

Our Places

Eastern Bay Spatial Plan



He wāhi tīmatanga Our starting point

October 2024



BAY OF PLENTY
REGIONAL COUNCIL
TOI MOANA



WHAKATĀNE
District Council
Kia Whakatāne au i ahau



KAWERAU
DISTRICT COUNCIL
Te Kaunihera ā rohe o Kawerau



Opōtiki District Council
STRONG COMMUNITY STRONG FUTURE

Thornton Beach, Whakatāne
Cover: Waiotahe Beach, Ōpōtiki





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He tiro whānui: Te whakamahere i ō tātou tauwāhi

An overview: Planning our places

We are creating a plan that will help us set a vision for the future of the Whakatāne, Kawerau and Ōpōtiki Districts within the rohe of the iwi and hapū of Eastern Bay of Plenty in the wider Bay of Plenty Region.

Our Places – Eastern Bay Spatial Plan will set out where the Eastern Bay of Plenty wants to head and provide a roadmap, or spatial plan, for how to get there.

This document looks at what we know now and what could happen in the future, and how this has shaped Our Places to date.

Our Places isn't finalised because we want to hear from you first. This is your chance to influence how future generations will experience the Eastern Bay.

Why create Our Places – Eastern Bay Spatial Plan?

The Eastern Bay is renowned for its outstanding natural and cultural taonga, attracting people to our region over the centuries. We are all part of a continuum – there were those before us and there will be those after us. We have a responsibility to care for the taonga we have inherited, while meeting the needs of current and future generations. Those needs include ensuring that our people can continue to safely live, work, visit and play in the Eastern Bay, now and in future.

About 56,500 people call the Eastern Bay home, with most people (33,500) living in the towns of Whakatāne, Kawerau and Ōpōtiki. Over the next 30 years we need to plan for approximately 12,000 extra people or 5,500 homes (which is like adding two times all the dwellings in Kawerau).

Part of the future demand relates to the expansion of existing industries, the like Putauaki Trust Industrial Zone, farming, horticultural and agricultural activities, and aquaculture development. This means we not only need more homes, but also extra spaces for people to work, stay and play.

While the Eastern Bay is one of the best places in New Zealand to live, we also have our fair share of natural hazards, such as flooding, earthquakes and coastal erosion. With the impacts of a changing climate, the areas we live in and could live in will be increasingly affected.

When planning for our future, we know we cannot just live anywhere – we need growth to be in safe places.

Our Places is to ensure we provide for these future needs – those of our future generations – safely and in a way that protects the taonga of the Eastern Bay, such as our bush, productive land, rivers and beaches.

How will Our Places be created?

Decision makers (councils, iwi partners, government agencies) use spatial plans to come up with options for the future of spaces and places – for example, how towns might spread out (or up), where to build papakāinga, where to build on the coast (and where not to), and what infrastructure (such as pipes and roads) might be needed to support growing communities.

Our Places is collaborative so that the people of the Eastern Bay have a say in the future, and all relevant agencies have a realistic understanding about future priorities, resourcing and funding needs.

More will be involved along the way. Government agencies are directly involved

in the process, including Waka Kotahi, the Ministry of Housing and Urban Development, Kāinga Ora, Ministry of Education, and others.

How will Our Places be used?

Our Places will guide agencies that deliver infrastructure, housing development and other critical services (such as health and education) to meet the growth needs across the Eastern Bay of Plenty and deliver on partner aspirations.

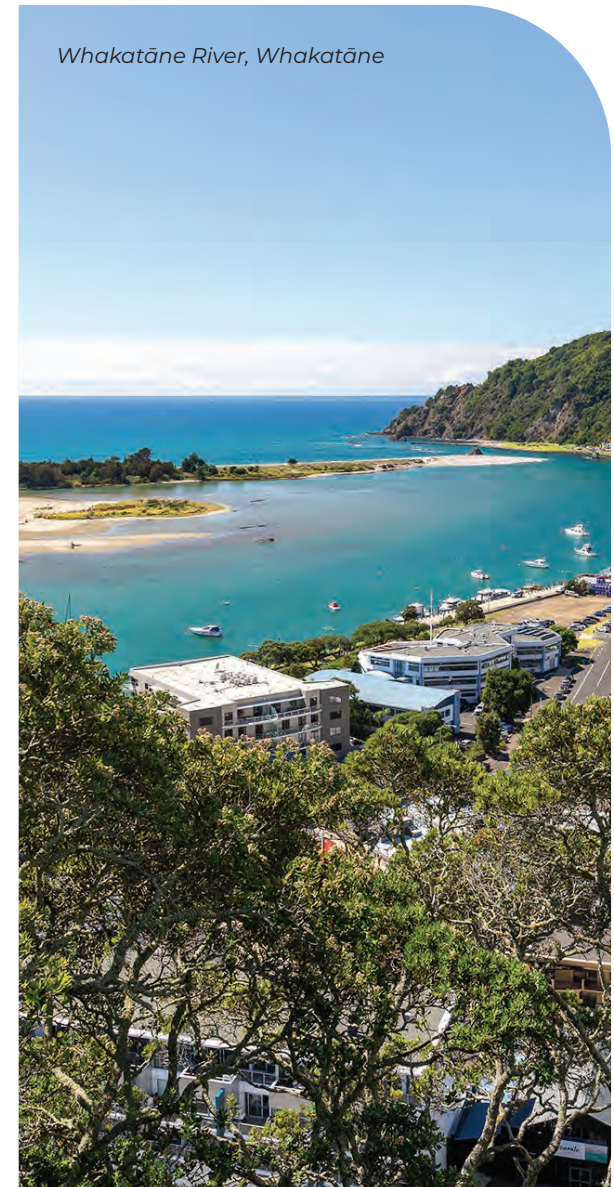
Our Places will reflect collective aspirations for the rohe to inform council Long Term Plan processes, District Plan changes, and government infrastructure investment decisions.

This work will represent Eastern Bay priorities into decision making, so we actively shape our future in the direction we want it to go. Our Places will provide a pathway towards 2055 and help us work better together to get there.

We want to hear about two things in particular:

1. What are your thoughts about where to plan for 5,500 new houses and land for businesses by 2055?
2. What do you want us to think about and plan for to support your community and other communities across the Eastern Bay?

Whakatāne River, Whakatāne



We want to hear from the Eastern Bay of Plenty

How will local communities be involved?

We need to consider all the suitable options available to provide for our future growth needs, including:

- Intensification within existing towns
- Expansion of existing towns
- Creation of new settlements
- Future rural residential developments
- Papakāinga and Māori-led housing.

While there is some more capacity for housing within existing towns, it will not be enough to meet demand for growth.

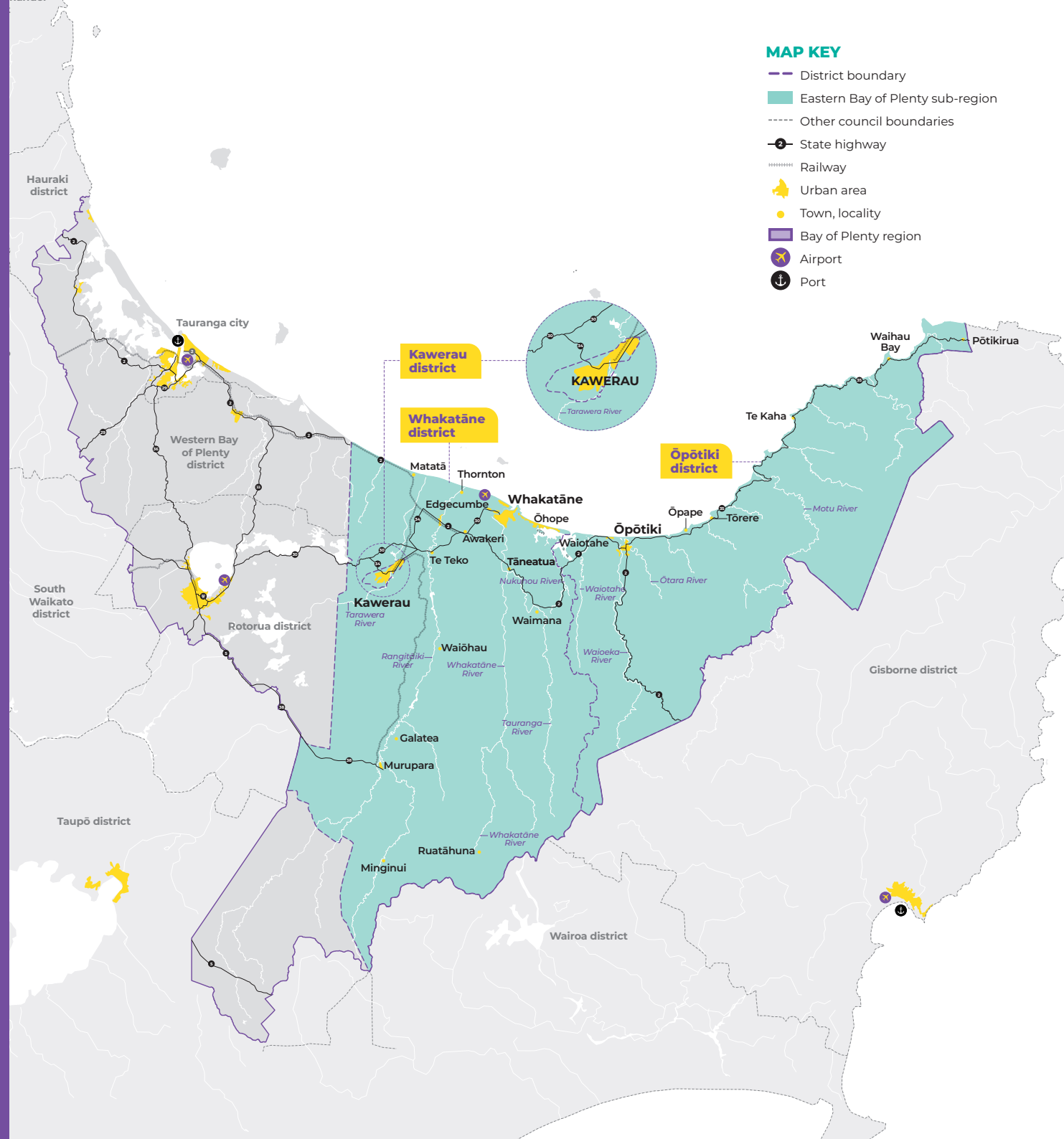
We have done some initial investigation, given what we know now, but your feedback will help shape the draft plan.

Looking for more detail?

We have created a **draft Scenarios and Development Options Report** that sets out our current thinking about options for future growth.

It explains how future growth needs could be met in the Eastern Bay, considering projected growth, environment, natural hazards and climate change, economic development and cultural factors.

We have identified potential opportunities for new housing developments or where we can add to existing developed areas. The report outlines some of the potential trade-offs to be made because areas that are freer from natural hazards than others (and therefore more suitable for development) are also located away from larger established townships. These are outlined in detail in the report. Through the community engagement process, we want to hear from you about what we are proposing and if we have got this right.





He aha te mahere pūwahi?

What is a spatial plan?

Our Places – Eastern Bay Spatial Plan is about the economy, a changing climate, the environment, infrastructure, and how we – and future generations – want to live, work and play in the future Eastern Bay. It is about more than housing and business land or economic development.

To develop this plan, information is gathered about people, towns, water, existing and future climate and natural hazard risks, roading, landscapes, land uses, soils, business, and the environment. This provides a snapshot of where we are now.

Combined with Mātauranga Māori and additional information from you – the people of the Eastern Bay – this snapshot then becomes a completed picture of what the Eastern Bay could become in the future.

The completed picture provides a roadmap for how we get there. It can provide long-term certainty about what is important for the Eastern Bay, based on evidence and what the people of the Eastern Bay value.

Goals and enablers

Our Places' strategic direction is guided by our goals and enablers. Goals are what we would like to work towards and enablers are critical ingredients needed to achieve the goals.

These are applied in the draft Scenarios and Development Options Report. Through consultation with the public the project hopes to hear about the long-term vision and what is important to the community to ensure the goals point to the right direction.



Figure 1: Goals and enablers for Our Places - Eastern Bay Spatial Plan have been defined by the project partners.

He aha te mahi a te mahere pūwāhi?

What can a spatial plan do?

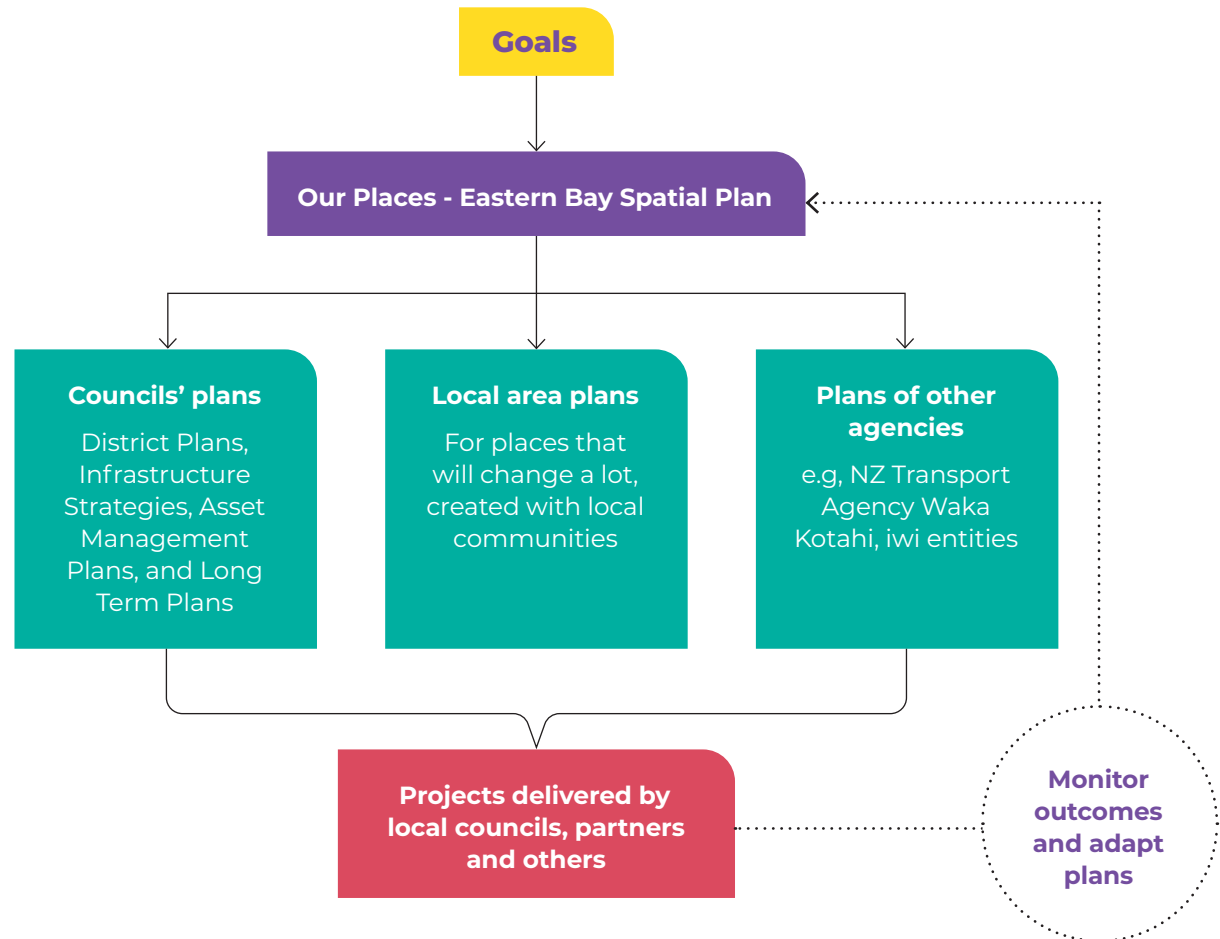
A spatial plan helps local councils and partner organisations prioritise what's important for their area and detail actions to meet community goals. A spatial plan informs but does not replace District Plans or Long Term Plans.

Our Places will outline areas where partners need to collaborate, establishing a forum for improved sub-regional collaboration. Additionally, it will specify tasks that each partner needs to tackle independently to achieve the collective goals.

For areas being considered for significant changes, detailed local area planning will be required. This is intended to be done in close partnership with local communities and landowners, to collaboratively identify and guide changes.

Our Places will direct investment plans, strategies and infrastructure planning to ensure funding is prioritised for projects and initiatives that enable new growth while managing risks to existing communities.

To track progress over time and refine the strategy, key performance indicators will be recommended.



Ko wai mā ka whai wāhi ki tēnei mahi?

Who is involved in this work?

A spatial plan is unique because it is being developed in partnership with local, regional and central government, along with iwi partners from across the sub-region.

Our Places recognises that the Eastern Bay community needs to plan and implement together as a sub-region, rather than separate authorities and districts.

Iwi authorities are participating in the project at the pace and in ways that fit their capacity and interests. In our decision making we have considered the historical whakapapa of each iwi and hapū in relation to their respective places of interest.

Decisions are made or informed by the following groups:

- Council and iwi authorities guide the approach and will decide on the final plan.
- Political leaders and executive staff provide strategic and technical leadership for the project.
- Iwi / hapū advise on how to give life to their aspirations.
- Friends of Our Places (a collective of businesses and organisations with an Eastern Bay perspective who are invested in the long-term success of the sub-region), community groups and people in the Eastern Bay representing interests of the Eastern Bay.

Iwi*

Ngāitai
Ngāti Awa
Ngāti Manawa
Ngāti Rangitahi
Ngāti Tūwharetoa ki Kawerau
Ngāti Whare
Te Whānau a Apanui
Whakatōhea

Public stakeholders

Friends of Our Places
People living in the Eastern Bay

Councils

Whakatāne District Council
Kawerau District Council
Ōpōtiki District Council
Bay of Plenty Regional Council

Central Government Agencies

NZ Transport Agency - Waka Kotahi
Kāinga Ora
Ministry of Housing and Urban Development
Ministry of Education
Health New Zealand - Te Whatu Ora

** Iwi authorities involved in the project at the time of this report; not all have chosen to actively participate in the project, but are being kept informed*

Figure 2: Partners to Our Places.

Ngā pū meka mō Toi Moana ki te Rāwhiti

Key facts about the Eastern Bay

Some information about the Eastern Bay that has influenced decision making to date, with a selection of key factors summarised here.

Land management



The Eastern Bay sub-region is

758,900 hectares

Of this, 26.5% is managed by the Department of Conservation. Forestry accounts for another 20%, with the largest areas in southern Whakatāne and Murupara. 22% of the land is Māori freehold land.

**Today, 22%
(169,000 ha)**

of land in the Eastern Bay is Māori freehold land.

The dispossession of land through confiscation and associated land use change has led to the loss of Māori-owned land and, in a lot of cases where land has been given to iwi, this has been in a different location to their traditional rohe.

Population growth

In 2023, the Eastern Bay was home to about

57,000 people

It's projected that around 12,000 more people will live in the Eastern Bay by 2055.

While growing, the overall population is ageing, with a youthful and increasing Māori population proportion.

Those aged
65+ years

will make up 30% of the population by 2053.

Around
52% of the Eastern Bay's population is Māori

with a very different age profile compared to the general population:

The average age of Māori is
26.3 years,

with the largest cohort aged 14 years and younger.



Climate change and natural hazards



The Eastern Bay is susceptible to a wide range of known and mapped natural hazards, most notably flooding from significant river systems, but also coastal processes, landslides and debris flows, tsunami, earthquakes, volcanic eruption and rising groundwater. Many of these hazards will be exacerbated by the effects climate change.

The main townships have flood infrastructure in place to reduce the risk of significant flood events. This flood infrastructure (such as stopbanks and floodwalls) relies on an agreed level of service to help protect existing communities and ensure activities can continue to operate. However, these communities are susceptible to residual risks failure or breach, including from an 'overdesign event' (a flood event that is greater than the level of service the flood infrastructure has been built for). This has been identified as a critical issue for Our Places.

Economic overview

In 2023, the GDP of the Eastern Bay totalled approximately

\$3 billion out of \$20.5 billion for the Bay of Plenty. The economy has distinct industry clusters:

- 37% of jobs in Kawerau are related to manufacturing
- 31% of jobs in Ōpōtiki District are related to agriculture / forestry / fishing
- Whakatāne District jobs are mainly a mix of agriculture / forestry / fishing, healthcare, training and education and retail.
- Whakatāne township is the main, sub-regional centre providing a retail and services hub.

125km of coastline supports thriving boating and aquaculture industries. The aquaculture sector and future aquaculture development in the Ōpōtiki District is predominately iwi led and has intergenerational benefits.

Transport infrastructure, state highways and rail are essential to the flow of Eastern Bay's freight, and people moving between the districts and wider Bay of Plenty region, and to and from the Port of Tauranga.

Eastern Bay is one of the most deprived areas in New Zealand. To help address this, we need to create and connect people with opportunities for quality housing, learning and employment. There is already work underway to support this, but more needs to be done.

He aha te tikanga mō Ō Tātou Tauwāhi?

What does this mean for Our Places - Eastern Bay Spatial Plan?

In summary, new land for housing and businesses that is serviced with infrastructure is required.

There is a need to develop more areas where people can live, work, learn, shop, and engage in recreational activities – but we need to do this safely. This means managing the risks from natural hazards and climate change in existing communities, as well as avoiding climate and hazard-prone locations for future greenfield development. Much of the land in the Eastern Bay is unsuitable for urban-scale development, including areas adjacent to and within the existing townships.

A broader range of housing options is essential. The types of housing needed in the Eastern Bay must accommodate a growing population and an ageing demographic, as well as a youthful and growing Māori population. Providing housing to meet demand can support workforce growth, supporting economic development opportunities. Our Places will back goals of iwi, hapū and land trusts.

Zoned and serviced land needs to support economic growth and offer places for people to live. Continued

infrastructure investment and land use provisions are necessary to enable aquaculture and other primary sector industries like horticulture to expand, as well as achieve a sustainable supply of new housing.

Reliable market connections are crucial. Highway and rail links to the Port of Tauranga are vital to the economic success of the Eastern Bay. Industrial and primary sectors will continue as the cornerstone of economic activity in the Eastern Bay.



Whakatāne Bridge at night



He aha ngā wero me ngā huarahi mō ia Takiwā?

What are the challenges and opportunities that each district faces?

Whakatāne District

- The Whakatāne District could require approximately 3,500 new homes over the next 30 years. The proposed Plan Change 8 - Huna Road (Julians Berry Farm) will add around 110 new houses, but we need a lot more.
- The district faces unique constraints and natural hazards, including susceptibility to flooding, earthquakes, and tsunamis. Existing communities need to be protected, and future developments must be planned so risks can be managed.
- The district also has a wealth of natural features to protect when looking to develop, including forests like Te Urewera, renowned beaches like Ōhope, and rivers like the Tarawera, Rangitāiki, and Whakatāne.
- There is no clearly defined place for homes to be built, and due to natural hazard constraints, homes would need to be built inland from the township. There are trade-offs to make between continuing to grow Whakatāne township and seeing more new development further inland at more resilient locations.
- An improved housing supply can enable economic development. Stakeholders have told us that by providing a steady supply of suitable land we hope to increase the wellbeing of the community by unlocking economic opportunities.
- To manage development pressures, we are looking at if we can expand in areas such as Matatā, Awakeri, Tāneatua, Minginui, and Murupara. This would require expanding infrastructure, creating more jobs, and developing new residential areas.
- With a youthful and growing Māori population, papakāinga and Māori-led housing can play an even bigger part of the overall housing supply, enabling more Māori to return to the rohe. A key part of making this happen is ensuring there are strong local career opportunities.



Ōpōtiki District

- If Ōpōtiki grows as projected, with 2,600 more people over the next 30 years, it will need an additional 1,400 houses. However, considering factors such as the increasing trend in building and resource consents, we anticipate that up to 2,300 more houses may be required within the same period. Only a small portion of Māori from local iwi currently live in Ōpōtiki District, but with a potential increase in quality employment opportunities (such as in aquaculture and horticulture), this could enable more people to return back to their rohe.
- The projected demand for housing, as well as the possibility of it being much higher, far exceeds the currently available residential land. This means we would require a large-scale solution to provide safe and affordable housing. It also increases the opportunity for more papakāinga.
- Further residential infill within the township is not encouraged due to flooding risks. However, some infill is already provided for and is managed by the current flood scheme to protect the existing community.
- The Hukutaia Growth Area is viewed as the logical next location to accommodate future growth and address the existing housing shortage. It is resilient to natural hazards and climate change, and offers a large supply of land for housing. Ōpōtiki District Council has committed to developing this area and a plan change will soon commence for the initial stage.
- A significant portion of Ōpōtiki's employment is tied to agriculture and horticulture in rural areas, and the burgeoning aquaculture industry. People prefer to live near their workplaces, making rural residential development an important housing choice.
- With more than 60% of the population being Māori, Papakāinga and Māori-led housing are crucial for meeting the district's housing needs. Māori-owned land provides additional opportunities to meet iwi aspirations and support business and industrial development.
- The best areas to rezone for industrial growth are currently being reviewed by Ōpōtiki District Council.

Kawerau District

- Kawerau District is expected to need approximately 650 additional homes over the next 30 years. There is sufficient infrastructure capacity within the urban residential area to support growth.
- Kawerau District covers 24km² so has limited opportunities for greenfield residential development. Increasing housing in the district will mean intensification of the existing residential area.
- Kawerau's housing and growth strategy commenced more than a decade ago, enabling some 170 new residential dwellings. This includes Stoneham Park, which will be critical in delivering housing. Future increases in housing will still be required to attract workers to live in the town.
- The Putauaki Trust Industrial Zone now has the potential to expand in the future, supported by two boundary reorganisations between Kawerau and Whakatāne District Councils, ensuring that Kawerau remains the prime location as the industrial centre of the Eastern Bay.
- There are also areas of residential zoned, Māori-owned land that could provide opportunities for papakāinga and Māori-led housing option

Putauaki Trust Industrial Zone, Kawerau



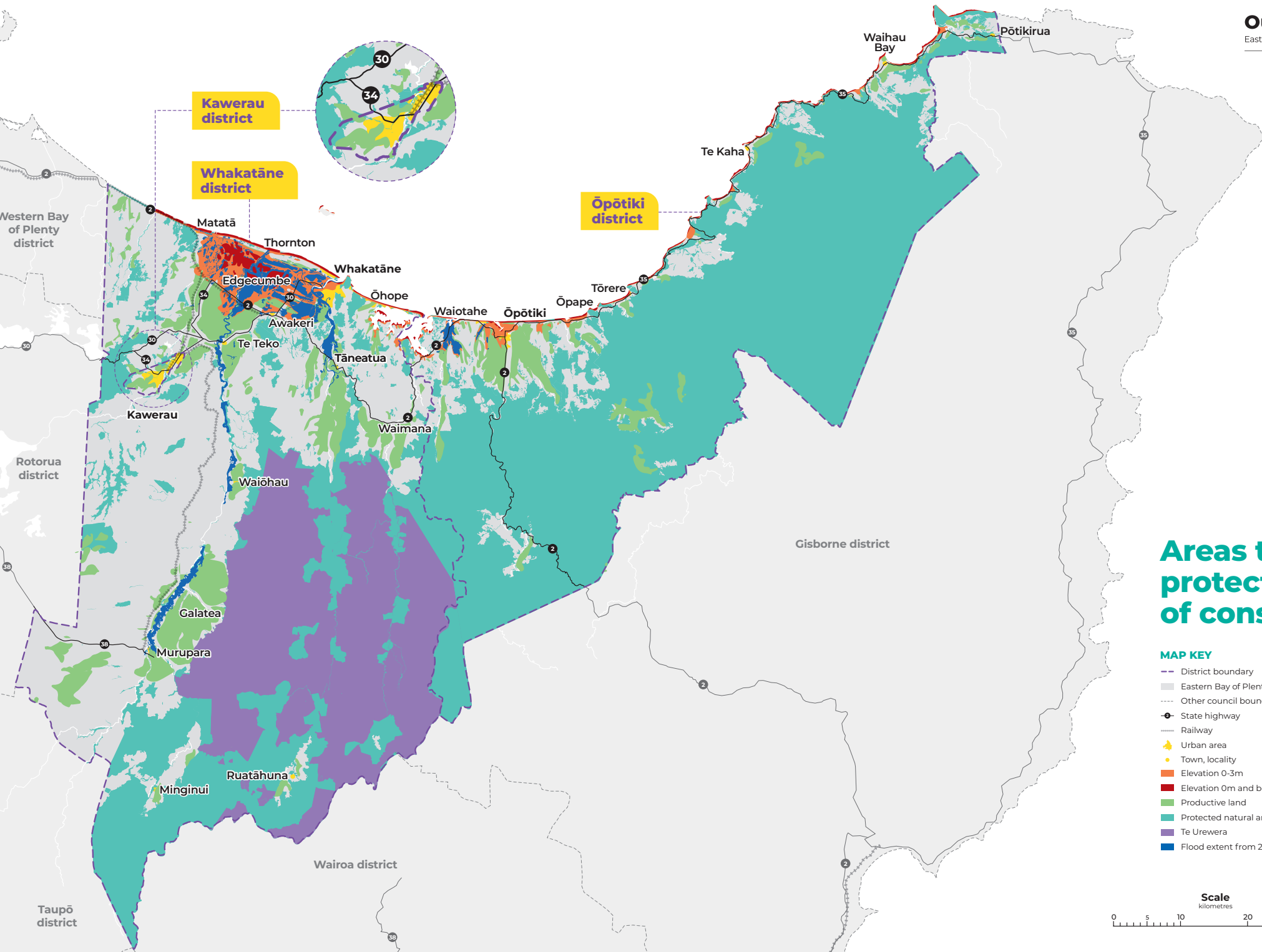
Ngā tauwāhi hei tiaki me ērā kei te mahere whenua kōpiri

Areas to protect and of constraint map

The map on the following page shows a high-level summary of the environmental constraints and opportunities within the Eastern Bay that relate to development.

This helps us understand where it could be unsafe to develop or where we could need to consider development carefully. Areas where most people would want to live have constraints that need to be managed or avoided.

This information has been used to help inform our draft recommendations about where we could grow for the future.



Areas to protect and of constraint

MAP KEY

- District boundary
- Eastern Bay of Plenty sub-region
- Other council boundaries
- State highway
- Railway
- ★ Urban area
- Town, locality
- Elevation 0-3m
- Elevation 0m and below
- Productive land
- Protected natural areas
- Te Urewera
- Flood extent from 2004

Scale
kilometres



Taupō district

Wairoa district

Gisborne district

Kawerau district

Whakatāne district

Ōpōtiki district

Western Bay of Plenty district

Rotorua district

Waihou Bay

Pōtikiria

Te Kaha

Matatā

Thornton

Whakatāne

Edgecumbe

Ōhope

Waiotaha

Ōpōtiki

Ōpape

Tōrere

Awakeri

Te Teko

Tāneatua

Waimana

Waiōhau

Kawerau

Galatea

Murupara

Minginui

Ruatāhuna

He mea whakapū ngā tūmanako a ngā iwi me ngā hapū

Iwi and hapū aspirations are fundamental

More than 50% of the Eastern Bay's population area is Māori and there are 11 iwi, 99 hapū and 92 marae in the area.

The Eastern Bay is rich in culturally significant places, resources and taonga that Māori communities affiliate with. Māori-led housing and economic activities are fundamental to the Eastern Bay. Our Places is working with iwi to document aspirations and identify means to support these. This information is provided as context.

Eleven iwi are present in the Eastern Bay: Ngāitai, Te Whānau ā Apanui, Ngāti Porou and Whakatōhea, Ngāti Makino, Ngāti Manawa, Ngāti Rangitahi and Ngāti Whare, Tūhoe, and Ngāti Awa and Ngāti Tūwharetoa ki Kawerau.

Iwi in the Eastern Bay are active local investors, which opens the potential to enter a time of rapid economic growth through development opportunities across a range of sectors, including aquaculture, horticulture, tourism, timber and wood processing, water bottling, dairy processing, renewable energy, and others.

With increasing economic activity, housing and business land to keep up with demand is essential to achieving economic aspirations. Papakāinga, multi-generational housing and marae communities can be part of innovative solutions to meet community and housing needs. Transport connections to bring products and services to market is essential.



Figure 3: Themes from previous tangata whenua engagement and iwi management plans.

Te 30 tau e ara mai nei: E hia ngā whare, pēhea hoki te nui o te whenua pakihi e hiahiatia ana ki Toi Moana ki te Rāwhiti?

The next 30 years: How many houses and how much business land does the Eastern Bay need?

The National Policy Statement on Urban Development (NPS-UD) requires that Eastern Bay councils provide land for projected demand for residential and business development, while ensuring communities are resilient to the effects of climate change.

Recent consultation on economic development opportunities points to housing supply and suitability as a main constraint to economic opportunities in the Eastern Bay.

A steady long-term supply of resilient, zoned and serviced residential land is critical to our long-term success because it can improve housing affordability, unlock constraints to economic growth and better meet the needs of an ageing population.

Projections show:

- It's most likely around 12,000 more people will call the Eastern Bay home by 2055 .
- These people will need around 5,500 new houses (around 3500 in Whakatāne, 1400 in Ōpōtiki¹, and 650 in Kawerau).

- Similarly, employment is expected to increase from about 21,000 in 2022 to 25,000 by 2055.
- The actual change could be different and this requires ongoing monitoring.

New greenfield development areas are necessary to meet the scale of projected demand and provide certainty of supply over time. Where this can happen is constrained by natural hazards, land ownership and existing uses.

Infill, papakāinga and rural residential developments have been looked at and are important sources of housing supply, but the amount of housing and its timing from these sources are unknown.

Papakāinga development and Māori-led housing could be a much larger proportion of the housing mix in the coming decades, and the scale of its successful delivery could affect timing of demand for conventional housing.

Most commercial land can be accommodated in existing townships (with some new land area

needed close to Whakatāne township). The Putauaki Trust Industrial Zone in Kawerau is the focus for large-scale industrial activities, with additional land needed around Ōpōtiki District and eastwards up the coast.

Table 1: Projected demand for housing and business land 2023-2055.

Activity type	Approximate demand 2023-2055
Residential	5,500 dwelling units
Commercial and business services	26 ha or more
Industrial and manufacturing	60 ha or more

¹ While projections indicate a possible future requirement for 1,400 new dwellings in Ōpōtiki District, Ōpōtiki District Council is aware of aspiration for closer to 2,300 dwellings in the coming decades based on building consent and resource consent trends.

Hospital Hill in the proposed Hukutaia development area, which could see between 1,000 to 2,000 or more homes developed by 2055.





Me pēhea e tutuki ai ngā whenua whakatū whare, pakihi hoki hei te 30 tau e ara mai nei?

How can we meet the demand for residential and business land for the next 30 years?

One of the important decisions we need to make is about where new urban development could happen. We can then work on how to make it happen.

Based on the information we have, including projected population growth, environmental constraints and key areas for economic development, three high-level scenarios were created to support discussions on how we could accommodate current and future needs.

Below is a summary of the three scenarios. The draft Scenarios and Development Options Report sets out the rationale and explains how specific locations were assessed for suitability for development.

Scenario 1



Resilient greenfield areas

Provide a long-term supply of housing and business land in a series of new greenfield areas: Matatā, Awakeri, Hukutaia.

There would be a low level of residential infill and a low level of rural residential development.

(Preferred option)

Scenario 2



Un-serviced rural residential focus

Enable demand for housing to shift into rural locations, with a relaxed regulatory approach (and avoiding highly productive land and areas prone to natural hazards).

There would be a high level of rural residential development. Over time this could encourage a high level of infill and intensification of townships and villages.

Scenario 3



Growth outside the sub-region

Demand shifts out of Whakatāne and Kawerau to Western Bay of Plenty and Rotorua because there are no new greenfield areas and rural residential development is not enabled.

There would be a low level of rural residential development. Over time this could encourage a high rate of intensification and infill of townships and villages because there are few other options for housing growth in the districts.

Ngā arotau e takunetia ana ka ōrite ki ia tauira

What we expect to be the same in each scenario

There are some things that would be the same across all scenarios. These are listed below and may change.

- **Papakāinga and Māori-led housing enabled to meet aspirations, with servicing on a case-by-case basis subject to funding.**

Papakāinga and other housing developments on Māori land enable whānau to live and work, and be connected to their whenua, resources and tikanga. It can allow Māori landowners to move back and live on their whenua and has potential to become a much larger overall component of the Eastern Bay's housing supply.

- **Infill development within townships is not seen as a large-scale source of housing supply.**

This is because some townships are affected by the residual risks posed by river systems, climate change and/or natural hazards and, overall, there is not likely to be enough space to fit in all the houses we would need.²

- **Some communities are planned to grow in all scenarios because these aspirations have been clearly expressed by project partners and some are already in various stages of planning.**

- Kawerau: Stoneham Park Residential Development is an approved development for 104 houses.
- Ōpōtiki: Hukutaia Growth Area will happen. It has been consulted on before and planning is well underway.
- Whakatāne:
 - » Plan Change 8: Making Room to Grow (Huna Road - 175-plus dwellings) may be approved for development.
 - » Minginui: Assumed to grow by around 50-plus dwellings.
 - » Murupara: Assumed to grow by around 300-plus dwellings.
 - » Tāneatua: Assumed to grow by 250-plus dwellings.
 - » Matatā: A minimum of 100-plus new dwellings enabled, but this could be much more if a larger wastewater treatment service can be provided.

.....
² Kawerau is the exception as it is not constrained broadly by natural hazards related to flooding. While there has been some infill over time and this is expected to continue, it is unlikely to be at a scale to meet demand.



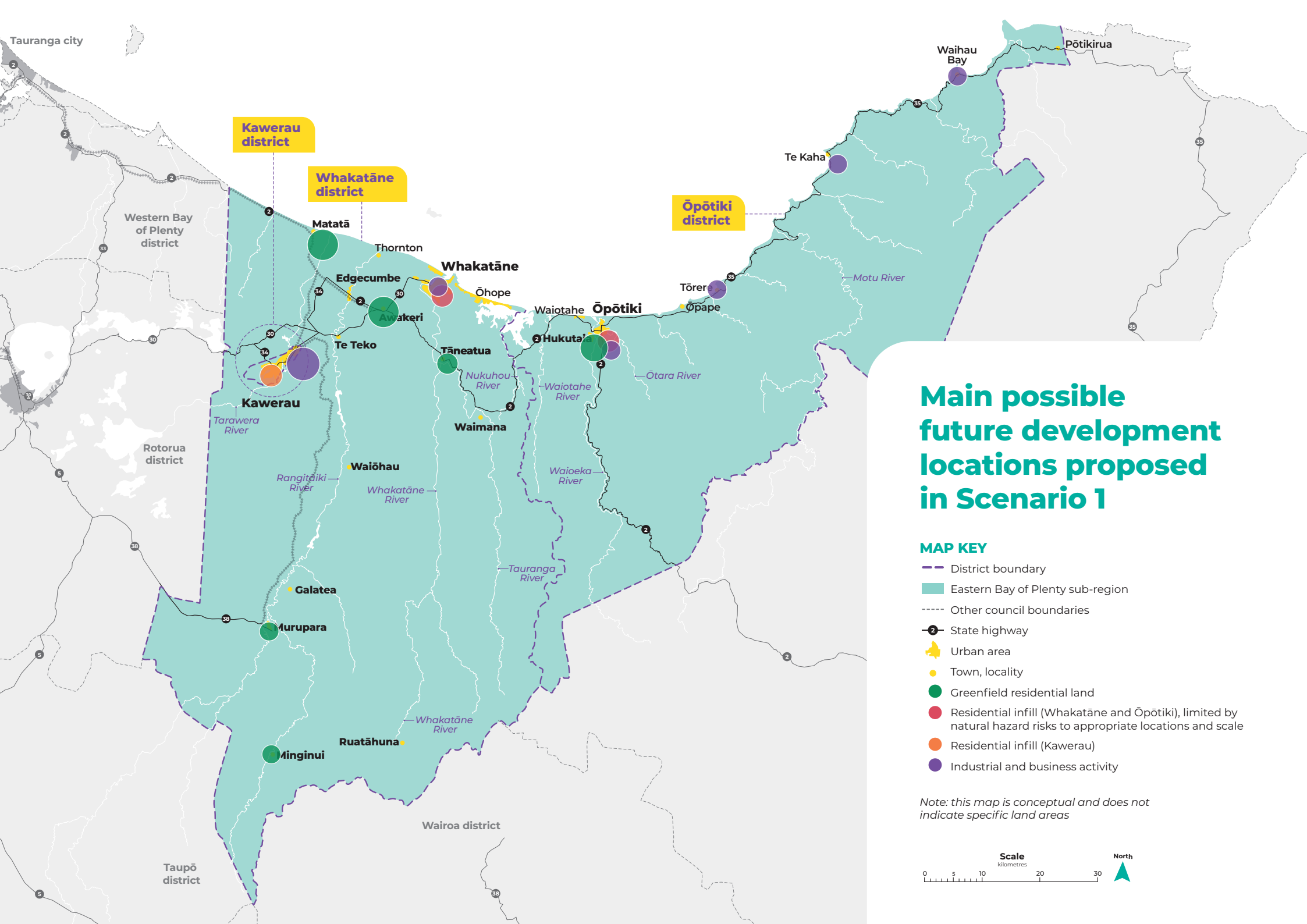
I pēhea i puta ai ki te kōwhiringa papai?

How have we arrived at a preferred option?

To arrive at a draft preferred option, we considered each scenario against the guiding goals. This assessment shows that Scenario 1 could perform the strongest. Each scenario will have different costs and benefits in the short and long term, and more information on this will be considered when developing the spatial plan and related actions.

Table 2: Pros and cons of the scenario options.

Guiding principles	Scenario 1: (preferred option) Resilient greenfield areas	Scenario 2: Un-serviced rural residential focus	Scenario 3: Growth outside the sub-region
<p>Whai hauora me te whakarauora</p> <p>Healthy and healing</p>	<p>Greenfield areas offer the opportunity to design from the ground up. A compact, high-quality design can lead to good environmental performance and improve resilience to climate change and natural hazards.</p>	<p>Environmental impacts from spread out development pattern mean this option would perform worse than Scenario 1.</p>	<p>Less development and less environmental means this option could perform better in the Eastern Bay but would shift impacts into other locations.</p>
<p>Ngā ohaoha toitū, kanorau hoki, e tuku ana i ngā mahi me ngā kaupapa mō te iwi whānui</p> <p>Sustainable, diversified economy providing jobs and purpose for our people</p>	<p>Housing needs can be met locally, and this can support economic / employment growth in the Eastern Bay. Greenfield urban development can avoid and manage conflicts between land uses.</p>	<p>Reverse sensitivity impacts from rural residential uses that are broadly spread through the sub-region can erode rurally based economic activities that are a critical part of the Eastern Bay's economy.</p>	<p>Not providing for housing locally would constrain economic growth over the long term and not lead to improved economic opportunities as housing remains a constraining factor.</p>
<p>Ngā tāngata, ngā hapori me ngā tauwāhi e hono ana, e tōnuī ana, e manawaroa ana hei whakaata i te hītori me ngā tūmanako o tātou katoa</p> <p>Connected, thriving, resilient people, communities & places that reflect our history and aspirations</p>	<p>Scenario 1 is the most likely to meet housing needs locally in the Eastern Bay and offer housing choices that better meet demographic needs and offer more affordable options. Councils can most directly influence housing supply outcomes in this scenario. Expanding smaller villages would change their sense of place and character and require people to travel to main centres for services.</p>	<p>New development would spread into the rural areas meaning that community facilities become harder to provide (less efficient). There could be broad scale visual impacts on the rural landscape, and housing types would not meet demographic housing needs or provide more affordable choices.</p>	<p>Housing would become increasingly harder to come by so people would need to move outside of the sub-region because there is no choice. Communities could be less thriving or socially well-connected over time.</p>

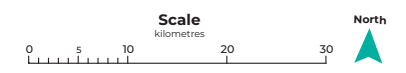


Main possible future development locations proposed in Scenario 1

MAP KEY

- District boundary
- Eastern Bay of Plenty sub-region
- Other council boundaries
- State highway
- Urban area
- Town, locality
- Greenfield residential land
- Residential infill (Whakatāne and Ōpōtiki), limited by natural hazard risks to appropriate locations and scale
- Residential infill (Kawerau)
- Industrial and business activity

Note: this map is conceptual and does not indicate specific land areas



He aha ngā mea kei panoni hei te tau 2055 i raro i te Taura 1?

What could change under Scenario 1 by 2055?

● **By 2055 greenfield residential land** has developed as extensions of established communities:

- Short and medium term: Matatā (east of the existing urban area) grows by up to 1,500 dwellings and Hukutaia develops adjacent to Ōpōtiki township, with capacity of up to 2,000 dwelling units.
- Long term: Awakeri grows by 1,600-plus dwellings, beginning once Matatā was nearly built out. Hukutaia continues to develop.
- Minginui, Murupara, and Tāneatua develop at a pace to meet aspirations and market demand.

● **By 2055 residential infill in Whakatāne and Ōpōtiki townships has been limited by natural hazards.** The Kopeopeo area around Whakatāne is the focus area for infill and it is very limited in other locations in either town.

● **By 2055 residential infill in Kawerau** has been driven by market demand. While there has been no new opportunity for additional greenfield land at Kawerau, there has been steady infill growth.

By 2055 new rural residential development has taken place at a low rate, strongly limited by District Plan rules. [not mapped]

By 2055 papakāinga and Māori-led housing has grown to meet iwi aspirations, becoming a larger part of the overall housing mix, serviced (e.g., water and wastewater) on a case-by-case basis subject to funding. [not mapped]

● **By 2055 new industrial activities** have developed at Putauaki Trust Industrial Zone and Kawerau is the pre-eminent industrial activity area in the sub-region. Additional areas have developed near to Ōpōtiki township and in relation to aquaculture / horticultural activities east of Ōpōtiki township up the coast, including the Te Kaha area.

By 2055 new commercial land has been developed through a small expansion of commercial land near Whakatāne township; existing commercial areas of Ōpōtiki township and Kawerau are more vibrant than they were due to commercial redevelopments and infill, but new commercial development areas are not opened in these places. [not mapped]



He aha te āhua o te tau 2055 ki ngā kainoho i raro i te Taura 1?

What could 2055 look like for residents in Scenario 1?

These personas help us imagine some of the things that could change and what it would be like to live in the Eastern Bay of 2055.



Maia and Ari are a young couple, who have recently shifted into their own home in Awakeri.

Maia says, “We moved into our new house in Awakeri three years ago. It’s in a new subdivision and is still close enough to drive or take the bus (we are on a main bus route) into Whakatāne, where we both work. The housing was a bit cheaper here than in town and better fit our active lifestyle. It’s central to all sorts of fun places – we take our e-bikes along the new shared paths or drive to one of the many great beaches in the area, like Thornton Beach. We also love to mountain bike in the forest and visit the local hot pools.”



Anahera and Rawiri are parents with three children, living in Kawerau.

Rawiri says, “As an electrician I am busy during the week, spending most of my weekdays working in Kawerau at the Putauaki Trust Industrial Zone, going between clients’ businesses. The rest of my time, I am in Awakeri, working on electrical system installs on new homes. The Putauaki Trust Industrial Zone has grown massively in the past 30 years. People come here for work from all over the place – a number live in Matatā or Awakeri. Anahera works part time as an office administrator here in Kawerau and juggles this with caring for our young children. We trade-off who picks up the kids in Kawerau after school – we are lucky that the school is close enough that we can do this during the week.”



Evie is a teenager in Matatā, who goes to secondary school in Whakatāne.

Evie says, “I live with my parents in Matatā. The bus service has gotten much better over the years. On the weekends I catch the bus into Whakatāne to hang out with my friends, or head to the beach in summer. I can also catch the bus to Tauranga from Matatā, and am thinking about studying there once I finish school. More people moving into the area has changed things quite a bit since my parents came here 30 years ago. Town is busier and there are more shops, parks, and things to do here now. I like that Matatā has more for young people now.”



Roger and Mandy moved to Hukutaia when they retired from Auckland.

Mandy says, “We moved down from Auckland a few years ago and haven’t looked back. We ended up buying a new home in Hukutaia because Roger grew up nearby and wanted to be closer to family. There has been quite a bit of development in the area, with many new homes and duplexes being built – even a few townhouses popping up. With the aquaculture industry booming in Ōpōtiki, the town is thriving. We like living in a friendly place where we have been able to make new friends since moving. We also enjoy the active lifestyle and warmer weather down here; the beaches and walks keep us busy. We can access most of the things we need in the Ōpōtiki township and when we need to we travel across to Whakatāne to access anything that isn’t available.”

Ka pēhea ngā mahi hanganga?

What about infrastructure?

Development and infrastructure go hand in hand. The scenarios have been broadly evaluated considering three water systems, transport, community facilities, and constraints of climate change and natural hazards.

Going forward, we will need to continue to balance investment into new areas with investment into existing areas to ensure communities are resilient in the long term. Before we do further work it is important to ensure the strategy is informed by the people of the Eastern Bay.

New greenfield areas (Scenario 1)

- New greenfield areas, such as Scenario 1, would require investment into three waters services, resilience measures (including flood management planning), transportation network changes and community facilities from councils, developers, ratepayers, and builders.
- There is already infrastructure planning underway in Matatā for a new wastewater treatment plant and to enable Hukutaia. This makes Matatā and Hukutaia both quicker opportunities than a completely new development area around Awakeri, which could take longer to plan out, so it could be secondary to Matatā.

- The scale of development at Matatā will be limited by the feasible design of the planned wastewater treatment plant and the extent of natural hazards. If a large-scale treated effluent disposal field is not secured for the Matatā wastewater treatment plant, then this could limit expansion to only several hundred dwelling units. One implication could be that the Awakeri greenfield area would need to be planned to be much larger and need to be done sooner.

Broad-scale rural residential development (Scenario 2)

- In this scenario, it could become more expensive to maintain the transport network as more households rely on the smaller rural roads requiring a higher standard of service, and public transport services would become less feasible to deliver cost effectively.
- While the scenario would mean less costs for local council to provide three waters services, costs for on-site water and wastewater systems are placed on builders and homeowners instead of onto councils – someone still must pay.
- With increased reliance on tanked water for rural residential dwellings, this may increase exposure to climate change risks.

Substantial infill and intensification of Whakatāne or Ōpōtiki townships (Scenario 2 or 3)

- In scenarios 2 and 3, comparatively more infill and intensification of the townships could take place. Kawerau District has three waters network capacity to accommodate projected population growth, but Whakatāne and Ōpōtiki townships would eventually need to upgrade three waters networks depending on the degree of changes.
- Transport network changes would be required to support intensification of these townships, particularly in Whakatāne, which could require investment into urban road improvements and for active modes.
- Because infill in Whakatāne or Ōpōtiki townships possibly raises exposure to natural hazards there could be additional mitigations and costs required to manage risks to existing communities beyond those already required.

E hiahiatia ana kia rongō kōrero i a koe

We want to hear from you

You can influence the future of the Eastern Bay, for you and for future generations.

We have an idea about how and where development can happen, like Matatā, Awakeri or Hukutaia, but need your help to make sure we are on the right track and that we take the right approaches to development.

1. What are your thoughts about where to plan for 5,500 new houses and land for businesses by 2055?

We believe that significantly increasing housing in the Whakatāne and Ōpōtiki townships may not be the best approach due to the risk of natural hazards. While Kawerau could support some infill housing, it won't be enough to meet the demand. This means we need to explore new greenfield areas to accommodate the additional housing required.

What we want to know:

- a. Have we got it right with Scenario 1, and do you agree we are looking at the right places for growth? If not, what would you want us to change or consider?
- b. Have we considered all the important factors? This could be things about the environment, society, economy, culture, or climate change and natural hazards.
- c. If we deliver Scenario 1, what else is important to you for us to take into account? This could be in terms of transport, design, public art, parks, open spaces and community facilities, or how you see these places taking shape.

2. What do you want us to think about and plan for to support your community and other communities across the Eastern Bay?

There are many short-term problems facing us, but this is an opportunity to lift our heads up from the day-to-day and think about what the future of the Eastern Bay could look like.

By better understanding the future expectations of you and your community, we can collectively work towards what is most important to the people of the Eastern Bay.

What we want to know:

- a. What do you value the most about your local community or the wider Eastern Bay?

This could be a place you cherish, like a park or beach, being able to have a short walk to the shops, a great walking pathway nearby, being able to live off the grid or get out into the many natural open spaces we have, or anything else that makes you proud to live where you do.

- b. What do you want to see change? What are the biggest opportunities for improvement that you see?

This could be about the environment, parks and open spaces, or how we travel around and use our streets. We want to hear your ideas about what the future could be.



Te tukanga: Ka pēhea tā mātou waihanga i te mahere pūwāhi?

The process: How will we create the spatial plan?

Once we have heard the feedback from communities, we will finalise the Scenarios and Development Options Report.

From this and other information, we will create a draft Our Places – Eastern Bay Spatial Plan. This will reflect the feedback from the people of the Eastern Bay. A report back on what was heard and what the project did with the feedback is expected to be published by early 2025.

Around mid-2025, we will let people know the draft plan is finished and ready for further feedback. We are aiming to finish Our Places by late 2025.

Once Our Places is created, implementation actions will pinpoint infrastructure needs, outline steps for further investigation and financial and infrastructure planning, and for engagement with local communities and landowners in a more detailed way than a sub-regional planning process can achieve.



Our Places

Eastern Bay Spatial Plan

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