



# **AGENDA**

## **City Future Committee Workshop Tuesday, 26 May 2026**

**I hereby give notice that a City Future Committee Workshop meeting  
will be held on:**

**Date: Tuesday, 26 May 2026**

**Time: 2:45 pm**

**Location: Tauranga City Council Chambers  
L1, 90 Devonport Road  
Tauranga**

**Marty Grenfell  
Chief Executive**



## Order of Business

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## 1 BUSINESS

### 1.1 2027-37 Long Term Plan Briefing - City Planning and Growth

**File Number:** A20273488

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**Andrew Mead – Head of City Planning and Growth**

**Carl Lucca – Team Leader: Structure Planning**

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## Workshop information

### Purpose of workshop

1. The purpose of the workshop briefing is to provide an overview of how growth priorities included in the current 2024-34 LTP and how these were influenced by factors such as growth planning and growth projections; as well as to discuss how growth priorities for the upcoming 2027-37 may look
2. This paper is intended to provide background information in advance of briefing workshop and includes:
  - a) Population projections and allocations
  - b) 2024-34 LTP growth priorities
  - c) Key growth challenges and trends
  - d) Emerging focus areas for growth in the 2027-37 LTP
  - e) Next steps.
3. This paper provides:
  - Information on what has occurred in the past (including in the 2024-34 LTP), and what is occurring now (paragraphs 4 – 29)
  - Staff understanding of the direction Elected Members have already indicated in respect of growth matters in the 2027-37 LTP (paragraph 31).
4. Elected Member guidance on the matters within paragraph 31, together with other direction relevant to the LTP on growth matters, is sought by staff. This will enable this direction to be incorporated into the development of 2027-37 LTP.

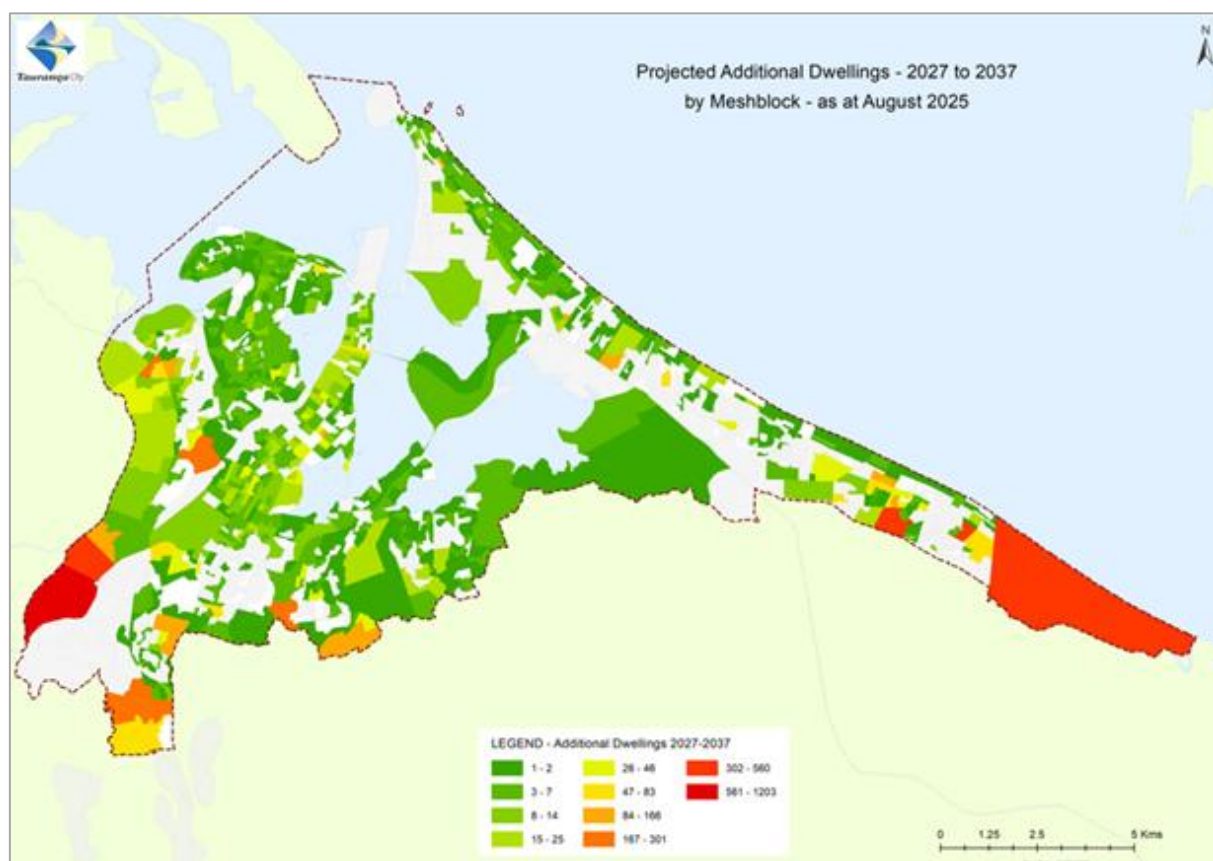
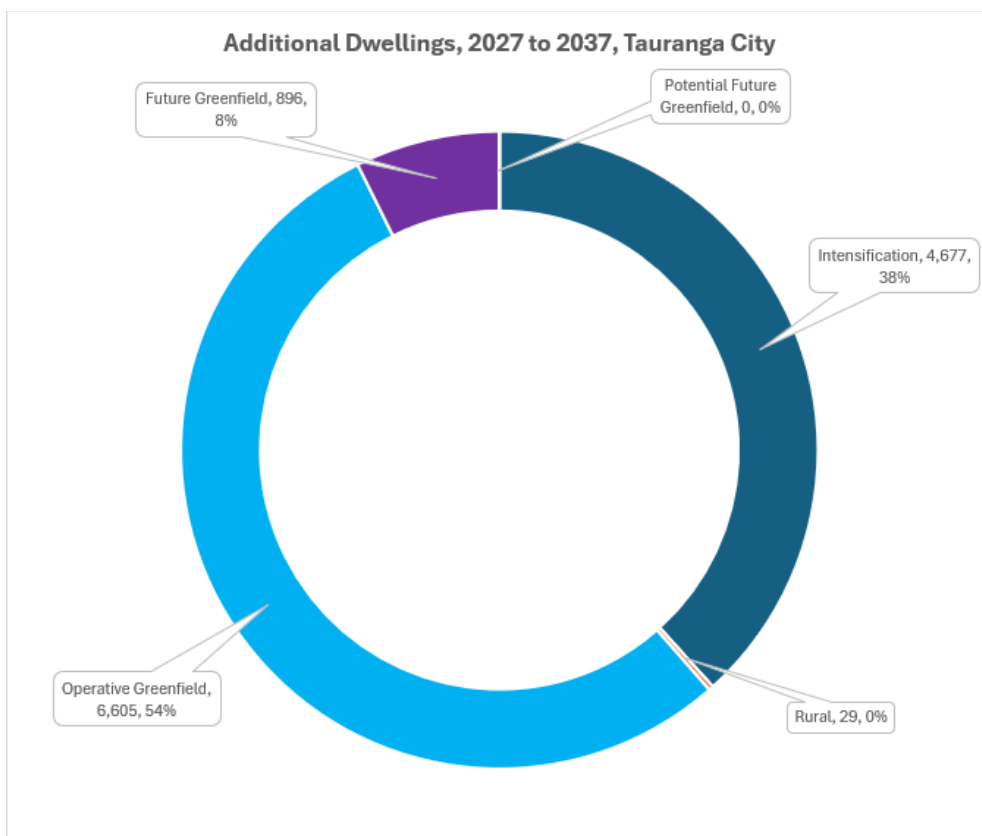
## Population projections and dwelling allocations

5. Population projections and allocations are developed in line with national direction and incorporate local factors to assess future demand and the capacity for residential and business land. These projections and allocations are a key input into the preparation of the LTP and will require adoption in due course.
6. Provisional population projections indicate that Tauranga City's population and demand for housing will continue to grow over the 2027-37 LTP period as per the figure below:
  - (a) From 166,704 people in 2027 to 188,693 people in 2037 (21,989 or 13% increase); and
  - (b) From 64,741 homes in 2027 to 76,919 homes in 2037 (12,178 or 19% increase).

**Table 2: Provisional Annual Population and Dwelling Increases for Long Term Plan 2027-2037, Tauranga City (as at 30 June).**

| Year        | Resident Population | Occupied Dwellings | Total Dwellings |
|-------------|---------------------|--------------------|-----------------|
| 2023        | 158,900             | 55,950             | 61,870          |
| 2024        | 161,300             | 56,400             | 62,370          |
| 2025        | 162,811             | 56,793             | 62,807          |
| 2026        | 164,643             | 57,615             | 63,703          |
| <b>2027</b> | <b>166,704</b>      | <b>58,567</b>      | <b>64,741</b>   |
| 2028        | 168,880             | 59,571             | 65,834          |
| 2029        | 170,951             | 60,584             | 66,939          |
| 2030        | 173,240             | 61,702             | 68,158          |
| 2031        | 175,638             | 62,872             | 69,433          |
| 2032        | 178,080             | 64,063             | 70,732          |
| 2033        | 180,696             | 65,297             | 72,076          |
| 2034        | 182,766             | 66,438             | 73,320          |
| 2035        | 184,825             | 67,580             | 74,565          |
| 2036        | 186,817             | 68,473             | 75,761          |
| <b>2037</b> | <b>188,693</b>      | <b>69,740</b>      | <b>76,919</b>   |
| 2038        | 190,452             | 70,752             | 78,022          |

7. Recently Stats NZ has released new population projections which are significantly higher than the figures above. Staff have concerns around how realistic these projections are and are currently assessing this further.
8. For 2027-37 LTP period the provisional projected demand for new commercial and industrial business land is for around 45ha and 134ha, respectively.
9. It is also notable that the National Policy Statement on Urban Development currently required a 20% competitiveness margin to be added for dwelling allocation, and Central Government is indicating that growth planning will be required to respond to 'high growth' scenarios, potentially increasing the required dwelling threshold further, especially if baseline population projections increase.
10. For the 2027-37 LTP, provisional additional dwelling allocation to existing and planned new residential areas **over the next 10 years** as currently proposed is illustrated in the figures below. It includes growth in Te Tumu and Keenan Road at this stage which requires further discussion.



11. There is remaining capacity for 10,215 additional dwellings within existing greenfield growth areas. The recently re-zoned Tauriko West area has the highest percentage of capacity remaining at around 3,000 potential dwellings.

12. There is remaining commercial land availability (of approximately 30ha) within Bethlehem, Papamoa and Papamoa East and the ability for existing commercial areas like the City Centre to build upwards.
13. There is remaining industrial land availability (of approximately 255ha) across the City with a significant share of this within the Tauriko Business Estate (68% or 174ha) including the recently re-zoned stage 4 extension.

## 2024–34 LTP Priorities

14. This section provides an overview of the growth and investment guiding strategies and principles that informed development of 2024-34 LTP.
15. While the Council does not directly deliver housing, it shapes where, when, and how housing is delivered by the market by supporting new and existing growth areas through planning and infrastructure investment; encouraging higher-density development in the city centre and around centres through spatial planning and targeted public investment; and contributing to affordable and social housing through partnerships and funding.
16. Overall, due to insufficient financial capacity, the 2024-34 LTP did not fully fund the level of housing and business land demand that was projected because the cost of the required infrastructure was higher than the Council's available financial capacity. Significant new and upgraded transport, three-waters and community infrastructure were needed to support this level of growth but could not be fully funded within debt limits and affordability constraints. As a result, investment was prioritised, and not all growth areas could be enabled within the 10-year period.

### Spatial Planning

17. A number of spatial plans informed the development of the 2024–34 LTP (as well as the 2021-31 LTP) by providing direction for how and where the city should grow. The SmartGrowth Strategy<sup>1</sup>, including UFTI and the Connected Centres concept, together with the Transport System Plan<sup>2</sup> set the overarching sub-regional growth framework for land use and transport.
18. At the local area-level, the Te Papa<sup>3</sup>, Ōtūmoetai<sup>4</sup>, and Mount to Arataki<sup>5</sup> spatial plans provided detailed place-based direction on intensification, infrastructure needs, transport investment, and community amenity improvements. Together, these strategies provided the LTP with an integrated, evidence-based understanding of growth, sequencing, and investment priorities across the city.
19. In addition, the SmartGrowth Strategy and local-area spatial planning focus on the need to deliver on the range of housing needs from homelessness to home ownership. This is identified and supported by the action in the SmartGrowth Strategy to develop a Housing System Plan, which is currently underway (building on previous versions).

### Support communities and growth in already zoned areas (intensification)

20. The 2024–34 LTP sought to support growth within already zoned established urban areas where infrastructure capacity existed. This approach was to support intensification by making the best use of existing transport, water, and community facilities and minimising the costs associated with this growth. It is noted that the LTP provided reduced levels of investment to that identified by relevant spatial planning due to broader financial constraints.

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<sup>1</sup> SmartGrowth Strategy: [The SmartGrowth Strategy 2024 - 2074 | SmartGrowth | Western BOP, NZ](#)

<sup>2</sup> Western Bay of Plenty Transport System Plan: [Transport System Plan - Tauranga City Council](#)

<sup>3</sup> Te Papa Spatial Plan: [Te Papa peninsula - Tauranga City Council](#)

<sup>4</sup> Ōtūmoetai Spatial Plan: [Ōtūmoetai Spatial Plan - Tauranga City Council](#)

<sup>5</sup> The Mount to Arataki Spatial Plan: [Mount to Arataki Spatial Plan- Tauranga City Council](#)

21. A significant planning initiative was to implement Plan Change 33 (Enabling Housing Supply) which introduced the Medium Density Residential zone to give effect to national direction on urban development and the Medium Density Residential Standards<sup>6</sup>. This resulted in up to 350,000 dwellings being enabled (theoretical capacity), of which approximately 19,000 were considered to be realistically realisable over a 30 year period.
22. By way of example, major growth related projects supporting growth in these areas have included constructing new community facilities including the Merivale community centre, Haumaru Sport & Recreation centre, and transport network improvements including Cameron Road and upcoming 15<sup>th</sup> Avenue / Turret Road.

#### Support communities and growth in already zoned areas (greenfield)

23. The 2024-34 LTP included capex to support the continued development of greenfield residential and business areas already underway including older areas like Papamoa and newer areas like Wairakei and the Tauriko Business Estate (Stages 1-3).

#### Support the City centre

24. The 2024-34 LTP supported revitalising the city centre. This included investment aimed at transforming the city centre into a more vibrant and attractive place for business, residents and visitors.
25. By way of example, major growth related projects have included Te Manawataki o Te Papa and the City Centre Waterfront development.

#### New Growth Areas

26. The 2024-34 LTP prioritised investment towards enabling the new growth areas in the Western corridor. This included:
- (a) The re-zoning of Stage 4 of the Tauriko Business Estate which provides approximately 100ha (gross) of additional industrial business land
  - (b) The re-zoning of Tauriko West for residential development, which provides capacity for 2,400 homes, schooling, community facilities and local and neighbourhood commercial centres in a first phase, with full build out (estimated to be around 3,000 homes) subject to additional improvements to State Highway 29 to be delivered by the New Zealand Transport Agency.
27. By way of example, major growth related projects included the Tauriko West Enabling Works, which includes new and improved transport, water and wastewater infrastructure.
28. Capital expenditure to enable growth to commence in the Te Tumu and Keenan Road greenfield areas was considered but was unaffordable in the broader sense of Council's financial constraints and was excluded from the LTP. However, limited funding was allocated for pre-construction activities like planning, design, consenting and land purchase or future-proofing of infrastructure (for example future-proofing infrastructure in the Wairakei town centre to ensure it had sufficient capacity to service Te Tumu in future).

#### Social, Affordable and Papakianga Housing

29. As stated above, Council provides a primarily enabling role for providing affordable housing. However, various actions also support delivery through partnership and funding working with housing providers. This includes:
- (a) Working with University of Waikato on student accommodation proposals
  - (b) Funding for housing initiatives from elder housing sales, including:

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<sup>6</sup> [Medium density residential standards: A guide for territorial authorities](#)

- (i) Bay of Plenty Housing Equity Fund
- (ii) Development contribution grants for Papakāinga and registered community housing providers
- (iii) Supporting the Tauranga Women's Collective.

## Key challenges and recent growth trends

30. Tauranga faces a number of key challenges in delivering enough housing and business land to meet long-term demand which need to be considered through development of the upcoming LTP. These challenges include:

- (a) Lower population growth than expected currently which is likely to persist at least through the early years of the next LTP period, largely due to softer property market conditions, broader economic challenges and reduced inward migration.
- (b) Uncertainty around when development could commence in Te Tumu and the timing and extent of development possible in Keenan Road, combined with the possibility of fast-track developments that could cater for a significant share of growth if they proceed eg Wairakei South.
- (c) Development feasibility in both intensification and greenfield areas. High construction costs, soft market conditions and high underlying land values are factors impacting feasibility, especially for apartment projects. Within existing urban areas, while Plan Change 33 analysis shows that significant development has been 'enabled', the 'realistically likely to be realised' dwellings numbers is only a small proportion of this, with feasible development in the shorter term likely to be focused on terraced housing (2-3 storey) as opposed to apartment buildings (which follows recent trends).
- (d) Existing infrastructure capacity constraints limiting new development. This includes the uncertainty around when key transport projects like the State Highway 29 improvement will be delivered to enable future growth in the Western corridor.
- (e) Changes to the planning framework offer the potential for more efficient and responsive growth planning, though the new system is still being understood and may pose challenges as it is implemented.
- (f) Uncertainty around how much growth-related capex is affordable and the mix of investment between renewal, level of service and growth priorities, including how various reforms such as the Water Organisation, development levies and proposed rates capping may affect this.

## Emerging focus areas for growth in the 2027-37 LTP

31. Recent conversations with Councillors on growth planning related matters have identified a range of themes about how Tauranga should plan for and manage future growth. Key themes that staff have heard are identified below for discussion and confirmation, noting these may not represent a full list of matters Councillors consider important.

### Themes / Focus Areas

- **We cannot provide for all planned or potential growth as infrastructure costs are not affordable and this may mean we continue to not meet government set development capacity requirements.**
- **We need to prioritise where we invest and which growth we will support.**
- **It is important that waters and transport infrastructure is delivered ahead of or as growth occurs, not afterwards.**

- **Intensification is a priority, especially around the City Centre. Reviewing DCs and other incentives is a priority to determine how this may assist development feasibility challenges.**
- **There is also support for continued investment in greenfield areas that are already underway such as Tauriko West, Tauriko Business Estate and Wairakei.**
- **Further greenfield areas could be supported but it is essential that growth pays for growth and that growth does not take a disproportionate share of Council's capex and debt capacity meaning a higher reliance on developer delivered and funded infrastructure.**
- **Te Tumu appears to be the next priority greenfield urban growth area assuming planning, infrastructure and funding issues are appropriately resolved. Te Tumu capex is generally not in the 2024-34 LTP and we should consider bringing it into the 2027-37 LTP where that investment is appropriately financed or funded by TCC.**
- **In the Western Corridor, Keenan Road is currently not a priority for capex delivery but could be further considered as that project planning advances. Supporting the continued development of the Tauriko Business Estate is important, especially where internal infrastructure costs can be met by the developer. This may include future development into the Griffin Rd or Omanawa Road areas.**
- **A strict growth pays for growth philosophy should be applied to any cross-boundary development proposals in WBOP District that rely on TCC infrastructure.**
- **There is continued interest in how council can support the delivery of social, affordable, student and papakainga housing and potentially interest in doing more to support these outcomes.**

## Next steps

32. Feedback from the workshop will support preparation of the 2027–37 LTP. It will help identify key focus areas, priority activities, and potential investment programmes for Council to consider, as well as inform topics for future Issues and Options papers. This input will also support and refine the wider growth planning work programme already underway.

## ATTACHMENTS

Nil

