SmartGrowth Housing System Plan

Prepared by: Housing System Working Group

2026

SmartGrowth

Building our futures together

Version control

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An urban growth partnership involving Bay of Plenty Regional Council, Tauranga City Council, Western Bay of Plenty District Council, tāngata whenua and central government. The purpose of SmartGrowth is to take a collaborative and coordinated approach to managing and shaping growth within the western Bay of Plenty sub-region.

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Executive Summary

Housing is fundamental to wellbeing, economic prosperity and healthy communities. Access to safe, secure and affordable housing is increasingly challenging across the Western Bay of Plenty sub-region. Rapid population growth, an ageing population, declining housing affordability, constrained land supply, infrastructure limitations, and growing demand for social and affordable housing are placing increasing pressure across the housing system. These pressures are contributing to rising homelessness, reduced pathways into home ownership, growing reliance on rental housing, and widening housing inequalities.

The SmartGrowth Strategy identifies "Homes for Everyone" as a Transformational Shift and commits partners to targeted actions that strengthen the parts of the housing system facing the greatest challenges. This Housing System Plan (HSP) is a key implementation action under the SmartGrowth Strategy and provides a coordinated, place-based framework for improving housing outcomes across the full housing continuum, from homelessness and emergency accommodation through to affordable rental housing and home ownership.

The HSP recognises that housing outcomes are shaped by a complex system involving government, infrastructure providers, developers, investors, community housing providers, iwi, hapū and Māori land trusts. No single organisation can address housing challenges alone. Achieving meaningful change requires coordinated action, shared evidence, and strong partnerships across all parts of the housing system.

The Plan identifies several key systemic risks facing the sub-region:

- Increasing housing affordability pressures and a growing number of households experiencing housing stress.
- Constraints on housing supply arising from geography, infrastructure, development feasibility, natural hazards and market conditions.
- A growing mismatch between existing housing stock and the needs of changing households, including older people, people with disabilities, seasonal workers and lower-income households.
- Risks to maintaining and growing public housing supply over the long term.
- Persistent housing inequality, particularly for Māori and other groups experiencing housing deprivation.

At the same time, significant opportunities exist to improve housing system performance. National planning reforms, the Government's Going for Housing Growth programme, the Western Bay of Plenty Regional Deal, emerging impact investment initiatives, increasing interest in alternative housing models, and growing opportunities for papakāinga development all provide pathways to strengthen housing outcomes across the sub-region.

In response, the HSP seeks to achieve the following outcomes:

- Reduce homelessness and reliance on emergency housing.
- Increase access to affordable and appropriate housing choices.
- Support pathways to sustainable home ownership.
- Increase the supply of public and community housing.
- Enable housing solutions led by Māori for Māori.
- Improve housing system coordination, monitoring, and decision-making.
- Strengthen the integration of housing, infrastructure, investment and planning decisions.

To deliver these outcomes, the actions identified in the HSP focuses on three priority implementation themes:

Housing System Advocacy

- Building a coordinated voice across SmartGrowth partners to influence national, regional and local policy settings, advocate for investment, and support implementation of housing-related initiatives through mechanisms such as the Housing Investment Plan and the Western Bay of Plenty Regional Deal.

Housing System Advocacy Actions

Action No.	Key Action	Time-frame	Indicative Cost and Funding	Who
1	**Housing Investment Plan** Take steps to ensure that the central government Housing Investment Plan (HIP) takes into account the current state of the housing system in Tauranga/Western Bay of Plenty: • Establish a working relationship with the relevant team(s) in MCERT • Provide information and aligned to the HIP planning cycle	Short	Within existing resourcing	HWG
2	**National, Regional and Local Policy Development** Establish a collective capability to support development of national, regional and local housing-related policy or initiatives: • Achieve recognition by SmartGrowth partners of the HWG as a stakeholder in policy development or initiatives that affect housing delivery • Provide timely, collective responses to policy development consultation requests and opportunities • Provide Housing Delivery advice where requested to inform implementation of the Regional Deal.	Short	Within existing resourcing	HWG

Evidence and Monitoring

- Developing a shared evidence base through a Subregional Housing Story, ongoing monitoring of housing delivery and system performance, and targeted research to support informed decision-making and continuous improvement across the housing system.

Evidence and Monitoring Actions

Action No.	Key Actions	Time-frame	Indicative Cost and Funding	Who
Phase 1 Action				
3	**Subregional Housing Story** Based on existing available data and information, to develop, publish and maintain an annual report on the current state of the housing system in Tauranga/Western Bay of Plenty: • Updated and published annually • Informed by partner research and information. • Highlighting the areas of particular need, including geographic areas of high deprivation. • Targeted towards decision makers in policy, regulatory and impact investment.	Short	Low additional resourcing	HWG
4	**Housing System Improvements** Identify and prioritise barriers to housing delivery outside PDAs and at neighbourhood and/or site level, and provide coordinated advice to SmartGrowth partners and Regional Deal implementation processes: • Quarterly update on housing delivery in the subregion.. • Identify barriers, case examples and next steps to address barriers • Recommend escalation of issues that present a significant risk to housing delivery. • Align reporting with Development Sector Group issues identification	Short	Within existing resource	HWG
Phase 2 Action				
5	**Research Housing for People with Disabilities, including Elders, and Homelessness** Compile research (e.g. working with HWG partners and/or other relevant organisations such as Kāinga Tupu Task Force) to assist with long term delivery • Project scoping and resourcing • Project management	Medium	Moderate project funding required	HWG

Promoting Choice and Affordable Housing

- Supporting greater housing diversity and affordability through intensification, alternative housing tenures, impact investment, stronger partnerships with Community Housing Providers, and initiatives that enable housing delivery on whenua Māori.

Promoting Choice and Affordable Housing Actions

Action No.	Key Actions	Time-frame	Indicative Cost and Funding	Who
	Phase 1			
6	**Promote Residential Intensification** Demonstrate mixed tenures and housing typologies through intensification projects. • Identify and document case studies of successful delivery • Work with developers and media to promote community awareness of successful delivery in practice.	Short	Low additional resourcing	HWG
7	**Support Impact Investment** Promote the use of local impact investment to support delivery of social, affordable to rent and buy housing and housing on whenua Māori: • Identify forums and opportunities in raising HSWG profile and share experience. • Provide a prospectus of housing investment opportunities, aligned with the Subregional Housing Story. • Work with impact investors to understand and resolve investment barriers	Short	Low additional resourcing	HWG
	Phase 2			
8	**Boost Community Housing Provider Capacity** Support existing Community Housing Providers to increase their operational and delivery capacity to participate effectively in contestable funding and delivery processes: • Facilitate collaboration between SmartGrowth partners and CHPs to strengthen strategic alignment, support funding bids, and improve delivery outcomes. • Encourage partnerships between existing CHPs and iwi/hapū rather than creating new delivery entities, to leverage existing expertise, accreditation, and organisational capability.	Medium	Within existing resources	HWG

The HSP is intended as a practical implementation plan rather than a new strategy. It sets out a programme of actions for the next one to three years, supported by longer-term initiatives that will be refined through annual reviews and implementation planning. Success will depend on collaboration across partners, alignment with national and regional initiatives, and a shared commitment to strengthening the housing system for the benefit of current and future communities.

Through collective leadership and coordinated action, the SmartGrowth Partnership can play an important role in helping ensure that the Western Bay of Plenty remains a place where people have access to housing that meets their needs, supports wellbeing, and enables participation in thriving and resilient communities.

1.0 Background and Overview

At the end of 2025, SmartGrowth management and governance (Senior Managers Group, Implementation Group and Leadership Group) confirmed proceeding with an update of the SmartGrowth Sub-Regional Housing System Plan (**"HSP"**) and revival of the Housing System Working Group (**"HSWG"**) to oversee its development and implementation.

1.1 Why we need a Housing System Plan?

The preparation of a Housing System Plan is identified as an action under the SmartGrowth Strategy and its Implementation Plan. Housing is fundamental to wellbeing, and access to safe, secure shelter is a basic human right. The sub-region is not immune to the national housing crisis, as evidenced by a significant increase in social housing register numbers over the past 5 years and a widening affordability gap - reflected in the rapid escalation of house prices and rents, alongside a sustained shift from home ownership towards rental tenure.

The impacts of the housing crisis are felt across the entire community. Housing outcomes are shaped by a complex set of interconnected factors that together form a housing system.

The purpose of the HSP is to articulate the pressures and imbalances within this system and set out targeted actions across the housing key components to restore balance and improve housing outcomes for all.

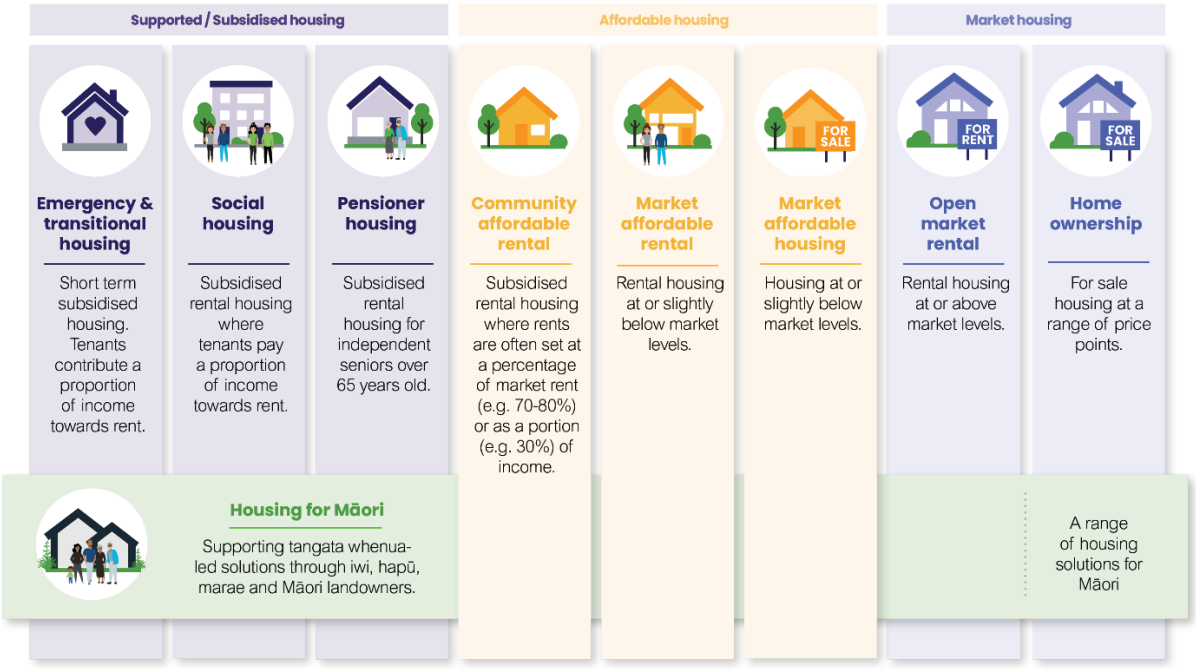
1.2 What is a Housing System?

A housing system is a complex, adaptive network that brings together all elements involved in the provision of homes, including markets, finance, planning frameworks and infrastructure. It operates dynamically through the interactions of government, private developers, and community housing providers, collectively shaping housing supply, affordability, and quality.

The HSP places a strong emphasis on security of tenure, recognising that renting is increasingly a long-term, and for many households, permanent feature of housing in the sub-region.

Figure 1 below illustrates the housing continuum, outlining the range of housing tenure models from emergency housing through to private home ownership.

Figure 1 – Housing Continuum



The HSP is intended to address the full housing continuum, with the overarching aim of ensuring housing options are available to meet diverse needs, from those requiring support to households participating in the private market. While the full housing continuum is within scope, the greatest support is needed at the social housing end of the continuum.

Delivery across the housing continuum relies on the coordinated roles of a range of public, private, and community actors.

Central government plays a strategic role through policy, funding, regulation, and system stewardship, while local government enables housing outcomes through planning frameworks, infrastructure provision, and place-based leadership.

Private developers, investors, and financing partners are critical to increasing housing supply across a range of tenures, particularly within the private market. There is also growing interest from the private investors and impact investors in meeting a diverse housing needs, such as Bay of Plenty Housing Equity Fund who seeks to increase housing availability in sectors underserved by the market and government.

Kāinga Ora, Iwi / Māori Land Trusts and Community Housing Providers (CHPs) play a key role in delivering and managing social and affordable housing, often supporting households with complex or ongoing needs.

Effective collaboration among these players is essential to ensuring the housing system functions as an integrated whole and delivers appropriate, secure, and affordable housing outcomes across the continuum.

1.3 SmartGrowth Partnership's Mandate in Housing System

The SmartGrowth Strategy identifies "Homes for Everyone" as a Transformational Shift:

> *"Targeted actions across all agencies strengthen the segments of the housing system that are facing the most significant challenges."*

This work is a key action within the SmartGrowth Implementation Plan which identifies the delivery of a place-based HSP as a priority to strengthen the segments of the housing system facing the most significant challenges.

The intention of the refreshed HSP is to provide a coordinated sub-regional framework which sets out the targeted actions in identifying, prioritising and addressing housing challenges across the full continuum, from homelessness to home ownership, and align local delivery efforts with the Government's Going for Housing Growth (GfHG) programme. The refreshed HSP will identify the short-term actions for implementation over the next 1-3 years.

HSWG's role is to provide housing expertise and undertake the detailed work required to inform the Implementation Plan. While HSWG carries out this work on behalf of the SmartGrowth Partnership, the governance mandate and strategic oversight remain with SmartGrowth through the Strategy.

1.4 Progress Made to Date

SmartGrowth prepared a Joint Housing Action Plan in 2021, with most of the actions now completed or incorporated into the current SmartGrowth Strategy and Implementation Plan.

In 2023/24, the HSWG subsequently worked on another draft HSP, which provides a foundation for this work, identifying the need for collaborative, delivery-focused actions across agencies, organisations, Māori Land trusts and Iwi and the private sector. The draft 2023/24 plan had not been completed or adopted, with the Working Group going into recess at about that time, amid a number of uncertainties in terms of government policy and partner commitment. The SmartGrowth Strategy contains a detailed section on housing which embeds a number of challenges and key directives from the draft HSP.

The SmartGrowth Strategy is informed by a Housing and Business Development Capacity Assessment (HBA) which was completed in 2022. The HBA analyses housing demand and supply over a 30 year period.

In 2025, the Western Bay of Plenty District Council (WBoPDC) undertook several sub-regional housing research reports including an analysis of the housing market across the continuum. The findings are still up to date and applicable and will inform the refreshed HSP.

National legislative and policy settings have changed over the years, with the forthcoming Planning Act expected to embed the GfHG direction and strengthen the integration of housing, and infrastructure through regional spatial planning.

Local councils and community housing providers continue to advance targeted housing initiatives, including the publication of the Development Trends Report, implementation of the Western Bay 2024 Housing Action Plan, and Tauranga City Council's (TCC) equity reinvestment initiatives to support affordable housing outcomes. TCC is also working with market providers to facilitate intensification within the city centre.

2.0 Housing System Characteristics in the subregion and Impacts

Housing system characteristics encompass the demographic, physical, market, infrastructure, and governance features that shape housing demand, supply, and outcomes across the sub-region. This section describes current housing system conditions in the sub-region and translates them into opportunities and systemic risks. The trends and data referenced are based on research and data analysis undertaken by the WBoPDC for the sub-region in 2025, as well as from the feedback received at the two workshops undertaken by the HSPWG held in April and May 2026.

2.1 Housing System Characteristics

Demographics

- **Strong population growth:** The sub-region has experienced sustained population growth over many decades and currently has a housing shortage. People moving to the sub-region will continue to create high demand for housing.
- **Ageing population and household change:** The sub-region has an older age profile compared with other parts of the region, with household sizes tending to reduce as the proportion of older residents increases. The housing typology does not match the changing household size.
- **Income and affordability pressures:** The gap between median incomes and housing costs is widening. Tauranga has one of the least affordable housing markets in the country[1]. Home ownership rates are declining across the sub-region and are projected to drop further in the future.

Physical and Environment

- **Significant physical constraints:** The sub-region is constrained by the coast to the north and steep terrain to the south, concentrating growth on peninsulas with a narrow urban footprint. Limited ready-to-build land is available in the short to medium term. The Future Development Strategy (FDS) proposes intensification and new greenfields areas to address the housing shortfall. However, it is not clear that this will address housing affordability. Under the current market dynamics, it is unlikely to.
- **Exposure to natural hazards:** Existing and future urban areas are affected by a wide range of mapped natural hazards, including coastal inundation and erosion, flooding, tsunami, liquefaction and landslides, constraining development patterns and increasing resilience requirements. A number of these hazards are exacerbated by climate change.
- **Climate resilience:** Many communities in coastal and flood-prone locations face an uncertain future because of climate change, with rising sea levels and a greater frequency and magnitude of extreme weather events. An increased focus is required on reducing exposure and vulnerability to climate hazards, cutting back greenhouse gas emissions and conserving, enhancing, and restoring local ecosystems and indigenous biodiversity. This has implications for housing policy.

[1] P10 NZ Housing Affordability Report, Cotality, published March 2026.

Policy and Regulatory Settings

- **Evolving national policy direction:** The housing system is operating within an evolving national planning and policy context, with forthcoming planning reform expected to reinforce Going for Housing Growth (GfHG) principles and strengthen integration across housing and infrastructure through regional spatial planning.
- **Review of Social Housing System (RoSH):** The Government is committed to increasing housing supply, boosting home ownership and improving housing affordability in the Country. Cabinet has committed to a multi-year reform programme of the social housing system over the next 3-5 years.
- **Funding and delivery settings shaping outcomes:** Funding remains a critical enabler of housing delivery, with emerging locally driven funding mechanism (e.g. Bay of Plenty Equity Fund) complementing Central Government investment (e.g. Flexible Fund), which under the new investment strategy is increasingly targeted to areas of high housing needs and value for money. TCC Papakāinga Fund was established in May 2026 to assist Māori land trusts to progress their papakāinga feasibility and technical structure plans in the TCC rohe.
- **Changes to income-related rent settings and Accommodation Supplement thresholds:** proposed changes may reshape affordability dynamics, including a proposed increase in the minimum Income Related Rent contribution (from 25% to 30% of income from April 2027) alongside uplifted Accommodation Supplement rates, which together seek to better target support to households in highest need while influencing the balance between incomes, rents, and demand for social and transitional housing.
- **Western Bay of Plenty Regional Deal:** The Deal aims to provide greater certainty for long-term infrastructure investment to unlock land for housing development, aligning central and local government funding with transport delivery to enable housing growth along key urban corridors and support more efficient, integrated urban expansion, subject to implementation and funding decisions.
- **Enabling more Papakāinga housing:** The National Environmental Standards for Papakāinga (NES-P) came into force on 2 July 2026, introducing nationally consistent planning rules that make it easier for Māori landowners to develop papakāinga. It provides a permitted activity pathway for up to 10 residential homes on Māori land (plus associated cultural, community and small-scale commercial activities), overriding more restrictive district plan rules and reducing consenting time, costs and uncertainty to help activate papakāinga supply to the sub-region.

Demand and Supply by Tenure

Public Housing (Emergency and Transitional, Social Housing and Pensioner Housing)

- **Rising and changing demand:** Homelessness and social housing demand are rising, reflected in a growing housing register, greater reliance on emergency and transitional accommodation, and a growing number of people aged 55+ experiencing homelessness. The groups most vulnerable to homelessness in the sub-region are one-parent households, Māori and disabled people.
- **Constrained supply and delivery challenges:** Social housing supply is starting from a low base (less than 2% of total housing stock) compared with other regions which typically have 6-10%. Challenging development economics and funding settings in the sub-region limit delivery, with planned social housing provision by Kāinga Ora and Community Housing Providers remaining low relative to need.

Subsidised Housing (Community Affordable Rental and Market Affordable Rental – assisted rental and assisted home ownership)

- **Highly constrained provision:** The subregion has a limited number of providers delivering affordable rental products, and assisted home ownership programmes have largely ceased, significantly narrowing subsidised housing options for moderate-income households.

Private Housing Market (Home Ownership and Open Market Rental)

- **Ownership-led but changing tenure patterns:** The private housing market in the subregion remains predominantly owner-occupied. Rates of owner occupation are notably higher in Western Bay of Plenty (over 75%) compared with Tauranga (69%). However, current housing supply and market trends point to a structural shift away from ownership, with declining owner-occupation rates and increasing reliance on rental accommodation, particularly within the private rental market.
- **Household characteristics and market preferences:** Owner-occupied housing is characterised by a high concentration of couple-only households, who are more likely to be owner-occupiers and to hold dwellings within family trust arrangements. Market purchasers are not yet demonstrating a strong appetite for downsizing or seeing the value of living smaller but closer to services..

- **Investor-led rental market and affordability pressures:** Private investors play a central role in housing access, with most renter households living in the private rental market—approximately 92.9% in Western Bay of Plenty District and 91% in Tauranga. Housing affordability pressures are evident, with a growing number and proportion of households able to afford ongoing rental costs but unable to transition into home ownership, even at the lower quartile house price – highlighting a narrowing pathway from renting to ownership.

Housing on Whenua Māori (Māori land)

Growing aspirations for Papakāinga: Tāngata whenua were left landless as a result of historic land alienation and raupatu (land confiscation). The dispossession of land and associated changes in land use led to the degradation and loss of cultural heritage and practices, language, and identity, resulting in long-lasting impacts on the intergenerational wellbeing of tāngata whenua. Māori landowners are increasingly seeking to return to their lands and build homes, drawn by the ability to simultaneously address immediate housing needs and broader socio-cultural outcomes for their whānau. With approximately 700 ha of Māori land in the sub-region zoned for papakāinga or urban/residential use, opportunities to progress papakāinga developments are emerging.

- **Under-utilised Māori land and delivery barriers:** Building homes on multiple-owned Māori land is challenging and takes significantly longer than on General Land. Māori landowners must navigate multiple ownership dynamics, complex decision-making and regulatory processes, limited housing choice, and difficulties accessing funding and finance, and infrastructure. The majority of Māori land is zoned and located in rural areas which creates significant servicing and connection issues to infrastructure networks, hindering housing development.**Unlocking papakāinga development in the sub-region:** Both councils in the sub-region already have enabling papakāinga provisions in their district and city plans that are broadly similar to the new NES-P, meaning the local planning framework is well positioned to support papakāinga delivery. Funding and support from both councils is also emerging to assist Māori landowners

with developing papakāinga proposals through Te Keteparaha mō ngā Papakāinga – Māori housing toolkit, feasibility assessments, infrastructure provision and construction, allowing them to move from aspiration to delivery.

Others

- **Limited diversity and unmet specialist needs:** The subregion currently has very limited provision of alternative housing tenures, such as build-to-rent, co-housing and shared ownership, resulting in a narrow range of housing choices outside traditional ownership and private rental models. There are also limited specialist supply in housing designed to meet the needs of people with disabilities, including accessible and adaptable homes for those with more complex requirements, as well as a lack of fit-for-purpose housing options, such as pensioner housing for older people.
- **Seasonal workers and temporary visitor accommodation:** Existing housing stock is being used for seasonal workers and temporary visitor accommodation. The impact of this continues to be explored.

Development Feasibility

- **Constrained market conditions and increased delivery risk:** In the very short term, delivery by the private sector is in a downturn, driven by escalating construction costs, inflationary pressures and elevated land values. These factors collectively weaken development economics, resulting in fewer projects proceeding and increasing delivery risk when market conditions eventually improve.
- **Infrastructure-readiness shaping outcomes:** There is limited supply of new ready-to-build land coming to market in the short to medium term, driven by constraints in the sequencing, funding, and financing of infrastructure. At the same time, existing transport networks are under increasing pressure from rapid population and economic growth, with infrastructure not keeping pace—contributing to congestion and further limiting development capacity.
- **Short-term opportunity alongside long-term uncertainty:** The current private sector downturn presents short-term opportunities for increased social and community housing delivery, with many developers seeking to sell land to Kāinga Ora and Community Housing Providers. However, these opportunities may have long-tail impacts on feasibility and market capacity. Over the longer term, planned intensification and new greenfield development are expected to address some aspects of housing supply shortfall; however, it is not clear that this will address housing affordability. Under current market dynamics, it is unlikely to.
- **Consenting uncertainty constraining development feasibility and delivery performance:** Misalignment and inconsistent requirements between regional and local councils is creating uncertainty and inefficiency within the consenting system. This misalignment leads to extended approval timeframes, increased costs, and reduced predictability for developers. These uncertainties increase risk and has a negative impact on development viability and undermining the system's ability to enable timely and scalable development outcomes.

2.1 What are the Impacts on the Sub-region's Housing System?

Based on the housing system characteristics outlined above, this section summarises the key systemic risks and opportunities affecting the sub-region's housing system. Together, these impacts provide a foundation for the targeted strategies and solutions set out in the HSP.

Systemic Risks

- **Housing affordability pressures:**
  - Rising homelessness, increased demand for transitional accommodation, growing levels of crowding, and increased reliance on renting (particularly private rental) are locking many households into long-term housing stress.
  - A narrowing pathway from renting to home ownership is reducing household resilience and long-term housing stability.
  - Seasonal and essential workers are increasingly at risk of displacement as they are unable to afford to rent or purchase housing within the sub-region.
  - Increase in the cost of building material and infrastructure network services.
  - Increase in housing insurance costs.
- **Supply and demand constraints:**
  - Physical geography, exposure to natural hazards, high land prices and infrastructure-readiness constraints limit short- to medium-term housing delivery.
  - Infrastructure funding and financing is becoming increasingly challenging for councils which has flow on effects for housing supply and the cost of housing.
  - Short term reliance on intensification within the existing urban area faces challenges around declining development feasibility and increased delivery risk.
  - Development feasibility is an ongoing risk for both greenfield and intensification developments.
  - Ongoing community preference for standalone houses may limit acceptance of intensification and smaller housing typologies needed to address supply and affordability pressures.
- **Mismatch between housing typologies and household needs:**
  - There is an increasing mismatch between existing housing stock and changing household needs, resulting in unmet demand for more diverse, inclusive and age-appropriate housing typologies across the housing system.
- **Sustainable tenancy:**
  - Uncertainty in the social housing development pipeline, particularly due to inconsistent long-term funding, may reduce the availability of replacement stock during redevelopment and at lease expiry. This creates a risk of net loss of social housing supply, undermining the system's capacity to sustain tenancies and accommodate displaced households.
- **Entrenched housing inequality:**
  - Ongoing decline in home ownership rates, particularly for Māori (26% compared to 42% nationally).
  - Significant pockets of sub-standard housing persist across the sub-region, resulting in a wide range of negative health, social and economic impacts for households experiencing severe housing deprivation.

Opportunities

- **Planning reform and policy alignment:**
  Forthcoming national planning reforms and reinforcement of GfHG principles provide an opportunity to better integrate housing, infrastructure and spatial planning. Changes to funding and financing tools through the continued work of the National Infrastructure Plan 2026, Flexible Fund and the Incentives for Growth Fund Budget by the Government could allow for greater use and increased funding opportunities.

- **Western Bay of Plenty Regional Deal:** Opportunity for HSWG to adopt an advisory role under the Deal's Housing Delivery workstream, enabling a separate escalation pathway to central government and key housing system actors to address barriers and advocate for system change.

- **Funding and partnership mechanisms:**
  A mix of Central Government investment and local funding tools (e.g. equity funds) may enable more targeted, place-based housing responses.

- **Diversification of housing tenures:**
  Alternative housing models – including build-to-rent, co-housing, shared ownership, assisted rental, pensioner housing, and accessible housing for people with disabilities - represent opportunities to broaden housing choice and improve system resilience.

- **Transition to more climate-resilient urban forms:**
  Intensification and the delivery of 15-minute neighbourhoods as set out in the SmartGrowth Strategy, offer opportunities to improve climate resilience, access to services and long-term housing system efficiency.

- **Identified long-term growth pathways:**
  The SmartGrowth Strategy anticipates intensification and greenfield development as future supply pathways, providing strategic direction for accommodating future growth.

- **Papakāinga development as a long-term system contributor:**
  Whenua Māori presents a significant opportunity for culturally appropriate, affordable housing delivery if planning, funding and infrastructure barriers can be addressed.

3.0 Key Outcomes

This HSP forms part of the priority delivery of the SmartGrowth Strategy Implementation Plan. Building on the Strategy's vision and objectives, it provides a place-based action plan aimed at strengthening the housing system and addressing identified gaps across its various segments. The action plan is structured in two phases - Phase One focuses on immediate actions (1-3 years) to address key systemic risks and realise identified opportunities, while Phase Two (3-5 years) builds on these actions and sets out a pathway for longer-term initiatives.As a priority programme within the SmartGrowth Strategy implementation, the key outcomes of the HSP are directly aligned with the Strategy's relevant vision, objectives, and directives, as outlined below.

- [2]***SmartGrowth vision***: Western Bay - A great place to live, learn, work and play
- ***Four wellbeings objectives***[3] : support papakāinga development on Māori land; and enable/support sufficient housing supply in existing and new urban areas, provide a range of housing types, tenures and price points
- ***Transformational Shift 01***[4] : Homes for Everyone with growth directives for the HSP

> **01.**
> **Homes for Everyone**
>
> The homes and communities we live in are the foundation of our wellbeing. All residents in the western Bay of Plenty sub-region deserve to live in a safe, warm, dry home that they can afford.
>
> Targeting actions across all agencies that will strengthen the segments of the housing system that are facing the most significant challenges. This will be addressed through the Housing System Plan[7].
>
> **Growth Directives:**
>
> - A range of housing types, tenures and price points is provided within all growth areas and Māori land.
> - Public housing supply is increased and aligns the typologies of new and existing housing stock to match the needs of the community.
> - Proactively support the delivery of social and affordable housing in existing urban areas and growth areas.
> - Provide land and infrastructure sufficient to address identified short-, medium- and long-term shortfalls in housing and business development capacity.

- ***Spatial Plan Chapter 07***[5]: Ten housing system growth directives provide a solid foundation for this HSP update
- ***Spatial Plan Chapter 06***[6]***:*** *Urban form and centres promoting a 15-minute neighbourhood*

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[2] P16 of SmartGrowth Strategy 2024-2074
[3] P17 of SmartGrowth Strategy 2024-2074
[4] P18 of SmartGrowth Strategy 2024-2074
[5] P118 of SmartGrowth Strategy 2024-2074
[6] P109 of SmartGrowth Strategy 2024-2074

- ***Connected Centres Growth Senario***[7]***:*** *Two core concepts - urban intensification and access to opportunity*

  Marae as centres and opportunities for whenua Māori: Marae as cultural, social, and economic centres, activating the affordable development of housing on whenua Māori and opportunities for papakāinga (housing, education, social, hauora facilities).

  This approach supports mana whenua practice and exercise of "ahi ka / ahikāroa" being the occupation of the whenua in a new and evolving context, strengthening communities in the face of change.

  Growth Directives:

  -Support and realise tāngata whenua aspirations for Māori land and papakāinga development in urban areas and in the rural environment.

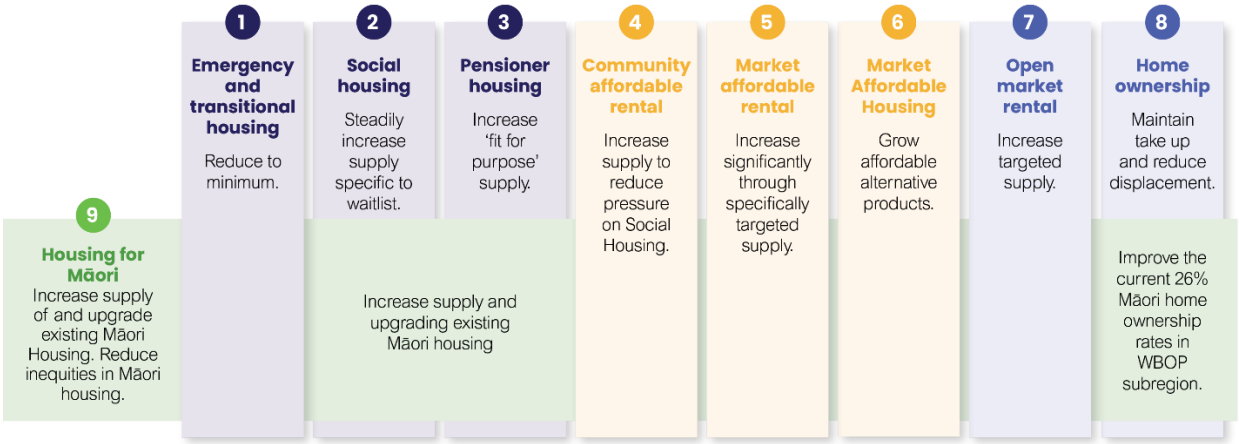
  -Improve access to collectively owned Māori assets in the region for benefit of iwi, hapū and whanau.

The HSP's strategies and actions will be developed in alignment with the SmartGrowth Strategy framework outlined above.

3.1 Outcomes by Housing Segment

Building on the SmartGrowth Strategy framework, Figure 2 below distils the key short-term outcomes for each housing segment, which form the basis for the development of strategies and actions.

Figure 2 – Outcomes by Housing Continuum



[7] P43 of SmartGrowth Strategy 2024-2074

4.0 Critical Strategies

Systemic risks are addressed through defined outcomes, which in turn translate into a set of corresponding strategies to be adopted as part of the HSP. Table 1 illustrates how these risks are translated into the relevant strategies.

Table 1 – Framework for translating systemic risks into HSP outcomes and strategies

Systemic Risk	Outcome by Housing Segment	Corresponding Strategy
• Housing affordability pressures • Supply and demand constraints • Mismatch between housing typologies and household needs	• Reduce homelessness and reliance on emergency housing to minimum • Reduce the number of stressed households • Enable viable pathways to progressive homeownership • Increase the supply of "fit for purpose" housing for seasonal workers	• Strengthen early intervention and prevention pathways to reduce inflow into homelessness. • Support a pipeline of affordable housing supply choice • Expand pathways to sustainable homeownership • Incentivise delivery of under-supplied housing types • Enable targeted interventions for seasonal workers
• Sustainable tenancy	• Steadily increase supply of public housing	• Avoid unintended loss of public housing stock arising from policy and funding decisions
• Entrenched housing inequality	• Increase the supply of fit-for-purpose housing such as housing for elderly and households with special needs	• Enable delivery of diverse and alternative housing typologies

Similarly, identified opportunities are translated into corresponding strategies to be adopted as part of the HSP. Table 2 illustrates this linkage from opportunities to strategies.

Table 2 – Framework for translating opportunities into HSP outcomes and strategies

Opportunity	Outcome by Housing Segment	Corresponding Strategy
• Planning reform and policy alignment • Funding and partnership mechanism • Identified long-term growth pathways • Western Bay of Plenty Regional Deal	• A whole-of-system response across the housing continuum • Increase housing supply • Enable infrastructure that supports housing supply 	• Establish central support / advisory function on housing system • Improve system targeting and outcomes monitoring • Strengthen pipeline visibility and delivery/investment coordination • Establish place-based, delivery-focused partnerships to deliver mixed-tenure communities
Diversification of housing tenures	Addressed under systemic risks Refer to strategies set out in Figure 1	
Transition to more climate-resilient urban forms	• Increase housing supply opportunity 	• Use intensification to improve system efficiency and affordability • Build community acceptance for intensification
Papakāinga development	• Enable Māori-led housing solutions 	• Build capability and capacity within Māori housing providers

Three key themes emerged, reflecting the defined outcomes and the strategies set out in Tables 1 and 2:

- Evidence and Monitoring
- Housing System Advocacy
- Promoting choice and affordable housing

5.0 Key Actions

Actions are the key deliverables of this HSP and are framed to flow from strategic intent into tangible outcomes. These actions have been developed and organised around three key themes (housing system advocacy; promoting choice and affordable housing; and evidence and monitoring), providing a structured pathway for implementation. Together, the themes focus effort on the most pressing issues requiring immediate attention, ensuring actions are targeted, coordinated, and responsive to the key challenges and opportunities within the housing system.

The actions primarily seek to address the critical strategies set out in Tables 1 and 2 in Chapter 4 in terms of addressing systemic risks and embracing opportunities, especially in enabling alternative housing tenures and improving capacity of housing providers.

It should be noted that the actions require a detailed programme, with its own work plan, resource requirements and where necessary, funding assessment.

5.1 Housing System Advocacy

This theme seeks to strengthen the ability of HSWG partners to collectively influence central, regional and local policy settings, including engagement with the Government's Housing Investment Plan and implementation of the Regional Deal's housing initiatives.

This includes building a coordinated and evidence-informed advocacy approach across SmartGrowth partners to better influence policy, funding, and investment decisions that shape housing outcomes in the subregion. A unified voice will enable partners to more effectively articulate shared priorities, communicate system-level challenges, and advocate policy settings that support housing supply, affordability, and choice.

Engagement with central government initiatives, including the Housing Investment Plan and broader housing and urban growth programmes, will be strengthened to ensure that subregional priorities and insights are reflected in national decision-making. This includes proactively identifying opportunities to align local priorities with central government investment and policy directions.

At the regional and local level, partners will work together to ensure alignment between planning frameworks, infrastructure investment decisions, and housing objectives. This includes supporting the implementation of Regional Deal housing initiatives and influencing local planning and funding settings to enable the delivery of strategic housing outcomes.

Collectively, these efforts will enhance HSWG's ability to act as a strategic advocate for the subregion—ensuring that housing system challenges and opportunities are clearly understood and effectively reflected in policy and investment decisions across all levels of government.

Table 3 Actions for Housing System Advocacy Theme

Action No.	Key Action	Time-frame	Indicative Cost and Funding	Who
1	**Housing Investment Plan** Take steps to ensure that the central government Housing Investment Plan (HIP) takes into account the current state of the housing system in Tauranga/Western Bay of Plenty: • Establish a working relationship with the relevant team(s) in MCERT • Provide information and aligned to the HIP planning cycle	Short	Within existing resourcing	HWG
2	**National, Regional and Local Policy Development** Establish a collective capability to support development of national, regional and local housing-related policy or initiatives: • Achieve recognition by SmartGrowth partners of the HWG as a stakeholder in policy development or initiatives that affect housing delivery • Provide timely, collective responses to policy development consultation requests and opportunities • Provide Housing Delivery advice where requested to inform implementation of the Regional Deal.	Short	Within existing resourcing	HWG

5.2 Evidence and Monitoring

Establishing a stronger evidence base is a core priority, supported through the development and ongoing maintenance of a Subregional Housing Story and a structured programme of monitoring and reporting. Together, these activities will strengthen understanding of housing system dynamics across the subregion and support more informed, coordinated decision-making.

The Subregional Housing Story will provide a consolidated and accessible evidence base, drawing together partner data, research, and insights into a coherent narrative. Updated annually, it will present a clear picture of housing system performance, including current and projected demand, supply pipelines, affordability pressures, and the performance of different housing segments. It will also highlight areas of particular need—such as communities experiencing high levels of deprivation—to support more targeted planning and investment decisions across partners.

Building on this shared evidence base, regular (quarterly) monitoring and reporting will track housing delivery against targets and identify key constraints, emerging risks, and system trends. Reporting will include analysis of development activity, infrastructure and funding barriers, planning and consenting challenges, market responses, and policy impacts. Alignment with existing tools such as the Priority Development Areas Tracker and with the Development Sector Group's issue identification processes, will ensure a consistent and coordinated view of system performance and delivery challenges.

Insights from monitoring will support timely and coordinated responses across SmartGrowth partners, including the escalation of critical issues that pose a significant risk to housing delivery. The HSWG will play a central role in synthesising insights, providing coordinated advice to SmartGrowth leadership and Regional Deal processes, and supporting continuous refinement of priorities and actions under the HSP.

The Implementation Plan will be reviewed and updated annually in alignment with SmartGrowth partners' planning cycles, with the ability to undertake mid-cycle updates where required. In addition, targeted research initiatives will be progressed to address key evidence gaps, including research on homelessness, as well as housing provision for people with disabilities and older people. These

initiatives will support the development of more inclusive, fit-for-purpose housing responses and strengthen the overall evidence base guiding long-term system improvements.

Table 4 - Evidence and Monitoring Actions

Action No.	Key Actions	Time-frame	Indicative Cost and Funding	Who
Phase 1 Action				
3	**Subregional Housing Story** Based on existing available data and information, to develop, publish and maintain an annual report on the current state of the housing system in Tauranga/Western Bay of Plenty: • Updated and published annually • Informed by partner research and information. • Highlighting the areas of particular need, including geographic areas of high deprivation. • Targeted towards decision makers in policy, regulatory and impact investment.	Short	Low additional resourcing	HWG
4	**Housing System Improvements** Identify and prioritise barriers to housing delivery outside PDAs and at neighbourhood and/or site level, and provide coordinated advice to SmartGrowth partners and Regional Deal implementation processes: • Quarterly update on housing delivery in the subregion.. • Identify barriers, case examples and next steps to address barriers • Recommend escalation of issues that present a significant risk to housing delivery. • Align reporting with Development Sector Group issues identification	Short	Within existing resource	HWG
Phase 2 Action				
5	**Research Housing for People with Disabilities, including Elders, and Homelessness** Compile research (e.g. working with HWG partners and/or other relevant organisations such as Kāinga Tupu Task Force) to assist with long term delivery • Project scoping and resourcing • Project management	Medium	Moderate project funding required	HWG

5.3 Promoting choice and affordable housing

Enabling greater housing choice and improving affordability across the subregion will require a coordinated, system-wide approach that addresses both the scale and diversity of housing supply. While increasing overall delivery remains critical, it is equally important to ensure that new development responds to a broader range of needs—across different household types, income levels, life stages, and cultural contexts, including housing on whenua Māori. This theme focuses on creating the conditions for a more responsive and inclusive housing system by improving understanding of housing needs, strengthening the evidence base, and addressing systemic barriers that constrain the timely delivery of diverse and affordable housing options.

A key focus is to support more diverse and accessible housing outcomes through a combination of market shaping, capability building, and targeted interventions. This includes promoting successful examples of intensification and mixed-tenure development, strengthening the role of Community Housing Providers, iwi/hapū and Māori land Trust partnerships, and unlocking new sources of capital—particularly through impact investment—to support social and affordable housing delivery. These actions are underpinned by the need for a clearer and more consistent framework to guide housing choice outcomes across the subregion, alongside ongoing identification of policy, funding, and regulatory opportunities. Together, this will support more informed decision-making, ensure interventions are grounded in robust evidence, and enable future housing provision to better reflect diverse community needs.

Table 5 Promoting choice and affordable housing actions

Action No.	Key Actions	Time-frame	Indicative Cost and Funding	Who
	Phase 1			
6	**Promote Residential Intensification** Demonstrate mixed tenures and housing typologies through intensification projects. • Identify and document case studies of successful delivery • Work with developers and media to promote community awareness of successful delivery in practice.	Short	Low additional resourcing	HWG
7	**Support Impact Investment** Promote the use of local impact investment to support delivery of social, affordable to rent and buy housing and housing on whenua Māori: • Identify forums and opportunities in raising HSWG profile and share experience. • Provide a prospectus of housing investment opportunities, aligned with the Subregional Housing Story. • Work with impact investors to understand and resolve investment barriers	Short	Low additional resourcing	HWG
	Phase 2			
8	**Boost Community Housing Provider Capacity** Support existing Community Housing Providers to increase their operational and delivery capacity to participate effectively in contestable funding and delivery processes: • Facilitate collaboration between SmartGrowth partners and CHPs to strengthen strategic alignment, support funding bids, and improve delivery outcomes. • Encourage partnerships between existing CHPs and iwi/hapū rather than creating new delivery entities, to leverage existing expertise, accreditation, and organisational capability.	Medium	Within existing resources	HWG