
Kei hea te komako e ko

Ki mai ki ahau

He aha te mea nui i te ao

Maku e ki atu

He tangata, he tangata, he tangata



Rarangahia – to weave

Harakeke (New Zealand flax, *Phormium tenax*) is essential for our very survival, it is symbolic of customary Māori life. Harakeke was primarily used to create many assets and is in abundance across the rohe. It is well-known for its strength and durability. Once it is cut, it goes through a long preparation process before it can be used to weave.

The art of raranga (weaving) was essential to how our tūpuna (ancestors) lived. Our tūpuna created whākariki (floor mats) as basic floor covering, as well as creating finer whākariki for sleeping, the birth of a child and tangihanga (funeral). Our tūpuna also wove kete (woven baskets) for carrying items such as kai (food). However, weaving was not only used to create practical items like whākariki and kete. It was also a way our tūpuna shared kōrero and preserved history for future generations. By using a range of patterns and colours, our rich history is shown through woven pieces of art such as the tukutuku (lattice-work) panels you see in our wharenui.

The colour of the harakeke is also incredibly important as different colours create patterns which helps to communicate the kōrero. Mud and tree bark were typically used to colour the flax, although today dye is used instead. The

symbolism and hidden meanings are contained in the many patterns, both ancient and modern, used in the many forms of weaving, and in the fibres themselves.

Raranga is also a powerful symbol that evokes tribal memories of the ancestors and the arts they brought with them to Aotearoa/New Zealand, and that the ancestors passed down to us — a living art and a living symbol that has survived with us, our language and culture, and that moves with us beyond the temporary setbacks of the colonial era. Raranga is a great way to connect with the past and keep our culture alive into the future.

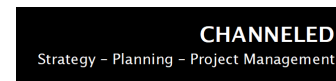
It is with these thoughts and concepts of raranga that we share the philosophy of 'rarangahia – weave' in the content of the Urban Form and Transport Initiative to connect the people, places and spaces to the growth and development of western Bay of Plenty sub-region; weaving the many layers of people that make up the many transport modes to create connections to our future.

Rarangahia is to weave the acknowledgement of the skills, knowledge, struggles, achievements, success, contribution, and inspiration of the people — weaving together, unity, connecting the people so they can come to fruition and achieve together.

UFTI was prepared by tangata whenua, SmartGrowth staff, Bay of Plenty Regional Council, Tauranga City Council, and Western Bay of Plenty District Council officers, Waka Kotahi, Ministry of Housing and Urban Development, and Kāinga Ora staff, and the UFTI project team. The UFTI project team included Robert Brodnax, Ben Peacey, Janeane Joyce, Craig Richards, and Ben Petch. A number of technical advisers, including He Manukura, assisted in the development of the UFTI research reports and prepared advice to support UFTI.

The UFTI Final Report was designed by Onyx Design.

July 2020



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Executive summary

The SmartGrowth Partners have prepared the Urban Form and Transport Initiative (UFTI) programme business case to set out an integrated land use and transport programme, and delivery plan for the western Bay of Plenty. It caters for the approximate 200,000 additional people, 95,000 new homes, and two million additional transport movements per day expected within the next 30 to 70 plus years¹. This programme is called 'Connected Centres'.

The UFTI Connected Centres programme is needed as the western Bay of Plenty sub-region has grown significantly over the past 60 years and continues to be one of the fastest growth areas in New Zealand. Growth, over a relatively short time, has put pressure on the sub-region's infrastructure and services, especially housing and transport.

Growth can also come with benefits. Sustainable growth can lead to opportunities for enhancement of education, employment, and civic amenities that would otherwise not exist. The SmartGrowth Partners, through the delivery of the Connected Centres programme, help ensure we can all benefit from the opportunities associated with growth, and address our challenges. A transformational change is required.

Through the UFTI programme business case, the Connected Centres programme has been developed to provide a high level, future focused land use and transport programme to be implemented and delivered over time, including the actions that are necessary to enable current and new residents to enjoy living, learning, working, and playing in the western Bay of Plenty sub-region. The Connected Centres programme guides future investment decisions and will be incorporated into a western Bay of Plenty joint spatial plan which will also be agreed and signed off by the government.

Delivering the Connected Centres programme will enable the sub-region to achieve improved housing, movement for people and goods, environmental, and economic prosperity outcomes. The supporting economic and financial

analysis for the Connected Centres programme suggests the quantum of these benefits are greater than the costs, with an indicative efficiency ratio range of 1.0–1.4. When the economic analysis is combined with a results alignment assessment using the Investment Assessment Framework as required by Waka Kotahi, the Connected Centres programme is assessed as being High result alignment and Low economic efficiency, with an investment priority of 5.

The assessment suggests that actions and activities within the Connected Centres programme could seek transport funding and be included in future National Land Transport Programmes, subject to national transport prioritisation frameworks and funding Waka Kotahi have available.

¹ UFTI uses a 30 year population forecast based on NIDEA of reaching a WBoP population of approximately 269,000 people requiring an additional 35,000 plus homes, and a population scenario of reaching a WBoP population of approximately 400,000 people requiring an additional 62,000 plus homes is used for the long term scenario.

The Connected Centres programme

At the heart of this report is the Connected Centres programme that the SmartGrowth partners will invest in and deliver over the next 50 years and beyond.

The Connected Centres programme has a land use settlement pattern and multimodal transport system that enables people now, and in the future, to continue living, learning, working, playing, and moving in the western Bay of Plenty in a way that is both desirable and sustainable. Over time, this programme will deliver greater housing and transport choices, improve and enable safe access to the sub-region's many social and economic opportunities, help reduce transport-related greenhouse gas emissions, move goods efficiently and reliably, contribute to more social and affordable housing, and manage environmental and cultural impacts often associated with unplanned growth. The overview map in Figure 1 provides a summary of the Connected Centres programme².

There are two core concepts critical to the

Connected Centres programme. The first is increasing the number of dwellings by intensifying our existing urban and new growth areas. This is to maximise the land available for development and support a well-functioning multimodal transport system. The second is being able to access local social and economic opportunities within a 15-minute journey time, and sub-regional social and economic opportunities within 30–45 minutes. These concepts encourage strong local centres and connected neighbourhoods. Based on these core concepts, the Connected Centres programme requires us to rethink and change how we will live, work, learn, play, and move and be connected with the wider Bay of Plenty and upper North Island, now and in the future.

The multimodal transport components of the Connected Centres programme are built around

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

Within the corridors and at key centres, housing densities will be higher than we have seen before in the past. These centres occur in both existing and greenfield areas along our key multimodal corridors, allowing the sub-region to grow up and out. Opportunities and decisions for the development of Māori land and Treaty settlement land, will continue to be retained by iwi and hapū, and supported by the SmartGrowth partners.

² The envisioned growth areas and accompanying transport improvements shown in the overview map are indicative only and require further investigation before confirmed and/or being committed to further by the SmartGrowth partners.

One of the most significant changes of the Connected Centres programme is how we move. The change is necessary because as demand increases so will vehicle delays on key routes. The increase in demand and resulting delays is simply a result of population growth and the increasing economic activity including, increasing Port volumes. Analysis prepared through UFTI suggests without a stepped change to a multimodal transport system, delays will get much worse. Further, the scale of the challenge is such that even with a stepped change in multimodal investment, supporting policy and community behaviour, delays particularly on key parts of the system are still projected to worsen. This reinforces the need for an alternative approach to those applied in the past to manage these issues which have resulted in too much reliance on single occupancy vehicle travel compared to other modes of travel.

Experience from Auckland, and findings from international case studies, tells us continued growth will inevitably lead to increased traffic volumes and delays. In the short-term and increasingly over time, journey times, particularly at peak times for single occupancy vehicles, will become less predictable, but we cannot build our way out of congestion. We simply cannot afford to, nor do we have the space within the sub-region and city, to build the roading necessary to cater for the expected future demand.

Instead, we have to focus on how we can maximise and optimise the movement of people and goods more effectively and efficiently through our future multimodal transport system. This will include improvement and optimisation of limited existing corridor space and some increased system capacity, especially at intersections to implement a multimodal transport system and therefore be able to move more people and goods.

Making the shift to a multimodal transport system is challenging and will take time to deliver. However, the analysis of the Connected Centres programme suggests the benefits from the investment outweigh the costs over time.

More people will have greater choice in where they live, how they live, and the way they move. The degree to which these outcomes can be achieved are dependent on how successful the sub-region is in achieving mode shift. Key next step implementation activities, like the Joint Spatial Plan, Regional Land Transport Plan, Regional Public Transport Plan, Western Bay of Plenty Transport System Plan, are important to the success of UFTI. These will further investigate how UFTI's strategic direction is delivered in the western Bay of Plenty sub-region.



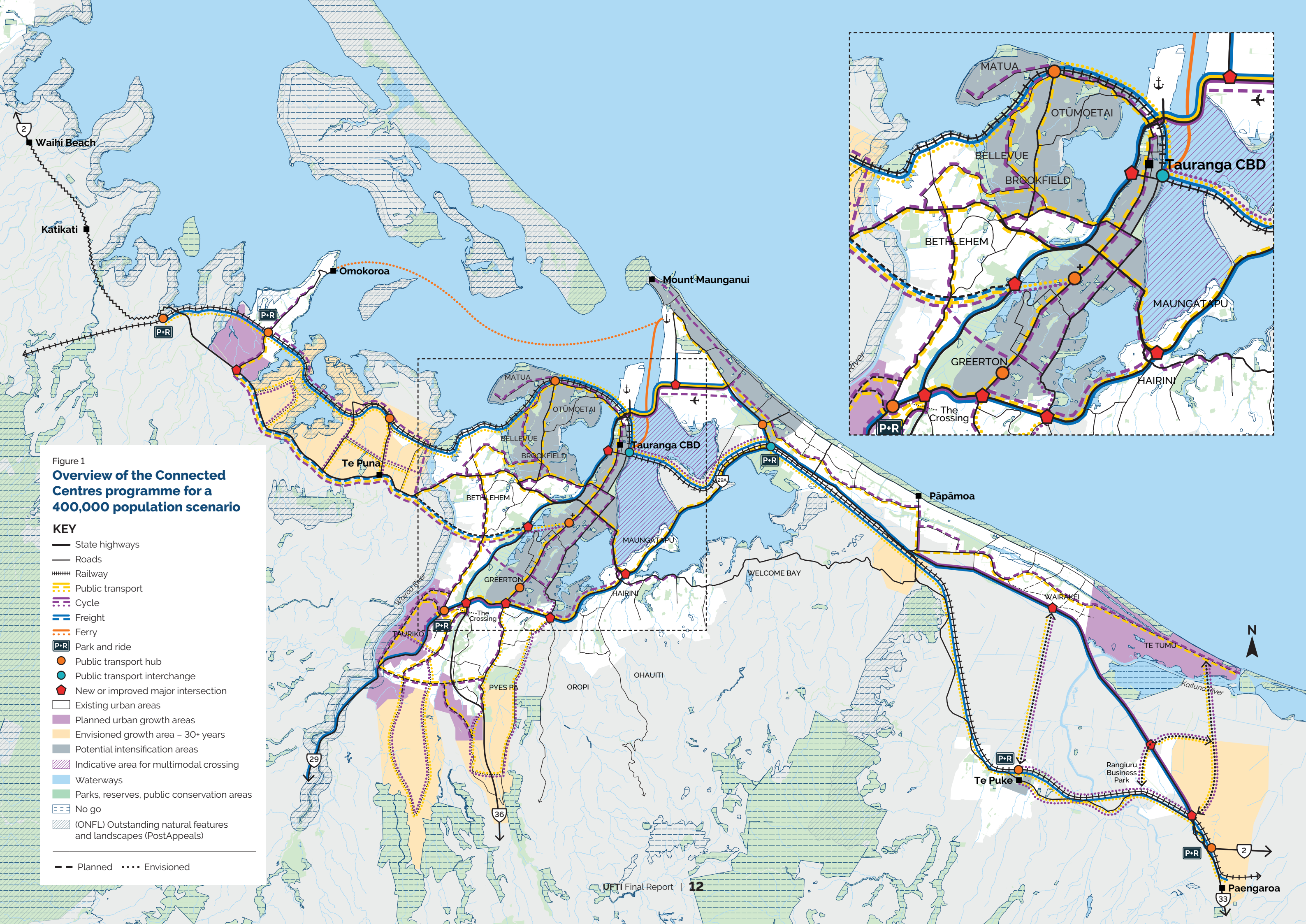
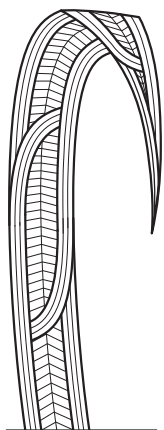


Figure 1
Overview of the Connected Centres programme for a 400,000 population scenario

- KEY**
- State highways
 - Roads
 - ▬▬▬▬ Railway
 - Public transport
 - Cycle
 - Freight
 - Ferry
 - P+R** Park and ride
 - Public transport hub
 - Public transport interchange
 - ◆ New or improved major intersection
 - Existing urban areas
 - Planned urban growth areas
 - Envisioned growth area – 30+ years
 - Potential intensification areas
 - ▨ Indicative area for multimodal crossing
 - Waterways
 - Parks, reserves, public conservation areas
 - No go
 - ▨ (ONFL) Outstanding natural features and landscapes (PostAppeals)
- — Planned ···· Envisioned

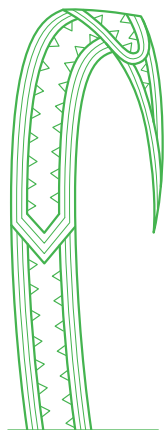
Structure of the UFTI Final Report

This UFTI Final Report has been developed in five parts.



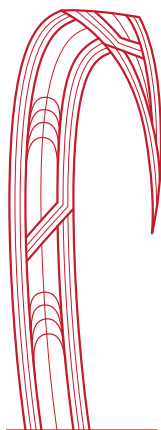
Tahi

Outlines the key foundations that set the base for UFTI.



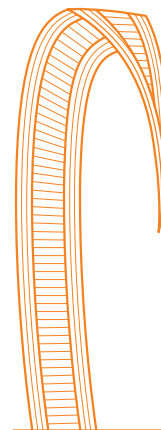
Rua

Recaps the challenges, benefits, and development of the shortlisted programmes to identify the optimal Connected Centres programme.



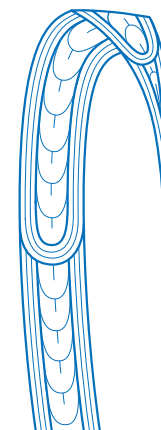
Toru

Describes the Connected Centres programme and includes the necessary analysis to support planning and investment.



Whā

Outlines the governance and actions to deliver the Connected Centres programme using a shared accountability framework. This is the management case suitable for a programme business case.



Rima

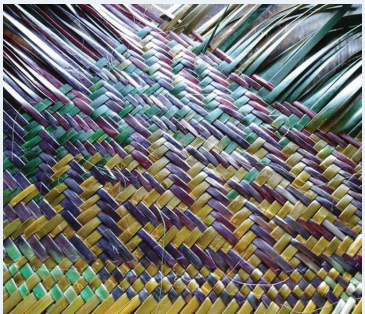
Includes a bibliography and the appendices of key technical reports that support the development of the Connected Centres programme.

Much of the content within the different parts of the Final Report is to enable evaluation of the Connected Centres programme and the UFTI programme business case. This is necessary to fulfil the requirements of the business case approach and enable co-investors (councils and central government) to consider the benefits, outcomes, and costs of the Connected Centres programme in their decision-making processes.

Whāriki

Whāriki (mat) refers both to the plaiting technique and the mats made from it. It weaves in many directions to provide a strong, durable mat and decorated with patterns and colours to depict the many connections.

This taonga provides the foundation or the platform to introduce the project, its relationships and deliverables; it signals the beginning and the weaving of the strands (Rau) to set the Urban Form and Transport Initiative.



Tahi

SmartGrowth partnership and collaboration



Te Rau Pango (Black)

Ko te po: from te kore begat te ao Mārama, the beginning of life.

Part 1: SmartGrowth partnership and collaboration

The Final Report is the third phase of the UFTI journey. Through the Foundation and the Interim Reports, we have now reached a point where we have an optimal programme to enhance integrated urban form and transport outcomes in the western Bay of Plenty over the next 50 years and beyond.

We have taken this journey (see Figure 2) to consider our potential future growth and reimagine what that future might mean in terms of the way we live, work, learn, play and how we move within the sub-region. This journey has taken place through UFTI, as part of SmartGrowth.

UFTI is an integrated urban development and transport project for the western Bay of Plenty which provides a refreshed, coordinated, and aligned approach across the sub-region on key issues, such as housing, transport, and urban development. UFTI is necessary to identify how we can support our current and future land use pattern with a multimodal, multi-agency, transport investment programme.

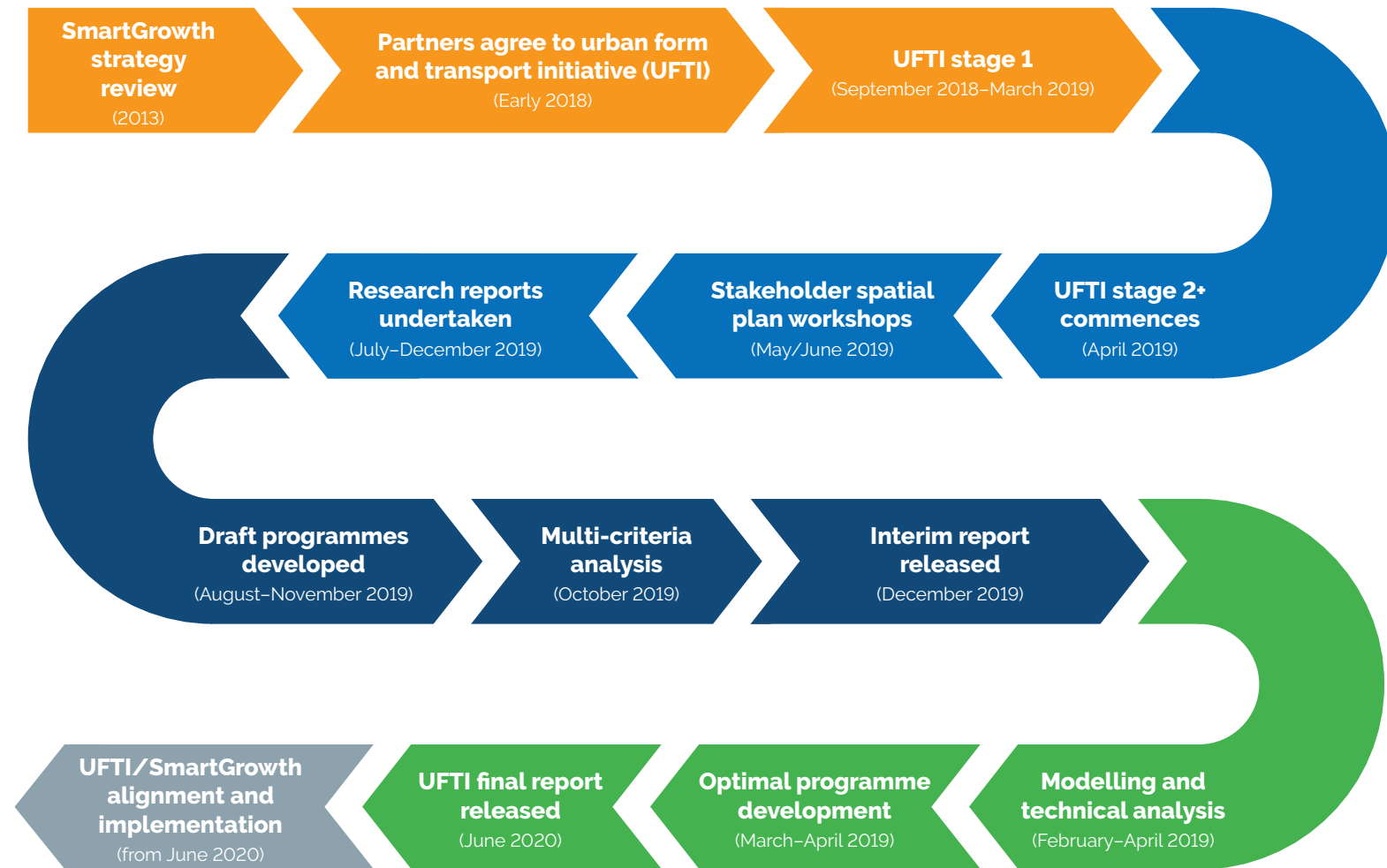
Through UFTI, we have started the planning for an optimal future urban form by identifying where

quality intensification of existing areas could take place, where expansion of existing growth areas could occur, and where our new future growth areas could be located. In determining the urban form, we have focused on getting a balance of both going up and going out.

Thinking forward to potential futures is necessary. It enables us to acknowledge and embrace change within the sub-region, and collaborate with our partners and stakeholders so, together, we can plan for how we can best accommodate continued growth. While it is tempting to think it is possible to turn off growth and consider options with significantly less population, from a resource management, complying with National Policy Statements, and planning perspective, we do not believe it is possible to restrict growth.

Ignoring growth, without proactively planning and managing it, has the potential to result in development occurring in a haphazard, unguided, and reactive manner. It could also mean that new developments may occur in areas not well-served by transport, Three Waters infrastructure or community amenities. The consequences of uncoordinated growth are additional costs to ratepayers for infrastructure and services, congestion, environmental degradation, and growing social inequalities in access to transport, services, employment and amenities and housing affordability issues. By planning and delivering for the longer term, the SmartGrowth Partners will avoid many of the negative consequences associated with growth.

Figure 2
Journey to develop UFTI



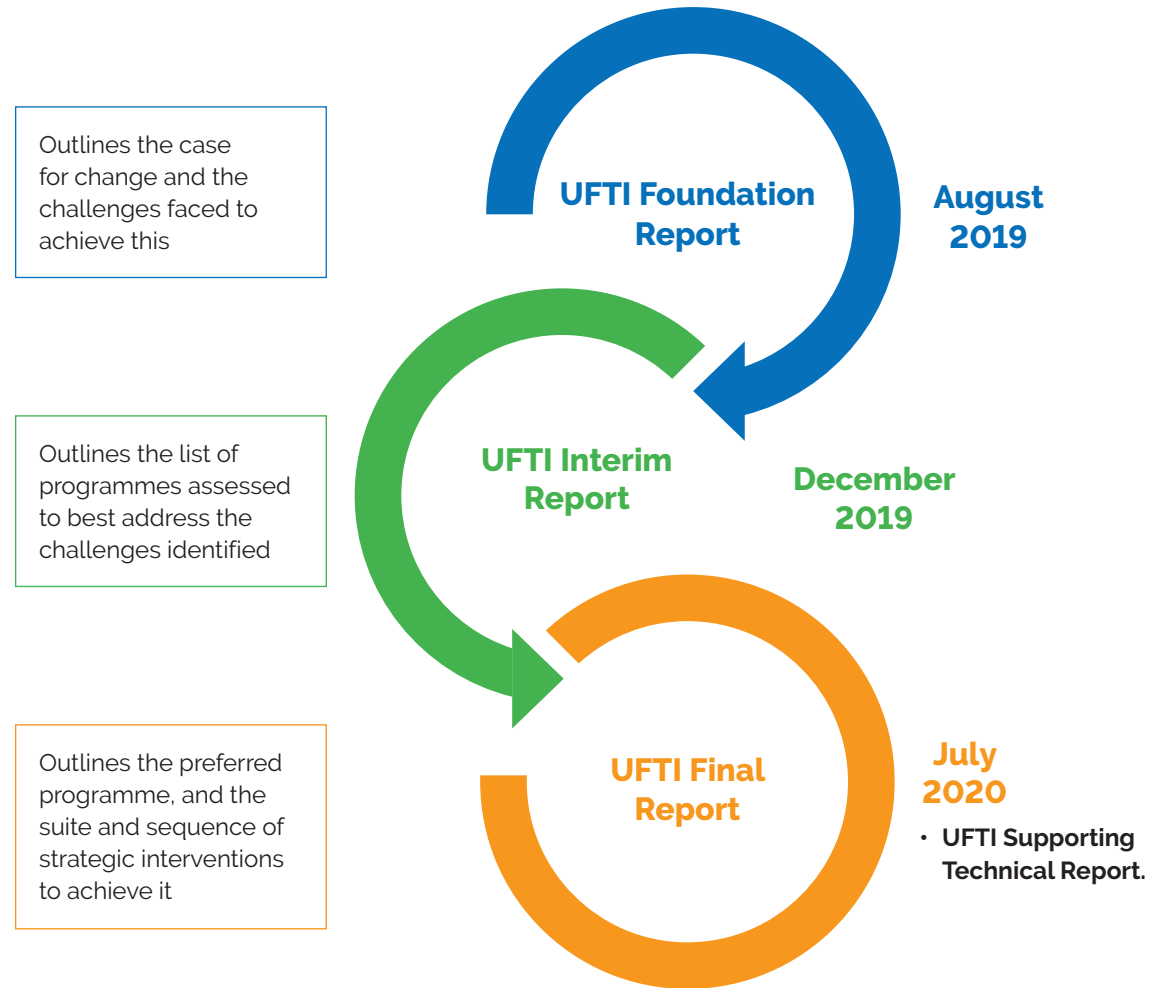
UFTI objectives and deliverables

UFTI provides an agreed integrated delivery plan to enhance our future for the western Bay of Plenty by identifying an optimal long term urban form and multimodal transport system. The Connected Centres programme and delivery plan will enable the partners to deliver the necessary urban form, land use, and transport changes and improvements over time to achieve the agreed strategy.

The UFTI project was developed to include three phases, as outlined in Figure 3, and set out to achieve the following objectives:

- To enable and shape a sustainable, vibrant, efficient, and more liveable urban form
- To enable and support sufficient housing supply in existing and new urban areas to meet current and future needs
- To 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)
- To ensure long-lasting economic, social, environmental, and cultural benefits and value for money from the agreed strategic plan.

Figure 3
Key deliverables and milestones



UFTI delivers these outcomes via the following outputs:

- A programme business case to support investment decision making³
- A renewed sub-regional investment story about the integration of land use and transport to achieve good public outcomes
- Technical input into the SmartGrowth Joint Spatial Plan in partnership with central government.

Along the way, the new relationship between SmartGrowth and central government has been strengthened. As a result, a formal partnership between the two parties has been established.

SmartGrowth and UFTI

UFTI is shaped by the SmartGrowth pillars of partnership, collaborative leadership, integration, and is evidence-based to deliver on the live, learn, work, and play strategic vision.

UFTI builds upon the SmartGrowth Strategy, including SmartGrowth-related projects such as the Proposed Future Development Strategy and the Tauranga Urban Strategy. Figure 4 illustrates the SmartGrowth outcomes and how the work of UFTI fits within this framework.

³ Business cases are a mandatory requirement for any central government investment. A programme business case is one that supports multiple interdependent investments that share a common set of challenge statements and benefits. For guidance on expectations of business cases, please refer to www.treasury.govt.nz and www.nzta.govt.nz.

Figure 4

Connection between SmartGrowth and UFTI

*Technical reports and research undertaken by UFTI



UFTI was designed to deliver an integrated, strategic approach for the development of the western Bay of Plenty's urban form and transport system. UFTI is a SmartGrowth-led project and SmartGrowth will oversee and monitor the implementation completed by the partners as indicated in Part 4 of this report. Figure 5 illustrates the relationship and the approach of achieving one integrated document at the end of the process.

The national context and its consideration in UFTI

Several things have changed since the UFTI project was initiated. Spatial planning has become a strong focus for the Government as it enables better integrated land use, infrastructure, and funding as well as opportunities for stronger partnerships between local and central government, iwi, hapū and the wider community.

The Government has communicated its desire to develop joint spatial plans with local government and tangata whenua. The work of UFTI provides most of the content needed for a joint spatial plan. UFTI has therefore largely addressed the expectations of the Government's Urban Growth Partnership Programme (see Figure 6).

The SmartGrowth partners will use the UFTI work, and the Final Report, as key inputs into the first draft of the Joint Spatial Plan. The Joint Spatial Plan is an important vehicle for delivering on the UFTI outcomes and the Connected Centres programme.

Figure 5
Updating the SmartGrowth strategy post-UFTI

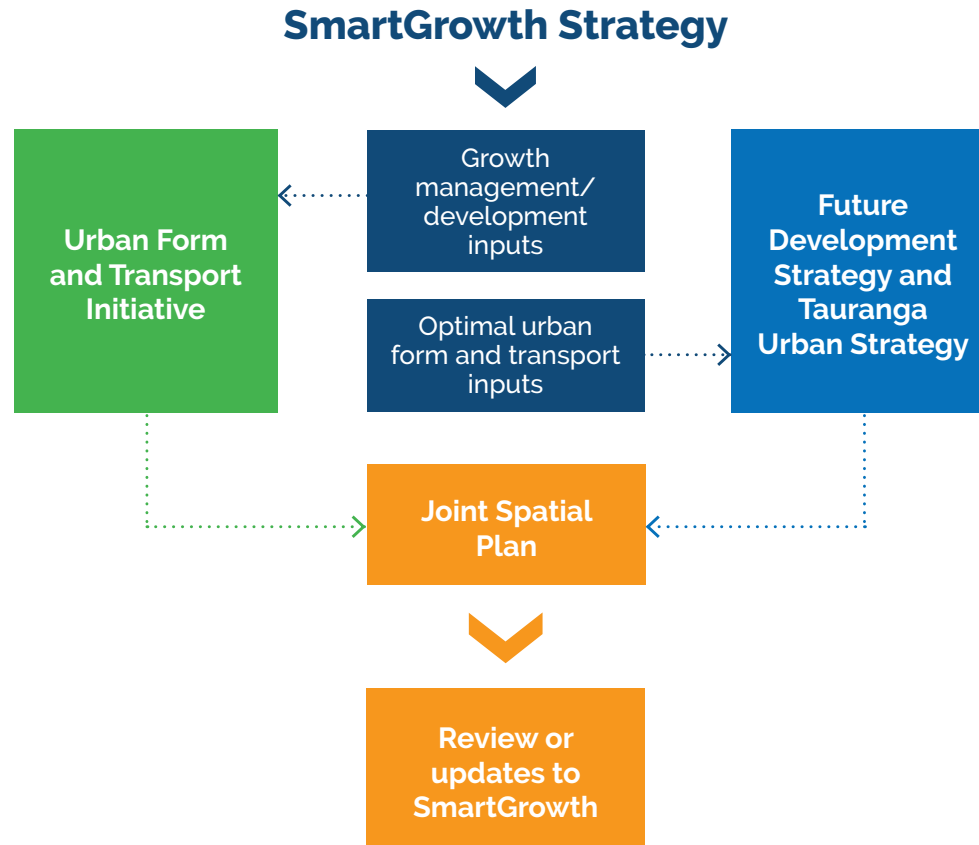
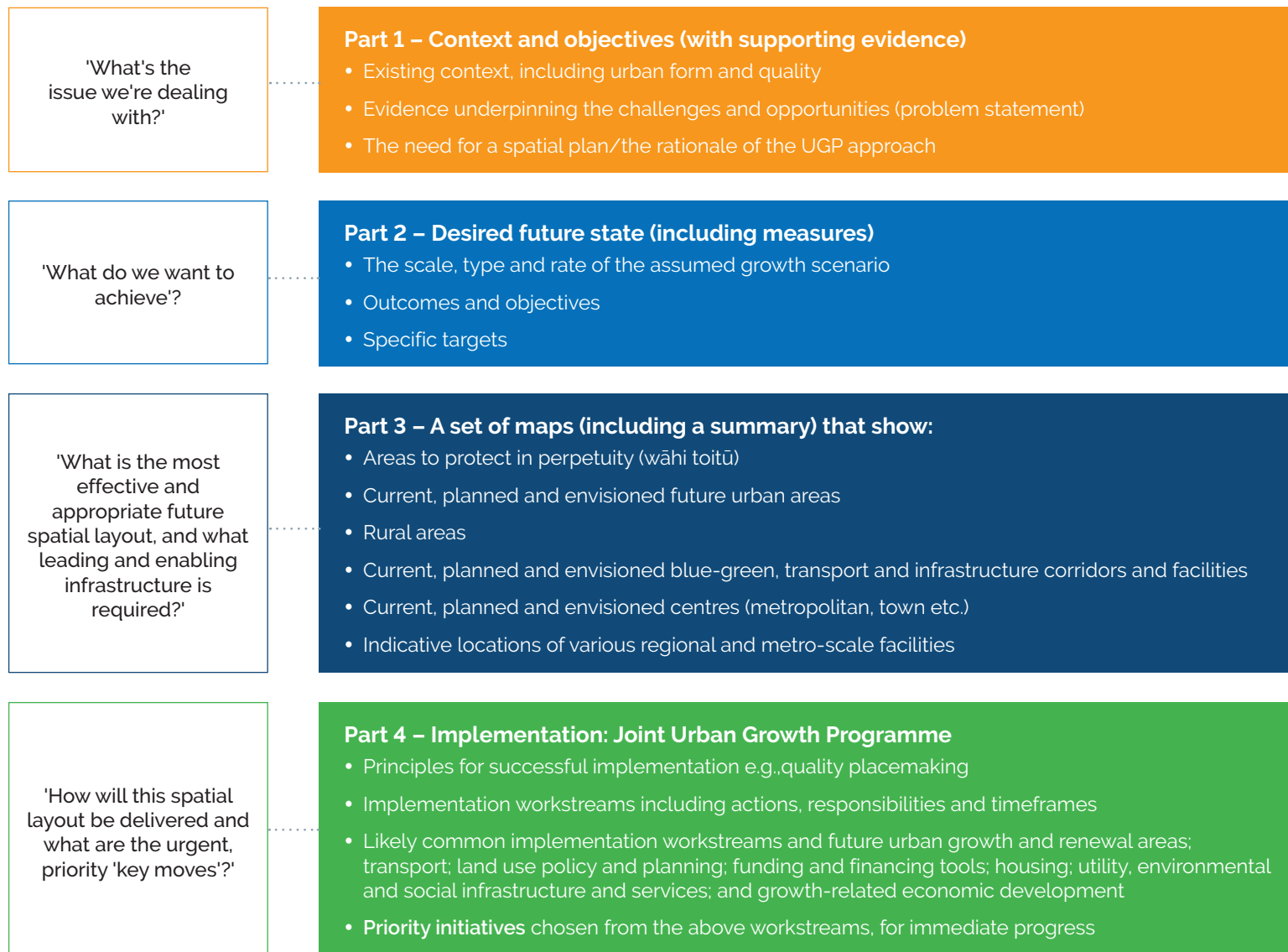


Figure 6

Key aspects of the Urban Growth Partnerships for developing a Joint Spatial Plan



UFTI has placed significant emphasis on achieving the strategic priorities outlined in the Government Policy Statement (GPS) on Land Transport.

UFTI is also aligned with relevant government outcome frameworks such as the Urban Growth Agenda objectives, Wellbeing Living Standards Framework, the Ministry of Transport's Transport Outcomes Framework, Waka Kotahi strategies such as 'Arataki' and 'Toitū Te Taiao', as well as local authority outcome planning processes.

These frameworks emphasise the importance of developing a multimodal transport system and acknowledge the relationship between access to affordable transport options and housing choice, and social and economic wellbeing outcomes. The Urban Growth Partnership Programme is a critical component of delivering the Government objectives and frameworks together on the ground with local government and iwi partners. In the case of UFTI and SmartGrowth, this is achieved via an integrated approach to spatial planning.

Reduction of transport-related greenhouse gas (GHG) emissions is a key priority for the SmartGrowth Partners and government. In part, reducing emissions relies upon mode shift and land use patterns that support an increase in the

use of active modes and public transport as a means of reducing transport emissions, even as our communities continue to grow.

The integration of land use and transport has been at the forefront of planning in New Zealand for more than two decades. The importance of good urban form being supported by an accessible and high-quality multimodal transport system is critical to achieve SmartGrowth and UFTI outcomes. The relationship between shaping good urban form and a supporting transport system is inextricably linked. Strong cities are built on the sustainable movement of people and goods. UFTI is focused on supporting liveable community outcomes and finding solutions for housing typology, capacity and affordability, intensification, multimodal transport, and network capacity challenges being faced by the sub-region. This in turn will deliver on key government objectives, policies, and priorities, and can be adapted to suit these as they evolve and change over time.

UFTI also aligns with relevant legislation such as the Resource Management Act 1991, the Local Government Act 2002, the Land Transport Management Act 2003, and new statutes such as the Climate Change Response (Zero Carbon)

Amendment Act. There are a number of existing and proposed National Policy Statements that have influenced the UFTI work and will be important for implementation⁴.

There are some common themes across these strategic and policy approaches, such as:

- Social, economic, environmental, and cultural wellbeing
- Adapting to diverse and changing needs
- A focus on liveability and enabling quality-built environments
- Improving people's transport and housing choices
- Creating competitive land markets and more affordable housing choices
- Improving access to employment, education, amenities, and services
- System resilience, especially around climate change

All these themes form part of the outcomes and investment objectives of UFTI. The benefits of UFTI are focussed on housing, movements, the environment, and prosperity. These are all directly linked to national objectives and outcomes.

⁴ There is an existing National Policy Statement (NPS) on Urban Development Capacity and a Proposed National Policy Statement on Urban Development. These set the direction as to how local government should enable opportunities for development in urban areas with a focus on delivering quality urban environments now and in the future.

The Proposed National Policy Statement for Highly Productive Land aims to improve the way productive land is managed under the RMA with a focus on recognising the full range of values and benefits of primary production, maintaining availability for future generations and protecting highly productive land from inappropriate subdivision, use and development.

The National Policy Statement for Freshwater Management considers and recognises Te Mana o te Wai and directs the content that regional councils must include in their regional plans in relation to freshwater. There is a new Proposed Freshwater NPS which includes requirements to improve degraded water bodies, avoid any further loss or degradation of wetlands and streams, expanded national objectives and other targets and monitoring obligations. The National Policy Statement for Indigenous Biodiversity will provide clear direction to councils on their responsibilities for identifying, protecting, managing and restoring indigenous biodiversity under the RMA.

COVID-19 recovery and UFTI alignment

Just as the UFTI programme has provided a unique opportunity for the western Bay of Plenty, government and the community to work together to define future urban form and transport initiatives, New Zealand's recovery from the impacts of COVID-19 has also provided the opportunity to reconsider and do things differently and ensure greater social, environmental, cultural and economic outcomes into the future.

By doing things differently, the sub-region may be able to transition to a low carbon economy and meet low carbon emissions targets sooner than anticipated. This is in alignment with UFTI and government objectives and outcomes, particularly in relation to multimodal transport options, greater working flexibility and, as a result, less pressure on the sub-region's transport system.

Based on recent analysis completed by Waka Kotahi,⁵ the impacts of COVID-19 are likely to extend to many different regions and sectors, including the main urban areas. Waka Kotahi has reoriented its Arataki 10-year planning direction to reflect the COVID-19 economic recovery, the range of levers needed to maximise the benefits of recovery activities and, over the remainder of the decade, optimise transport's role in enabling community wellbeing. COVID-19 may also lead to enduring changes in our working habits, more of us may work from home or in smaller shared

office spaces closer to where we live. It is too early to assess the permanent impact of these changes (if any).

As work on sub-regional and regional recovery plans progress and the way in which we live, learn, work and play in the region evolves, it will be important to monitor changes and potentially consider and align initiatives and projects with UFTI outcomes and recommendations.

Partnership with tangata whenua

The history, culture, and values of tangata whenua are part of what makes the western Bay of Plenty a special part of New Zealand.

Tangata whenua have been a partner in SmartGrowth since its inception in 2004. This partnership has been exercised through membership on the governance group and the creation of the Combined Tangata Whenua Forum for engagement. However, progress with Treaty settlements, the emergence of new approaches to spatial planning, and increased expectations from government and tangata whenua regarding co-management of natural and physical resources, means that UFTI has provided the SmartGrowth partners with the opportunity to lift the partnership to a new level. SmartGrowth needs to proactively work in partnership with tangata whenua to achieve their social, cultural, environmental, and economic objectives, alongside those of other partners.

Through UFTI, this new approach has been developed using a technical panel of local tangata whenua, He Manukura—who are also experts in planning and public policy—to shape and lead engagement with tangata whenua. This group is an expert advisory group only, not formally mandated to speak on behalf of iwi and hapū. Based on advice from He Manukura, UFTI recommends the preparation of an Iwi Spatial Plan that forms a layer within the SmartGrowth Joint Spatial Plan, and which will test and refine the settlement pattern from a tangata whenua perspective. This work is still progressing, with COVID-19 restrictions playing a part in timeframes being pushed out.

He Manukura prepared several pieces of technical advice for UFTI including reviewing and finalising the report 'Tangata Whenua Perspectives on Growth Management' which analyses 16 local iwi and hapū management plans, recent Treaty settlements and other material. He Manukura advised UFTI that each iwi and hapū will have their own perspective on the importance of different places and land areas, and the way in which cultural and heritage values should be addressed when thinking about urban form and transport. It is recognised that there is a need for each iwi and hapū to be given the opportunity to express these cultural and heritage values in their own way. The development of an Iwi Spatial Plan will provide a mechanism to do this in a way that can more easily be incorporated into the SmartGrowth Joint Spatial Plan.

⁵ The analysis by Waka Kotahi is available at <https://www.nzta.govt.nz/assets/planning-and-investment/docs/arataki/regional-summary-4-bay-of-plenty-potential-impacts-of-covid-19.pdf>

He Manukura noted urban form and transport are also a major determinant of Māori wellbeing, especially in terms of access to affordable housing and transport. Again, each iwi and hapū will have different aspirations and approaches to addressing these issues.

In terms of urban form and transport, the future role of Māori owned land remains a major unknown. The different land-owning trusts in the sub-region are still in the process of defining their long-term aspirations and wishes. There is the potential for decisions they make to have long-term impacts on both urban form and the transport system in the future.

The reports noted the importance of understanding tangata whenua values based on common principles which are reflected in several iwi and hapū management plans in the sub-region. These principles are underpinned by concepts of:

- Rangatiratanga: the right to exercise authority and self-determination within one's own iwi/hapū realm
- Kaitiakitanga: managing and conserving the environment as part of a reciprocal relationship, based on Te Ao Māori—the Māori worldview—that we, as humans, are part of the natural world.
- Manaakitanga: the ethic of holistic hospitality whereby mana whenua has inherited obligations to be the best hosts they can be

- Wairuatanga: the immutable spiritual connection between people and their environments
- Kotahitanga: unity, cohesion, and collaboration
- Whanaungatanga: a relationship through shared experiences and working together which provides people with a sense of belonging
- Mātauranga: Māori/mana whenua knowledge and understanding (Te Aranga, 2008 Te Aranga Māori Cultural Landscape Strategy)

The He Manukura report highlights the concept of 'Connection', weaving together the issues, concerns and aspirations of iwi and hapū and integrating those into the broader story for the sub-region that connects across all elements of cultural, spiritual, environmental and economic wellbeing. These concepts of 'Connection' are summarised in Figure 7 and provide insight into key implementation principles that should underpin the preferred programme.

We also note the following additional insights are directly relevant to the selection of an optimal programme:

1. The importance of retaining green belt Māori communities such as Matapihi, Te Puna and east of Welcome Bay
2. The importance of including iwi, hapū and marae aspirations in spatial planning in a purposeful and meaningful way, starting with understanding the location and spatial extent of:

- a. multiple-owned Māori Land
- b. marae, urupā and papakāinga
- c. hauora facilities, as well as sports grounds and facilities
- d. kura and kōhanga reo.

These insights have helped shape the Connected Centres programme, especially through the care placed to ensure the role of tangata whenua as critical decision makers for interventions that have the potential to touch on these areas is emphasised.

The concept of an Iwi Spatial Plan, which He Manukura has developed, is new. It functions to bring together iwi and hapū values and place-based knowledge with social, cultural, economic, and environmental data and information.

The Iwi Spatial Plan will assist tangata whenua to determine their collective aspirations that impact on the spatial form and transport investments of the sub-region. A concept map for the way in which this spatial layer might work is provided in Figure 8. The development of the Iwi Spatial Plan will be one of the key initiatives for SmartGrowth, and upon its completion, the SmartGrowth Leadership Group will need to consider if any amendments to the settlement pattern and implementation programme to support the Iwi Spatial Plan are required.

Figure 7

Key theme from a desktop analysis of 16 iwi and hapū management plans

Tangata whenua perspectives on growth management within the western Bay of Plenty sub-region: an UFTI desktop analysis

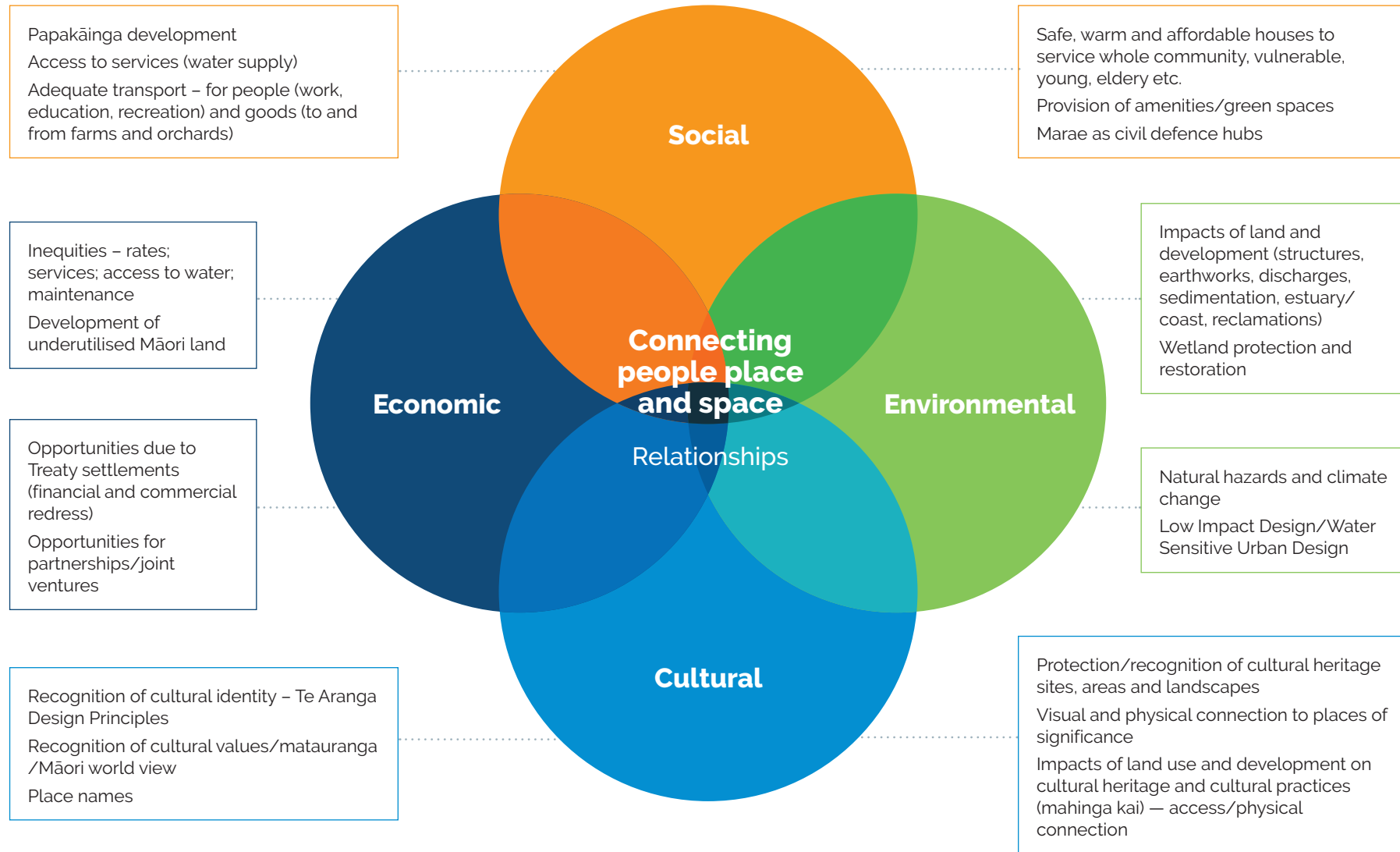













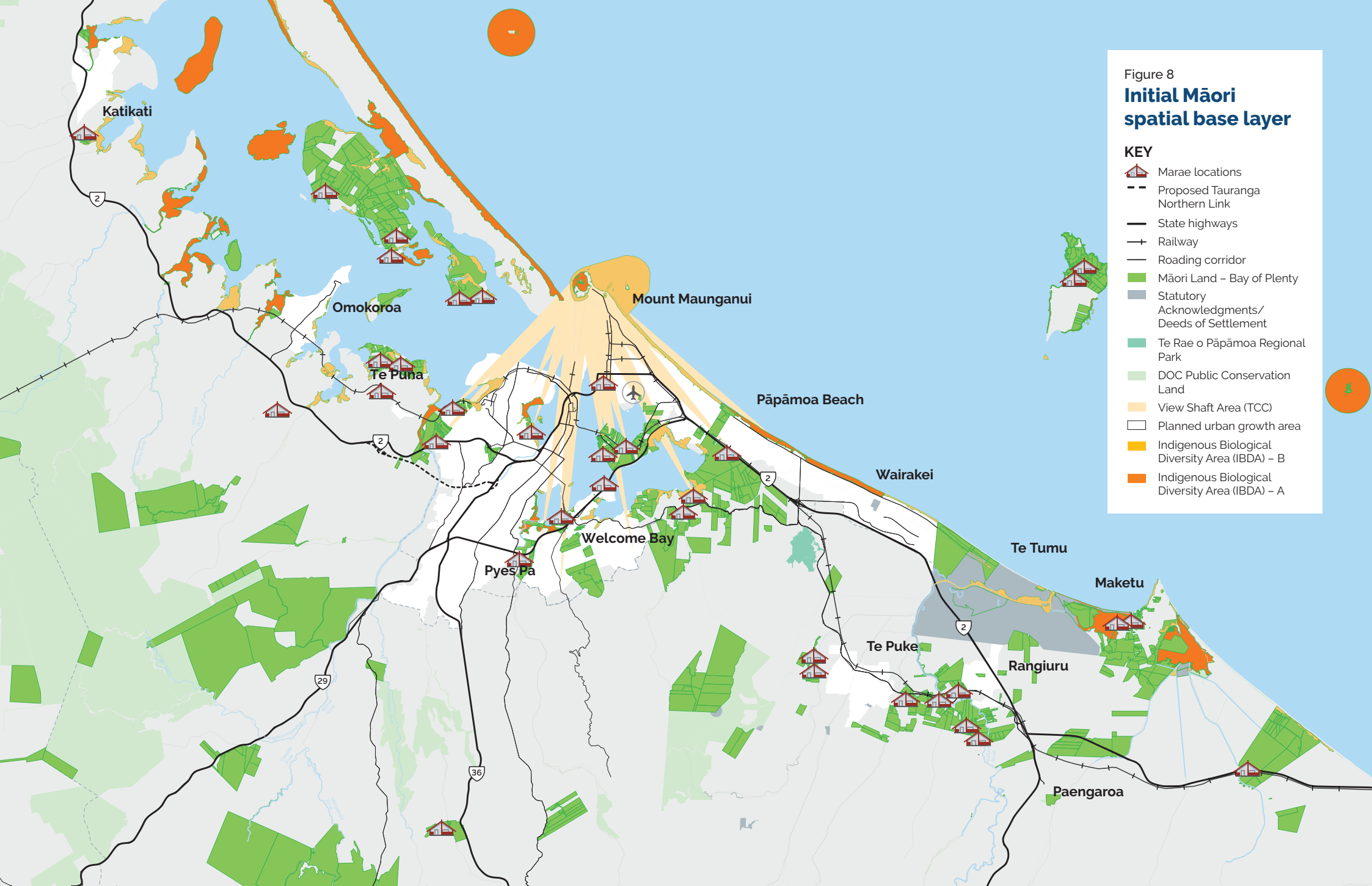


Figure 8
Initial Māori spatial base layer

- KEY**
-  Marae locations
 -  Proposed Tauranga Northern Link
 -  State highways
 -  Railway
 -  Roding corridor
 -  Māori Land – Bay of Plenty
 -  Statutory Acknowledgments/ Deeds of Settlement
 -  Te Rae o Pāpāmoa Regional Park
 -  DOC Public Conservation Land
 -  View Shaft Area (TCC)
 -  Planned urban growth area
 -  Indigenous Biological Diversity Area (IBDA) – B
 -  Indigenous Biological Diversity Area (IBDA) – A



Stakeholders' insight

From its inception, UFTI sought to take a co-design approach to the development of key aspects of the Programme Business Case. Co-design means actively involving all stakeholders in the design process to help ensure the results meet partner needs and are usable. The SmartGrowth forums are a real strength of the SmartGrowth partnership and were instrumental in making this co-design approach possible.

The co-design approach has manifested itself in a series of workshops since May/June 2019 (Figure 9). The workshops were supplemented by a widely read and responded to stakeholder newsletter reaching 250 people and organisations, and an actively viewed website specifically for the UFTI project, where videos, technical publications and other material are regularly published.

Figure 9

Stakeholder workshops and kanohi ki te kanohi engagement in UFTI



Stakeholder comments on the UFTI Interim Report

Following publication of the UFTI Interim Report in December 2019, stakeholders were given the opportunity to provide more detailed comment via written submissions or emails. Twelve submissions were received.

As part of their commentary, the New Zealand Automobile Association shared the results of a member survey providing useful information about their members' perspectives on mode shift and use of public transport. The Carbon Reduction Group also provided feedback from a booth that they opened at Our Place on Willow Street, Tauranga. These insights have been considered in the UFTI work, but also passed on to the partner Councils as information to support future engagement.

Key themes identified from stakeholder commentaries were:

- A general preference for a future urban form and transport system built around a high frequency public transport network and

higher density communities, particularly those programmes emphasising intensification within the existing urban footprint

- The importance of considering social equity, housing and transport affordability and community wellbeing when thinking about transport and urban form particularly with the changing demographic profile of the region (this commentary came from both business and social NGOs)
- Support for the idea of future-proofing to protect the option of using rail for passenger transport in the future as populations grow
- The importance of providing good amenities in urban environments, particularly where dwelling density is high
- The need to encourage both living and job activities in the central business district, along with high quality, attractive and accessible public spaces.
- Consideration of the four wellbeings and elements related to environmental sustainability

- The importance of providing for seasonal workers
- The importance of maintaining access for freight to the Port of Tauranga
- Understanding the function of places (e.g., the importance and location of rural communities and services)
- The need for a balanced investment programme addressing all parts of the transport system
- Strong support for a multimodal transport system, where transport choices across all modes are maintained

Much of the feedback has concentrated on stakeholders' desired attributes of urban form rather than the specific spatial distribution of dwellings and jobs. This feedback has been reflected in a series of key urban form and transport implementation principles that are set out in Part 3 of this Report and will be used by decision makers as the UFTI Connected Centres programme is delivered.