



AGENDA

City Future Committee meeting Tuesday, 18 August 2026

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

Date: Tuesday, 18 August 2026

Time: 9:00 am

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

**Marty Grenfell
Chief Executive**

Terms of reference – City Future Committee

Common responsibility and delegations

The following common responsibilities and delegations apply to all standing committees.

Responsibilities of standing committees

- Establish priorities and guidance on programmes relevant to the Role and Scope of the committee.
- Provide guidance to staff on the development of investment options to inform the Long Term Plan and Annual Plans.
- Report to Council on matters of strategic importance.
- Recommend to Council investment priorities and lead Council considerations of relevant strategic and high significance decisions.
- Provide guidance to staff on levels of service relevant to the role and scope of the committee.
- Establish and participate in relevant task forces and working groups.
- Engage in dialogue with strategic partners, such as Smart Growth partners, to ensure alignment of objectives and implementation of agreed actions.
- Confirmation of committee minutes.

Delegations to standing committees

- To make recommendations to Council outside of the delegated responsibility as agreed by Council relevant to the role and scope of the Committee.
- To make all decisions necessary to fulfil the role and scope of the Committee subject to the delegations/limitations imposed.
- To develop and consider, receive submissions on and adopt strategies, policies and plans relevant to the role and scope of the committee, except where these may only be legally adopted by Council.
- To consider, consult on, hear and make determinations on relevant strategies, policies and bylaws (including adoption of drafts), making recommendations to Council on adoption, rescinding and modification, where these must be legally adopted by Council.
- To approve relevant submissions to central government, its agencies and other bodies beyond any specific delegation to any particular committee.
- Engage external parties as required.

Terms of reference – City Future Committee

Membership

Chair	Cr Marten Rozeboom
Deputy chair	Cr Rod Taylor
Members	Deputy Mayor Jen Scoular Cr Hautapu Baker Cr Glen Crowther Cr Rick Curach Cr Steve Morris Cr Kevin Schuler Cr Hēmi Rolleston Mayor Mahé Drysdale (ex officio) Arthur Flintoff - Tangata Whenua Representative
Non-voting members	(if any)
Quorum	<u>Half</u> of the members present, where the number of members (including vacancies) is <u>even</u> ; and a <u>majority</u> of the members present, where the number of members (including vacancies) is <u>odd</u> .
Meeting frequency	Six weekly

Role

The role of the City Future Committee is:

- To consider strategic issues and opportunities facing the city and develop a pathway for the future.
- To consider Tauranga's strategic responses at a sub-regional, regional, and national level as appropriate.
- To ensure there is sufficient land supply for housing and for commercial and industrial purposes.
- To ensure there is sufficient and appropriate housing supply and choice in existing and new urban areas to meet current and future needs.
- To ensure that Tauranga's urban form and transport system enables, supports and shapes current and future sustainable, vibrant and connected communities.
- To ensure there is a clear and agreed approach to achieve measurable improvement in transport outcomes in the medium to long-term including transport system safety, predictability of travel times, accessibility, travel choice, mode shift and improved environmental outcomes.
- To enable Tauranga's urban centres to thrive and provide a sense of place.
- To ensure that council and partner investments in Tauranga's build environment are economically and environmentally resilient.
- To work with all key partners to enhance, protect and restore (where necessary) the wellbeing of our natural environment and harbour to ensure the people of Tauranga can thrive and enjoy the lifestyle this city provides.

- To review and determine the policy framework that will assist in achieving the desired strategic and operational priorities and outcomes for the city.

Scope

- Development and ongoing monitoring and update of the Western Bay of Plenty Transport System Plan and associated programmes and network operating plans.
- Development and ongoing monitoring and update of the Future Development Strategy and urban settlement patterns, including structure plans as required.
- Development and oversight of urban centres strategies, neighbourhood plans and master-plans.
- Development and oversight of the Compact City programme in support of higher development densities and the provision of a greater range of housing options.
- Development of City Plan changes and related matters for adoption by Council.
- Contribution to matters related to the SmartGrowth Strategy and input to the SmartGrowth Leadership Group.
- Regular monitoring of future strategic and growth-related projects including future strategic transport projects (i.e. projects where the project purpose definition, business case, and funding are yet to be in place).
- Development of strategies, policies, plans and programmes for the medium to long term delivery of social, environmental, economic, cultural and resilience outcomes.
- Ensuring that social, environmental, economic and cultural wellbeings are promoted through all strategic work considered by the Committee.
- Consideration of significant natural hazards risks across the city, as they apply to current and future land-form and built environment.
- Develop, review and approve policies, including as appropriate the development of community consultation material, the undertaking of community consultation, and the hearing of and deliberating on community submissions.
- Develop, review and approve bylaws to be publicly consulted on, hear and deliberate on any submissions and recommend to Council the adoption of the final bylaw. (The Committee will recommend the adoption of a bylaw to the Council as the Council cannot delegate the adoption of a bylaw to a committee.)

Power to Act

- To make all decisions necessary to fulfil the role, scope and responsibilities of the Committee subject to the limitations imposed.
- To establish sub-committees, working parties and forums as required.

Power to Recommend

- To Council and/or any standing committee as it deems appropriate.

Chair and Deputy Chair acting as Co-Chairs

- While the Chair and Deputy Chair of the Committee roles are separately appointed it is the intention that they act as co-chairs.
 - Only one person can chair a meeting at any one time. The person chairing the meeting has the powers of the chair as set out in standing orders and has the option to use the casting vote in the case of an equality of votes.
 - The rotation of the meeting chairs is at the discretion of the Chair and Deputy Chair and subject to their availability, however it is expected that they will alternate chairing meetings when possible.

- When the Deputy Chair is chairing the meeting, the Chair will vacate the chair and enable the Deputy Chair to chair the meeting. The Chair will be able to stay and participate in the meeting unless they declare a conflict of interest in an item, in which case they will not participate or vote on that item.
- The Chair and Deputy Chair will attend pre-agenda briefings and split any other duties outside of meetings, e.g. spokesperson for the Committee.
- The Chair and Deputy Chair will jointly oversee and co-ordinate all activities of the Committee within their specific terms of reference and delegated authority, providing guidance and direction to all members and liaising with Council staff in setting the content and priorities of meeting agendas.
- The Chair and Deputy Chair will be accountable for ensuring that any recommendations from the Committee are considered by the Tauranga City Council.

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1 OPENING KARAKIA

2 APOLOGIES

3 PUBLIC FORUM

3.1 Deputy Mayor Margaret Murray-Benge - Carmichael Road

ATTACHMENTS

Nil

3.2 Kathryn Lellman from Tauranga Arts Festival Trust speaking to Strategy Stocktake - A City that Embraces Events

ATTACHMENTS

Nil

3.3 Kelly Schischka from AIMS Games Trust speaking to Strategy Stocktake - A City that Embraces Events

ATTACHMENTS

Nil

3.4 Surf Life Saving New Zealand speaking to Strategy Stocktake - A City that Embraces Events

ATTACHMENTS

Nil

3.5 Steffi August speaking to pilot driver rest/truck stop in Tauriko.

ATTACHMENTS

Nil

- 4 ACCEPTANCE OF LATE ITEMS**
- 5 CONFIDENTIAL BUSINESS TO BE TRANSFERRED INTO THE OPEN**
- 6 CHANGE TO ORDER OF BUSINESS**

7 CONFIRMATION OF MINUTES

7.1 Minutes of the City Future Committee meeting held on 30 June 2026

File Number: A20758702

Author: Anahera Dinsdale, Governance Advisor

Authoriser: Sarah Holmes, Team Leader: Governance & CCO Support Services

RECOMMENDATIONS

That the Minutes of the City Future Committee meeting held on 30 June 2026 be confirmed as a true and correct record.

ATTACHMENTS

1. Minutes of the City Future Committee meeting held on 30 June 2026



DRAFT MINUTES

**City Future Committee meeting
Tuesday, 30 June 2026**

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13	Closing karakia	12

**MINUTES OF TAURANGA CITY COUNCIL
CITY FUTURE COMMITTEE MEETING
HELD AT THE TAURANGA CITY COUNCIL CHAMBERS, L1, 90 DEVONPORT ROAD,
TAURANGA
ON TUESDAY, 30 JUNE 2026 AT 9:30 AM**

MEMBERS PRESENT: Cr Marten Rozeboom (Chair), Cr Rod Taylor, Deputy Mayor Jen Scoular, Cr Glen Crowther, Cr Steve Morris, Cr Hēmi Rolleston, Cr Kevin Schuler, Tangata Whenua Representative Mr Arthur Flintoff, Cr Rick Curach (*online), Cr Hautapu Baker, Mayor Mahé Drysdale.

IN ATTENDANCE: Marty Grenfell (Chief Executive), Christine Jones (General Manager: Strategy, Partnerships & Growth), Reneke van Soest (General Manager: Operations & Infrastructure), Sarah Omundsen (General Manager: Regulatory & Community Services), Mike Seabourne (Head of Transport), Sarah Searle (Principal Strategic Advisor), Clare Dowthwaite (Principal Strategic Advisor), Andrew Mead (Head of City Planning & Growth), Carl Lucca (Team Leader: Structure Planning), Cayley McLean (Principal Strategic Waste Planner), Claudia Hellberg (Team Leader: City Waters Planning), Wally Potts (Head of City Waters), Anahera Dinsdale (Governance Advisor), Caroline Irvin (Governance Advisor)

EXTERNAL: Oscar Nathan and Richard Faire – Tourism Bay of Plenty
Greg Simmonds and Todd Muller – Priority One

Timestamps are included at the start of each item and signal where the agenda item can be found in the recording of the meeting held on Tuesday 30 June 2026 at Tauranga City Council's YouTube Channel [Part 1](#) and [Part 2](#).

1 OPENING KARAKIA

Cr Hēmi Rolleston opened the meeting with a karakia.

2 APOLOGIES

APOLOGY

COMMITTEE RESOLUTION CFC/26/4/1

Moved: Deputy Mayor Jen Scoular

Seconded: Cr Hēmi Rolleston

That the apology for lateness received from Mayor Mahé Drysdale and Cr Hautapu Baker be accepted.

CARRIED

3 PUBLIC FORUM

Nil

4 ACCEPTANCE OF LATE ITEMS

Nil

5 CONFIDENTIAL BUSINESS TO BE TRANSFERRED INTO THE OPEN

Nil

6 CHANGE TO ORDER OF BUSINESS

Nil

7 CONFIRMATION OF MINUTES

7.1 Minutes of the City Future Committee meeting held on 19 May 2026

COMMITTEE RESOLUTION CFC/26/4/2

Moved: Cr Kevin Schuler

Seconded: Cr Marten Rozeboom

That the Minutes of the City Future Committee meeting held on 19 May 2026 be confirmed as a true and correct record.

CARRIED

8 DECLARATION OF CONFLICTS OF INTEREST

Cr Rick Curach declared a conflict of interest in relation to items 9.3 – Greenfields Growth Planning – Western Corridor and 9.4 Western Corridor Wastewater Servicing Strategy Update and took no part in the discussion or voting on the matter.

9 BUSINESS

Timestamp: Part 1 - 13 minutes

9.1 Strategy Stocktake - Tauranga a te kura - A city that supports business and education

Staff Sarah Searle, Principal Strategic Advisor
Clare Dowthwaite, Principal Strategic Advisor

External Mr Oscar Nathan and Mr Richard Faire – Tourism Bay of Plenty

Mr Greg Simmonds and Mr Todd Muller – Priority One

At 10.07am, Mayor Mahé Drysdale entered the meeting.

COMMITTEE RESOLUTION CFC/26/4/3

Moved: Cr Rod Taylor

Seconded: Deputy Mayor Jen Scoular

That the City Future Committee:

- (a) Receives the report "Strategy Stocktake - Tauranga a te kura - A city that supports business and education".
- (b) Approves removal of "*Te Ha Tapoi - Tourism Strategy 2019-2022*" from Our Direction framework.

Mayor Mahé Drysdale abstained from the vote as he was not present for the full report.

CARRIED

Timestamp: Part 1 – 46 minutes and 40 seconds

9.2 Strategy Stocktake - A well planned city that is easy to move around

Staff Sarah Searle, Principal Strategic Advisor
Ross Hudson, Manager: Strategic Planning and Partnerships, Spaces and Places
Andrew Mead, Head of City Planning & Growth
Christine Jones, General Manager: Strategy, Partnerships & Growth

COMMITTEE RESOLUTION CFC/26/4/4

Moved: Cr Glen Crowther

Seconded: Cr Steve Morris

That the City Future Committee:

- (a) Receives the report "Strategy Stocktake - A well planned city that is easy to move around".

CARRIED

Timestamp: Part 1 – 1 hour and 20 minutes

9.3 Greenfields Growth Planning - Western Corridor

Staff Carl Lucca, Team Leader: Structure Planning
Andrew Mead, Head of City Planning & Growth
Christine Jones, General Manager: Strategy, Partnerships & Growth

At 11:50am, Cr Hautapu Baker entered the meeting.

COMMITTEE RECOMMENDATION

Moved: Mayor Mahé Drysdale

Seconded: Deputy Mayor Jen Scoular

That the City Future Committee:

- (a) Receives the report "Greenfields Growth Planning - Western Corridor".
- (b) Approves staff to continue the following planning activities for Western Corridor growth planning:
 - (i) Keenan UGA: Completing the current feasibility study, including further option development and assessment to respond to the key issues.
 - (ii) Upper Belk UGA:
 - Completing assessment of yield, including options for apportionment between industrial land and housing, and infrastructure costs, to inform the feasibility analysis; and
 - Engaging with WBOPDC on findings to date and opportunities for engagement with WBOPDC councillors.
 - (iii) SmartGrowth development opportunities: continue to work with SmartGrowth partners and key stakeholders to further investigate opportunities in the Western Corridor.
- (i) That no significant costs or staff time are invested in these projects without further sign off from the City Future Committee.
- (c) Notes that staff will report back to the City Future Committee on the outcomes of, and proposed next steps arising from, the work identified in (b)(i) to (iii).
- (d) Attachment 2 can be transferred into the open subject to the landowner / developer making the proposal public, or the matter otherwise being reported in public by Council and/or SmartGrowth.

AN AMENDMENT WAS PROPOSED:

Moved: Mayor Mahé Drysdale

Seconded: Deputy Mayor Jen Scoular

To remove resolutions (b) (ii) and (b) (iii)

For: Mayor Mahé Drysdale, Deputy Mayor Jen Scoular, Cr Glen Crowther and Tangata Whenua Representative Mr Arthur Flintoff

Against: Cr Marten Rozeboom, Cr Rod Taylor, Cr Steve Morris, Cr Hēmi Rolleston and Cr Kevin Schuler

Abstained: Cr Hautapu Baker and Cr Rick Curach

LOST 4/5

The substantive motion was taken in parts.

COMMITTEE RESOLUTION CFC/26/4/5

Moved: Mayor Mahé Drysdale

Seconded: Deputy Mayor Jen Scoular

That the City Future Committee:

- (a) Receives the report "Greenfields Growth Planning - Western Corridor".
- (c) Notes that staff will report back to the City Future Committee on the outcomes of, and proposed next steps arising from, the work identified in (b)(i) to (iii).
- (d) Attachment 2 can be transferred into the open subject to the landowner / developer making the proposal public, or the matter otherwise being reported in public by Council and/or SmartGrowth.

Abstained: Cr Hautapu Baker, Cr Rick Curach

CARRIED

That the City Future Committee:

- (b) Approves staff to continue the following planning activities for Western Corridor growth planning:
 - (i) Keenan UGA: Completing the current feasibility study, including further option development and assessment to respond to the key issues.
 - (ii) Upper Belk UGA:
 - Completing assessment of yield, including options for apportionment between industrial land and housing, and infrastructure costs, to inform the feasibility analysis; and
 - Engaging with WBOPDC on findings to date and opportunities for engagement with WBOPDC councillors.
 - (ii) SmartGrowth development opportunities: continue to work with SmartGrowth partners and key stakeholders to further investigate opportunities in the Western Corridor.

For: Cr Marten Rozeboom, Cr Rod Taylor, Cr Steve Morris, Cr Hēmi Rolleston and Cr Kevin Schuler

Against: Mayor Mahé Drysdale, Deputy Mayor Jen Scoular, Cr Glen Crowther and Tangata Whenua Representative Arthur Flintoff

Abstained: Cr Hautapu Baker and Cr Rick Curach

CARRIED 5/4

That the City Future Committee:

- (b) Approves staff to continue the following planning activities for Western Corridor growth planning:
 - (i) That no significant external costs or further staff time are invested in these projects without further report back and sign off from the City Future

Committee.

For: Cr Marten Rozeboom, Cr Rod Taylor, Mayor Mahé Drysdale, Deputy Mayor Jen Scoular, Cr Glen Crowther, Cr Steve Morris, Cr Hēmi Rolleston, Cr Kevin Schuler and Arthur Flintoff

Against: Nil

Abstained: Cr Hautapu Baker and Cr Rick Curach

CARRIED 9/0

At 12.15pm the meeting adjourned.

At 12:50pm the meeting resumed in open.

Timestamp: Part 1 – 3 hours and 26 minutes

9.4 Western Corridor Wastewater Servicing Strategy Update

Staff Claudia Hellberg, Team Leader: City Waters Planning
Wally Potts, Head of City Waters

COMMITTEE RESOLUTION CFC/26/4/6

Moved: Cr Rod Taylor

Seconded: Cr Hautapu Baker

That the City Future Committee:

- (a) Receives the report "Western Corridor Wastewater Servicing Strategy Update".

CARRIED

Timestamp: Part 1 – 3 hours and 45 minutes

9.5 Quarterly Update - Growth, Land Use Planning & Transport Strategy Projects - June 2026

Staff Andrew Mead, Head of City Planning & Growth
Carl Lucca, Team Leader: Structure Planning
Cayley McLean, Principal Strategic Waste Planner

Attachments

- 1 Presentation_Regional Spatial Plan (A20632377)

10 PUBLIC EXCLUDED SESSION AT 1:50PM

Resolution to exclude the public

COMMITTEE RESOLUTION CFC/26/4/7

Moved: Cr Rod Taylor

Seconded: Cr Hēmi Rolleston

That the public be excluded from the following parts of the proceedings of this meeting.

The general subject matter of each matter to be considered while the public is excluded, the reason for passing this resolution in relation to each matter, and the specific grounds under section 48 of the Local Government Official Information and Meetings Act 1987 for the passing of this resolution are as follows:

General subject of each matter to be considered	Reason for passing this resolution in relation to each matter	Ground(s) under section 48 for the passing of this resolution
Confidential Attachment 2 - 9.5 - Quarterly Update - Growth, Land Use Planning & Transport Strategy Projects - June 2026	s7(2)(i) - The withholding of the information is necessary to enable Council to carry on, without prejudice or disadvantage, negotiations (including commercial and industrial negotiations)	s48(1)(a) the public conduct of the relevant part of the proceedings of the meeting would be likely to result in the disclosure of information for which good reason for withholding would exist under section 6 or section 7
11.1 - Public Excluded Minutes of the City Future Committee meeting held on 19 May 2026	s7(2)(g) - The withholding of the information is necessary to maintain legal professional privilege s7(2)(i) - The withholding of the information is necessary to enable Council to carry on, without prejudice or disadvantage, negotiations (including commercial and industrial negotiations)	s48(1)(a) - the public conduct of the relevant part of the proceedings of the meeting would be likely to result in the disclosure of information for which good reason for withholding would exist under section 6 or section 7

CARRIED

The meeting resumed in open at 2:05pm.

11 BUSINESS CONTINUED

Timestamp: Part 2 – 40 seconds

9.5 Quarterly Update - Growth, Land Use Planning & Transport Strategy Projects - June 2026

Staff Andrew Mead, Head of City Planning & Growth
Carl Lucca, Team Leader: Structure Planning
Cayley McLean, Principal Strategic Waste Planner

COMMITTEE RESOLUTION CFC/26/4/8

Moved: Cr Rod Taylor

Seconded: Cr Hēmi Rolleston

That the City Future Committee:

- (a) Receives the report "Quarterly Update - Growth, Land Use Planning & Transport Strategy Projects - June 2026".
- (b) **Attachment 2** can be transferred into the open to be confirmed when the information is no longer commercially confidential.

CARRIED

At 2.20pm the meeting adjourned.

At 2.25pm the meeting resumed in open/public excluded.

Timestamp: Part 2 – 14 minutes and 20 minutes

9.6 Open Space Provision Policy for adoption for consultation

Staff Vicky Grant-Ussher, Policy Analyst
Sonya McCall, Open Space & Community Facilities Planner
Ross Hudson, Manager: Strategic Planning and Partnerships, Spaces and Places

COMMITTEE RESOLUTION CFC/26/4/9

Moved: Cr Hautapu Baker

Seconded: Cr Glen Crowther

That the City Future Committee:

- (a) Receives the report "Open Space Provision Policy for adoption for consultation".
- (b) Adopts the updated Draft Open Space Provision Policy (draft policy) and Statement of Proposal for consultation incorporating the specific matters:
 - (i) including policy principles (Issue 1: Option 1A and section 4 of the draft policy)
 - (ii) including open space provision standards (Issue 2: Option 2B and Schedule 1 of the draft policy)

- (iii) Option 3B: Allow a bespoke approach anywhere in the city areas that meet a density trigger (for example 30+ lots per hectare) (clause 5.17 in the draft policy)
- (iv) keeping existing quantity standard for open space in greenfield areas but accepting any type of open space provided the open space provision standard and acquisition standards are met and the open space is evenly distributed within an area (Issue 4: Option 4B and clause 5.4 of the draft policy)
- (v) retain the “making the most of what we have” quantity standard for established residential areas but allow targeted acquisition to enable open space provision standards to be met where there are gaps (Issue 5: Option 5B and clause 5.6 - 5.8 of the draft policy)
- (vi) including open space acquisition standards (Issue 6: Option 6B and Schedule 2 of the draft policy)
- (vii) including universal design guidelines as guidance on how to meet accessibility standard (Issue 7: Option 7B and Section 4 of the draft policy)
- (c) Delegates to the GM: Operations and Infrastructure authority to update the draft policy and Statement of Proposal to reflect the decisions made in (b) and any other minor technical changes required prior to consultation.

CARRIED**Attachments**

- 1 Draft Open Space Provision Policy - powerpoint (A20517436)

Timestamp: Part 2 – 1 hour and 2 minutes

9.7 Integrating events into Council's Strategic Framework

Staff Gareth Wallis, Head of Community Hubs, Arts, Heritage & Events
Fiona Nalder, Principal Strategic Advisor

COMMITTEE RESOLUTION CFC/26/4/10

Moved: Cr Rod Taylor

Seconded: Cr Marten Rozeboom

That the City Future Committee:

- (a) Receives the report "Integrating events into Council's Strategic Framework".
- (b) Approves widening the scope of the existing 'Tauranga Matarauui 2023-2033 - Inclusive City Strategy' via:
 - (i) Renaming the existing Strategy to 'Tauranga <translation to come> 2023-2033 – Inclusive and Vibrant City Strategy'.
 - (ii) Adding a sixth goal to the Strategy, focussed on vibrancy, events, and arts and culture.
- (c) Notes that this change will result in the renamed 'Tauranga <translation to come> 2023-2033 – Inclusive and Vibrant City Strategy' acting as the primary strategy for two Community Outcomes ('Tauranga Matarauui – An inclusive city' and 'Tauranga <translation to come> – A vibrant city that embraces events').
- (d) Notes that a report will be brought to the City Future Committee in August presenting

the revised Strategy for adoption, along with an updated Events Action and Investment Plan, a new Major Events Strategic Plan (*exact title TBC*), and a new Event Venues Network Plan.

For: Cr Marten Rozeboom, Cr Rod Taylor, Mayoe Mahé Drysdale, Deputy Mayor Jen Scoular, Cr Hautapu Baker, Cr Glen Crowther, Cr Steve Morris, Cr Hēmi Rolleston, Cr Kevin Schuler and Tangata Whenua Representative Mr Arthur Flintoff

Against: Cr Rick Curach

CARRIED 10/1

Attachments

1 Presentation 9.7 - Events strategy presentation 30Jun26 FINAL

Timestamp: Part 2 – 1 hour and 27 minutes

9.8 Status updates on actions from prior City Future Committee meetings

Staff Christine Jones, General Manager: Strategy, Partnerships & Growth
Reneke van Soest, General Manager: Operations & Infrastructure

COMMITTEE RESOLUTION CFC/26/4/11

Moved: Cr Marten Rozeboom

Seconded: Tangata Whenua Representative Mr Arthur Flintoff

That the City Future Committee:

- (a) Receives the report "Status updates on actions from prior City Future Committee meetings".

CARRIED

12 DISCUSSION OF LATE ITEMS

Nil

13 CLOSING KARAKIA

Cr Hēmi Rolleston closed the meeting with a karakia.

The meeting closed at 3:36pm.

The minutes of this meeting were confirmed as a true and correct record at the City Future Committee meeting held on 18 August 2026.

8 DECLARATION OF CONFLICTS OF INTEREST

9 BUSINESS

9.1 Strategy Stocktake - A Vibrant City that Embraces Events

File Number: A20650545

Author: Sarah Searle, Principal Strategic Advisor
Gareth Wallis, Head of Community Hubs, Arts, Heritage & Events
Michelle Stevens, Event Development Manager
Fiona Nalder, Principal Strategic Advisor

Authoriser: Sarah Omundsen, General Manager: Regulatory and Community Services

PURPOSE OF THE REPORT

1. This is the fifth and final in a series of reports to the City Future Committee that gives an overview of each community outcome, and associated strategies and plans, as part of a strategy stocktake being undertaken by staff leading into the Long-term Plan.
2. Given the introduction (November 2025) of a new community outcome, the report outlines Council's updated strategic approach to events including new content for Tauranga Matarauui: Inclusive and Vibrant City Strategy, an updated Events Action and Investment Plan, and a framework for major events.

RECOMMENDATIONS

That the City Future Committee:

- (a) Receives the report "Strategy Stocktake - A Vibrant City that Embraces Events".
- (b) Adopts a new sixth goal 'A vibrant city' for inclusion within Tauranga Matarauui: Inclusive and Vibrant City Strategy, noting that this goal is focussed on events, arts and culture, and history and heritage (see Attachment 1).
- (c) Approves the recommended updates (see Attachment 2) for inclusion in the Tauranga Event Action and Investment Plan 2027, noting that:
 - (i) updates focus on removing completed or near completed actions and replacing them with next steps (if relevant), and updating timings.
 - (ii) allocation of funding for the Plan will occur via the 2027-37 Long-term Plan decision making process.
- (d) Endorses the 'Eventful City Framework', a strategic approach towards event attraction and prioritisation, which delivers on Action 1a of the Tauranga Events Action and Investment Plan (see Attachment 3).
- (e) Approves, as proposed by the 'Eventful City Framework', development of an anchor events portfolio as the primary mechanism for strategic event prioritisation and investment.
- (f) Notes that the Event Venues Network Plan recommendations (see Attachment 4) will be discussed at a Council workshop in October 2026 to help inform Long-term Plan options and prioritisation approach.

EXECUTIVE SUMMARY

3. As set out in previous Strategy Stocktakes reports to the City Future Committee, undertaking a strategy stocktake is a key element of Long-term Plan ("LTP") planning. The stocktake

reviews all Council Strategies and Action and Investment Plans (“AIPs”) to assess whether they are still fit-for-purpose, determine what level of review (if any) is needed to feed into the LTP, and consider the impacts on LTP prioritisation and spending.

4. The fifth outcome to be presented is “A Vibrant City that Embraces Events”. This outcome differs from those previously covered in that it was introduced more recently (November 2025), with the other outcomes developed as part of the Our Direction strategic framework in 2022.
5. This element of the stocktake therefore does not involve reviewing multiple existing strategies and plans, instead it considers what strategic planning documents are needed to give effect to this outcome and integrate with the existing framework.

Expanded primary strategy

6. On 30 June 2026, the City Future Committee approved widening the scope of the existing Tauranga Matarauui 2023-2032 – Inclusive City Strategy via:
 - (i) Renaming the existing Strategy to ‘Tauranga Matarauui 2023-2033 – Inclusive and Vibrant City Strategy’.
 - (ii) Adding a sixth goal to the Strategy, focussed on vibrancy, events, and arts and culture.
7. This report seeks approval of the proposed content for the new sixth goal of the Strategy (refer to Attachment 1). The sixth goal is titled ‘A vibrant city’. It outlines priorities for Council regarding investment into supporting events, as well as strengthening the Strategy in terms of arts, culture, history and heritage.

Enhanced strategic approach to events

8. Alongside the updated text for Tauranga Matarauui, this report presents work completed to ensure the new community outcome is well-reflected at a delivery level. Three primary pieces of work are being brought to this Committee, and this report recommends the following:
 - approval of an updated Events Action and Investment Plan (EAIP) (Attachment 2)
 - endorsement of an ‘Eventful City Framework’ (Attachment 3), and approval to develop an anchor events portfolio as the primary mechanism for strategic event prioritisation and investment.
9. Work is also underway developing an Event Venues Network Plan (Attachment 4), which in turn will be used to inform budget recommendations for Council consideration via the Long-Term Plan 2027-37. A Council workshop is scheduled for the Event Venues Network Plan on 22 October 2026 and will be followed by a report to Council for decision-making.

Updated Events Action and Investment Plan

10. Updating the EAIP ensures that it remains current and fit-for-purpose ahead of the upcoming LTP planning process. Proposed updates are focused on removing completed or near completed actions and replacing them with next steps (if relevant), and updating timings. The update will also align the EAIP template and content with that of other Action and Investment Plans, as well as including more detail on measures of success.

‘Eventful City Framework’

11. If endorsed by Council, the ‘Eventful City Framework’ will shift Tauranga's approach from funding individual events toward managing a strategically aligned portfolio of events that collectively deliver community, cultural, economic, and destination identity outcomes.
12. The Framework positions events as a strategic tool for delivering city outcomes and proposes Anchor Events as the mechanism through which Tauranga can build a distinctive event identity, and deliver long-term value to the city. Three anchor themes have been identified that reflect the attributes that make Tauranga unique and provide a foundation for building a portfolio of events that the city can become known for over time.

		
Coastal Lifestyle & Beach Energy	Creative Culture	Sport & Active Living
<i>Beach, harbour and ocean-based events that showcase Tauranga's coastal way of life</i>	<i>Arts and cultural events that strengthen Tauranga's creative identity and sense of place</i>	<i>Sporting and mass participation events that activate the city and attract visitors</i>

This is what we choose to become known for

13. Implementation of the Eventful City Framework will provide a clear and coordinated approach to event prioritisation and investment via tools, criteria, partnerships and long-term planning. Over time, implementation of the Framework will result in a strategically aligned event portfolio that strengthens Tauranga's identity, reputation, and community outcomes over the next decade.
14. If the Framework is endorsed by Council, the next steps include reviewing event investment criteria and assessment frameworks, developing a Tauranga Event Attraction and Bid Prospectus, developing a 10-year Event Pipeline and Attraction Plan, and establishing monitoring and reporting frameworks.
15. The Framework does not propose any changes to the Tauranga Western Bay Community Event Fund or the Kaupapa Māori Event Fund.

Financial Considerations

16. The successful implementation of the 'Eventful City Framework' assumes future budgets (FY27/28 onwards) returning to previous funding levels.

FY25/26	FY26/27	FY27/28
\$1,424,999 (actual spend – overspend \$121,250 offset by the Event Reserve)	\$1,216,551 (actual budget, reflects one-off reduction in rates-funding and includes a top-up from the Event Reserve of \$300k)	\$1,459,087 (forecast budget, assumes return to previous funding levels)

Te Ao Māori

17. Council's event staff met with Te Rangapū Mana Whenua o Tauranga Moana Partnership (Te Rangapū) on 30 July 2026 and presented the 'Eventful City Framework'.
18. Based on feedback from Te Rangapū, if Council endorses the Framework, next steps will include incorporating Te Reo Māori as part of the descriptions of the anchor event themes, and specific reference to Māori culture under the 'Creative Culture' theme.

Next Steps

19. If Council passes the recommendations of this report, the next steps are for:
 - Council staff to prepare and present a close out report for the Strategy Stocktake to the next City Future Committee on 13 October 2026.
 - Council to provide further input into EAIP prioritisation via an LTP workshop and the broader LTP process.
 - Council to further consider the Event Venues Network Plan and recommendations via the LTP process.
 - Council staff to finalise the updated EAIP and upload it to Council's website.
 - Council staff to implement the Eventful City Framework.

BACKGROUND

New community outcome

20. At the Council meeting of [18 November 2025](#), Council discussed and agreed amendments to the Community Outcomes, including the merging of two existing outcomes ('A well planned city' and a 'City that we can move around easily') and the introduction of new outcome:
Tauranga <translation to come>¹ - A vibrant city that embraces events. Tauranga is a city that champions events and experiences that enhance vibrancy, connects communities, builds identity and delivers cultural, social and economic benefits for its people.
21. This followed from Elected Member feedback at a City Future Committee Workshop of 24 July 2025, where the strategic framework was discussed, and a desire to elevate the profile and impact of events within the city was agreed.
22. The most directly relevant existing strategic document in the current framework is the Events Action and Investment Plan which is discussed below. The following sections also set out the recommendations for integrating the new outcome into the framework at both a primary strategy and an Action and Investment Plan level.

Primary strategy – new strategic goal

23. On 30 June 2026, the City Future Committee approved widening the scope of the existing Tauranga Matarauui 2023-2032 – Inclusive City Strategy via:
 - (i) Renaming the existing Strategy to 'Tauranga <translation to come> 2023-2033 – Inclusive and Vibrant City Strategy'.
 - (ii) Adding a sixth goal to the Strategy, focussed on vibrancy, events, and arts and culture.
24. The Head of Strategic Māori Engagement, based on external advice, has confirmed that the original Te Reo name for the Strategy, Tauranga Matarauui, encompasses the widened scope of the strategy. Accordingly, the updated name is Tauranga Matarauui 2023-2032 – Inclusive and Vibrant City Strategy.
25. This report seeks approval of the proposed content for the new sixth goal of the Strategy (refer to Attachment 1). The sixth goal is titled 'A vibrant city'. It outlines priorities for Council regarding investment into supporting events, specifically:
 - The development and implementation of a strategic approach towards significant and major events.
 - The development and implementation of an Event Venues Network Plan.
 - Delivery of the Events Action and Investment Plan.
 - Support of the event industry and community via event facilitation and services.
 - Delivery of a strategic event funding programme.
26. Including a sixth goal in the Strategy also provides a valuable opportunity to strengthen the Strategy's focus on arts, culture, history and heritage, alongside events. This recognises that development of Te Manawataki o Te Papa has progressed significantly since Tauranga Matarauui was first developed.
27. Overall, the content of this goal reflects work that is already underway or anticipated (rather than initiating new programmes of work). It provides the missing strategic link between the new Community Outcome and the related events focussed work programme presented by this report, and ensures that Council's significant investment into arts, culture, history and heritage is captured within a strategy.

¹ A new Te Reo name has been identified for the new outcome and will be brought to the City Future Committee for formal adoption in October 2026, following consultation with Te Rangapū Mana Whenua o Tauranga Moana Partnership.

Enhanced strategic approach to events

28. Alongside the updated text for Tauranga Matarauui, this report presents work completed to ensure the new community outcome is well-reflected at a delivery level. Three primary pieces of work are being brought to this Committee, and this report recommends the following:
- approval of an updated Events Action and Investment Plan.
 - endorsement of an 'Eventful City Framework', and approval to develop an anchor events portfolio as the primary mechanism for strategic event prioritisation and investment.
29. Work has also been completed to develop an Event Venues Network Plan, which in turn will be used to inform budget recommendations for Council consideration via the LTP 2027-37.

Updated Events Action and Investment Plan

30. The first [Events Action and Investment Plan](#) (EAIP) was adopted in 2022 and has been considered as part of the LTP strategy stocktake. After four years, it is time to check-in and ensure it remains fit-for-purpose in setting the direction for events in Tauranga.
31. The EAIP is a 'hybrid' Action and Investment Plan that includes strategic directions for events along with an action plan to give effect to this. It was developed with key partners, the events industry and community feedback, and in the absence of overarching direction for events at the time.
32. What has changed since 2022:
- New community outcome – *A vibrant city that embraces events*.
 - Central government interventions in events and in stadium provision. Unknown implications of this at this stage.
 - 2026/27 Annual Plan community feedback indicated events and festivals are a lower priority for Council within the context of rates challenges. This represents a significant change from years of consistent feedback to do more in the events space, and the creation of a new Community Outcome to support this.
 - A reduction in rates funding for events in 2026/27. This is partially offset through the Events Reserve; however, the overall outcome is that there is less funding available for events applying to either the Tauranga Event Fund or the Major Event Fund in the 2026/27 financial year.
 - Ongoing challenges outlined in the EAIP are still relevant including economic uncertainty, cost of living challenges, and regulatory constraints.
33. What the check-in identified:
- The new community outcome, *A vibrant city that embraces events*, provides strong overarching strategic direction. The outcomes and goals within the EAIP are still strategically sound. As a result, the recommended approach is to focus on implementation of actions within available budget and resources to achieve outcomes on the ground.
 - Council's role as an 'enabler' rather than 'event delivery' is well recognised and supported by the community. Council continues to do great work in this space, providing event facilitation and development services for local community events through to major events, event funding, and Council's network of event venues across the city. This is reinforced by event industry feedback received through an annual survey and other mechanisms.
 - Most actions are either embedded in how Council operates, in progress, or near completion. The recommended updated actions focus on next steps, building on significant progress to date.
34. For the complete check in, stocktake, and recommended EAIP updates, see Attachment 2.

Major events – proposed 'Eventful City Framework'

35. Events play a significant role in shaping Tauranga's identity, strengthening communities, supporting local business, and creating opportunities for cultural expression, participation, and connection.
36. While Tauranga benefits from a diverse and active events landscape, there is no overarching framework that clearly articulates how event investment contributes to the city's strategic priorities, or what Tauranga wishes to become known for through events.
37. The EAIP identified this gap and included Action 1a; the development of a major events framework to guide future prioritisation and investment decisions. This report responds directly to that action as well as to recent direction given by elected members.
38. Key considerations related to this gap in direction include:
 - Event investment is not clearly linked to the outcomes it is intended to optimise, making it difficult to demonstrate value, prioritise resources, and understand the collective impact of supported events.
 - The opportunity to continue to build on relationships and collaboration opportunities with organisations involved in delivering events.
39. Following engagement with event organisers, stakeholders, and industry representatives, staff are proposing an 'Eventful City Framework' (the "Framework") that shifts Tauranga's approach from funding individual events towards managing a strategically aligned portfolio of events that collectively deliver community, cultural, economic, and destination identity outcomes.
40. The Framework positions events as a strategic tool for delivering city outcomes and proposes Anchor Events as the mechanism through which Tauranga can build a distinctive event identity, and deliver long-term value to the city.
41. Note the Framework assumes that the base funding for events included in the 2024-34 Long-term Plan remains. The \$500,000 reduction in rates funding for events in 2026/27 has been assumed, for the purposes of the Framework, to be a one-off reduction. If permanent funding cuts are made via the LTP, this would negatively impact on the ability of the Framework to deliver desired event outcomes for the city.
42. The Framework does not replace the existing Tauranga Western Bay Community Event Fund or Kaupapa Māori event funding. Rather, it creates greater clarity around the different roles that events play within the wider ecosystem, and ensures investment is aligned with the outcomes Council seeks to achieve. The Framework also does not constitute approval or selection of individual events.
43. For clarity, the Framework is not a plan consisting of collated actions; instead, it is a strategic approach which will translate into a programme of work focussed on restructuring how Council identifies and supports significant events. It proposes themes which provide a strategic lens through which Anchor Events can be identified and developed, ensuring that the city's event portfolio reflects Tauranga's unique identity, aspirations, and long-term vision.
44. Three anchor themes have been proposed that reflect the attributes that make Tauranga unique and provide a foundation for building a portfolio of events that the city can become known for over time.

		
Coastal Lifestyle & Beach Energy	Creative Culture	Sport & Active Living
<i>Beach, harbour and ocean-based events that showcase Tauranga's coastal way of life</i>	<i>Arts and cultural events that strengthen Tauranga's creative identity and sense of place</i>	<i>Sporting and mass participation events that activate the city and attract visitors</i>

This is what we choose to become known for

45. This report seeks Council endorsement of the Eventful City Framework as the first step in the implementation process. Implementation of the Framework will provide a clear and coordinated approach to event prioritisation and investment via tools, criteria, partnerships, and long-term planning. Over time, implementation of the Framework will result in strategically aligned event portfolio that strengthens Tauranga's identity, reputation, and community outcomes over the next decade.
46. For further information regarding the Eventful City Framework, see Attachment 3.
47. Subject to Council endorsement of the Eventful City Framework, Council staff will progress the following work programme.

Review event investment criteria and assessment frameworks

48. Council staff will review the current Major Event Fund and Tauranga Event Fund criteria, assessment processes, and scoring methodologies to ensure they align with the Eventful City Framework.
49. This work will include:
 - Reviewing funding objectives and desired outcomes
 - Aligning assessment criteria with community outcomes
 - Developing an Anchor Event assessment framework
 - Establishing clear investment principles and performance measures
 - Creating a consistent approach to evaluating social, cultural, economic and reputational outcomes.

Develop a Tauranga Event Attraction and Bid Prospectus

50. Council staff will develop a city-wide event attraction and bid prospectus that clearly articulates:
 - Tauranga's event identity and strategic priorities
 - Anchor Event themes and opportunities
 - City capabilities, venues, and infrastructure
 - Partnership opportunities
 - The value proposition for event rights holders.

51. The prospectus will support event attraction activity and provide a consistent platform for engaging with event owners, promoters, and national agencies.

Develop a 10-year Event Pipeline and Attraction Plan

52. Council staff will work with key partners including Tourism Bay of Plenty, Bay Venues, Priority One, and Major Events New Zealand to identify and map aligned event opportunities over the next ten years.

53. This will include:

- Existing events with Anchor Event potential
- National event attraction opportunities
- International event attraction opportunities
- Major event bidding opportunities
- Future hosting aspirations aligned with proposed Anchor Event themes.

54. The aim is to move from a reactive approach to a proactive event attraction strategy with a visible pipeline of opportunities.

Establish monitoring and reporting frameworks

55. Council staff will develop a measurement framework to evaluate the performance of the event portfolio against agreed outcomes, including:

- Vibrant city outcomes
- Community wellbeing
- Economic impact
- Destination reputation
- Te Ao Māori outcomes
- Environmental sustainability.

56. Annual reporting will be provided to Council on portfolio performance, investment outcomes and progress against the Eventful City Framework.

Event Venues Network Plan – update

57. Goal 6 of the EAIP is to plan for and develop fit-for-purpose event venues and infrastructure. The goal recognises that many existing venues are at capacity, and require compromise and adeptness to deliver quality events. This restricts the ability to grow and respond to demand for most types of events, and impacts the cost of delivering events in our city.

58. The Event Venues Network Plan identifies practical changes that will make indoor and outdoor venues more suitable, accessible, and cost effective for event use, recognising that most event venues are multi-purpose spaces. It focuses on four priorities to guide smarter, more strategic investment:

- make the most of existing indoor and outdoor venues;
- realise the value of current and planned Council investment;
- plan for event provision in growth areas so it's considered from the outset; and
- address long-standing gaps and constraints in indoor event venue provision.

59. Together, these priorities will help strengthen Tauranga's position as *a vibrant city that embraces events*, while recognising the ongoing financial challenges Council is facing.

60. For an overview of the Events Venues Network Plan recommendations, see Attachment 4. The Event Venues Network Plan and recommendations will be discussed with Council at a LTP workshop scheduled for 22 October 2026, with a report to Council to follow the workshop.

STATUTORY CONTEXT

61. The (current) purpose of local government under the Local Government Act 2002 is to “*promote the social, economic, environmental, and cultural well-being of communities, both in the present and for the future*”. Council's strategic framework enables Council to do this, with this report focusing on how strategic planning for, and delivery of, events is integrated within the framework.

62. How Council delivers, plans for and manages events within the city is also impacted by legislation and regulation, particularly the Health and Safety at Work Act 2015 (HSWA), the Resource Management Act 1991 (RMA), and the Sale and Supply of Alcohol Act 2012.

STRATEGIC ALIGNMENT

63. This contributes to the promotion or achievement of the following strategic community outcomes:

	Contributes
We are an inclusive city	✓
We value, protect and enhance the environment	☐
We are a well-planned city that is easy to move around	☐
We are a city that supports business and education	✓
We are a vibrant city that embraces events	✓

64. While events primarily sit under the Community Outcome '*We are a vibrant city that embraces events*', events also strongly support the Community Outcomes, '*We are an inclusive city*' and '*We are a city that supports business and education*'.
65. Events provide opportunities for people of different cultures, ages, abilities, and backgrounds to come together in welcoming, inclusive environments, and deliver economic benefits for businesses and individuals. They attract visitors and contribute to the city's identity.

OPTIONS ANALYSIS

Proposed additions to Tauranga Matarauui 2023-2033 – Inclusive and Vibrant City Strategy

66. Option 1 – adopt the new goal for inclusion within Tauranga Matarauui 2023-2033 – Inclusive and Vibrant City Strategy (RECOMMENDED)

Advantages	Disadvantages
- Delivers an enhanced focus on events, responding to the Community Outcome '<i>We are a vibrant city that embraces events</i>'. - Widens the scope of Tauranga Matarauui 2022-2032: Inclusive and Vibrant City Strategy, which provides a better home for other high-profile and evolving activities, such as Tauranga Museum and Te Manawataki o Te Papa. - Operationalises a previously agreed direction (as per Council decisions made at the 30 June City Future Committee). - Creates a logical and strong connection between the events focussed Community Outcome, and the updated EAIP, Eventful City Framework, and the Event Venues Network Plan.	Adds a new goal to the existing Strategy without completing wide-spread engagement.

67. Option 2 – do not adopt the new goal for inclusion within Tauranga Matarauui 2023-2033 – Inclusive and Vibrant City Strategy (NOT RECOMMENDED)

Advantages	Disadvantages
Allows for consultation to occur on the content of the new goal (noting, however, that the content reflects existing work programmes, rather than driving new projects – as this occurs at an Action and Investment Plan level).	- Does not deliver an enhanced focus on events at a strategic level and does not result in a clear linkage between the new events focussed Community Outcome, strategy, and delivery. - Does not deliver strategic alignment for events (i.e. results in the new community outcome not being well reflected at a strategic level). - Misses the opportunity to ensure the Council's investment into arts, culture, history and heritage (particularly relevant given Te Manawataki o Te Papa) is reflected in a strategy. - Means that Council's previous direction (as given at the 30 June City Future Committee) is not operationalised.

Proposed updates to the Events Action and Investment Plan

68. Option 1 – approve the proposed updates to the Events Action and Investment Plan (RECOMMENDED)

Advantages	Disadvantages
- Ensures the EAIP remains current and fit-for-purpose ahead of the upcoming LTP planning process. - Provides an opportunity to update existing EAIP actions, with completed or near completed actions removed and replaced with next steps if relevant, and timing updated. - Aligns the EAIP template and content with that of other Action and Investment Plans. - Includes more detail on measures of success.	None identified.

69. Option 2 – do not approve the proposed updated to the Events Action and Investment Plan (NOT RECOMMENDED)

Advantages	Disadvantages
None identified.	Results in an EAIP that is partially out-of-date and less relevant for Council and other stakeholders (such as event organisers).

Proposed 'Eventful City Framework'

70. Option 1 – endorse the 'Eventful City Framework' and approve the development of an anchor events portfolio as the primary mechanism for strategic event prioritisation and investment (RECOMMENDED)

Advantages	Disadvantages
• Supports an increased focus on events, aligning with the new Community Outcome <i>'We are a vibrant city which embraces events'</i> • Helps allocate funding and staff resources to events that deliver the greatest overall benefit for Tauranga. • Creates a more distinctive event identity for Tauranga, shifting the city from being a city that hosts events to a city known for particular event experiences and themes. • Long-term strategic investment in anchor events can provide greater confidence for organisers to plan, invest, and grow their events. • May encourage higher-quality event delivery, and attract sponsors and partners. • Supports development of a 10-year event pipeline and attraction strategy, delivering a proactive approach to event attraction rather than reacting to individual opportunities as they arise. • A curated portfolio is more likely to create cumulative economic and reputational benefits than disconnected individual events.	• May result in some events that currently receive funding no longer receiving funding, if they do not align with anchor event priorities. • Requires Council to ideally maintain funding levels as anticipated in the previous LTP (i.e. the temporary \$500k reduction in rates-funded event investment, which occurred in FY2026/27, cannot become permanent without jeopardising the delivery of the 'Eventful City Framework'). • A focus on predefined themes and long-term investment commitments may make it harder to respond to emerging event opportunities. • Investing more heavily in a smaller number of Anchor Events increases exposure if those events underperform, cease operation, or lose relevance.

71. Option 2 – do not endorse the 'Eventful City Framework' and approve the development of an anchor events portfolio as the primary mechanism for strategic event prioritisation and investment (NOT RECOMMENDED – delivers status quo)

Advantages	Disadvantages
• Funding decisions will continue to be made as per current practice, which may be viewed as an advantage by some event organisers. • Retains maximum flexibility for Council to allocate event funding on an ad-hoc basis, allowing Council to more easily support events that do not meet Anchor Event priorities, and to quickly pivot from events which underperform.	• Does not strengthen Council's operational focus on events (misalignment with the increased strategic focus on events provided by the new Community Outcome). • Results in a missed opportunity to build Tauranga's reputation and create a distinctive event identity for the city. • Will not deliver longer term strategic investment in Anchor Events, which in turn may mean that organisers feel less confident planning for, and investing in, future events. • Will not result in development of 10-year event pipeline and attraction strategy.

	• May not deliver the same economic and visitor outcomes as a curated anchor event portfolio. • Event funding is allocated less strategically.
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FINANCIAL CONSIDERATIONS

72. The FY26/27 budget includes a temporary \$500k reduction in rates-funded event investment. While \$300k will be offset through a drawdown of the Event Reserve, the remaining \$200k reduction has been applied across the economic event funding portfolios.
73. The FY27/28 forecast assumes, subject to future Council decisions, that the temporary \$500k reduction in rates-funding for events is not continued and funding capacity is restored to previous levels.
74. FY25/26 includes additional \$121,250 drawn from the Event Reserve.

FY25/26	FY26/27	FY27/28
\$1,424,999 (actual spend – overspend \$121,250 offset by Event Reserve)	\$1,216,551 (actual budget, includes a top-up from Event Reserve of \$300k)	\$1,459,087 (forecast budget, assumes return to previous funding levels)

RISKS AND LEGAL IMPLICATIONS

75. This report has no direct legal implications. It proposes a low risk, resource efficient approach to realignment of Council's existing strategic framework.
76. There are two primary risks for Council to consider:
- If the temporary events funding budget cuts are continued past the current financial year, the ability to implement the 'Eventful City Framework' as planned will be compromised, and the anticipated benefits are unlikely to be fully realised.
 - It is possible that by moving to the proposed approach for prioritisation of event funding, via the 'Eventful City Framework', some existing events may no longer receive the same level of Council support and funding. However, the anticipated benefits of allocating funding via the Framework approach are expected to outweigh any negative side effects.

TE AO MĀORI APPROACH

77. Te Ao Māori is reflected as an integral part of Council's strategic approach, weaving through all aspects of the strategic framework. In the same way, consultation with event organisers found that they view integration of Te Ao Māori into events as essential (rather than perhaps having one of the Anchor Event themes focussed specifically on Māori culture). In particular, the concept of Manaakitanga, how we welcome and host guests to our city, is a crucial part of events planning, and the Events Team already work closely with Iwi and Hapū to facilitate formal welcoming ceremonies as part of significant events.
78. Council's event staff met with Te Rangapū Mana Whenua o Tauranga Moana Partnership (Te Rangapū) on 30 July and presented the 'Eventful City Framework'. Feedback from Te Rangapū indicated they agree that Te Ao Māori needs to be integrated across the Framework, weaving throughout all three themes. However, they would like to see use of Te Reo Māori as part of the descriptions of the themes, and would also like to see specific reference to Māori culture under the 'Creative Culture' theme.
79. If Council endorses the Framework, these additions will be made as part of progressing the Framework. Te Rangapū was also invited to consider whether a representative would like to meet with the Council staff from the Events team on a more regular basis.

CLIMATE IMPACT

80. The decisions of this report have no direct climate implications, however events provide opportunities to implement best practice sustainability regarding waste management, and to promote the environment of Tauranga.

CONSULTATION / ENGAGEMENT

81. Development of the Eventful City Framework has been informed through engagement with key partners, stakeholders, and the events sector, including the 'Event about events' function hosted by the Deputy Mayor in November 2025.
82. Targeted engagement was undertaken with Bay Venues Limited, Tourism Bay of Plenty, and members of the Event Funding Panel (including a Priority One representative) to test the proposed approach, discuss strategic alignment, and consider the implications for future event prioritisation and investment.
83. Council staff also presented and discussed the proposed approach with Te Rangapū Mana Whenua o Tauranga Moana Partnership (as outlined earlier in this report).
84. Internal engagement was also undertaken across relevant Tauranga City Council teams to ensure alignment with wider Council strategies, community outcomes, and city priorities.
85. Three industry workshops were held with event organisers and sector representatives to seek feedback on Tauranga's future event direction, the proposed Anchor Events approach, and the development of a distinctive event identity for the city. These workshops provided valuable insights into the role events play in building community pride, cultural expression, destination reputation, and economic outcomes.
86. Council staff also engaged with TECT Community Trust and sought feedback from relevant industry professionals, including Major Events New Zealand.
87. Feedback from engagement showed strong support for a more strategic and coordinated approach to event investment, greater clarity around prioritisation, and a focus on developing an event portfolio that reflects Tauranga's unique identity, culture, coastal lifestyle, and community aspirations.
88. The feedback received through this engagement process has informed the development of the proposed 'Eventful City Framework' and the recommendation to use Anchor Events as the mechanism for delivering Goal 1, Action 1a of the Tauranga Events Action and Investment Plan 2022–2032.
89. Feedback was also sought on the recommended updates to the EAIP from Tourism Bay of Plenty, Bay Venues Ltd, and Priority One.

SIGNIFICANCE

90. The Local Government Act 2002 requires an assessment of the significance of matters, issues, proposals and decisions in this report against Council's Significance and Engagement Policy. Council acknowledges that in some instances a matter, issue, proposal or decision may have a high degree of importance to individuals, groups, or agencies affected by the report.
91. In making this assessment, consideration has been given to the likely impact, and likely consequences for:
 - (a) the current and future social, economic, environmental, or cultural well-being of the district or region;
 - (b) any persons who are likely to be particularly affected by, or interested in, the decisions; and
 - (c) the capacity of the local authority to perform its role, and the financial and other costs of doing so.

92. In accordance with the considerations above, criteria and thresholds in the policy, it is considered that the decisions are of low significance as they have a strong and logical flow from the previous Council decisions to create a new Community Outcome focussed on events, to widen the scope of Tauranga Matarauui 2023-2032: Inclusive and Vibrant City Strategy, and there are minimal budgetary implications.

ENGAGEMENT

93. Taking into consideration the above assessment, that the decisions are of low significance, and the engagement that has already occurred (see earlier section of this report), officers are of the opinion that no further engagement is required prior to Council making a decision.

NEXT STEPS

94. The next steps as are follows:

- Council staff to prepare and present a close out report for the Strategy Stocktake to the next City Future Committee on 13 October 2026. This will summarise the findings and next steps from the review of all strategies and AIPs, and the finalised strategic framework following the stocktake process. The proposed Te Reo name for the Community Outcome '*We are a vibrant city that embraces events*' will be brought to Council for adoption at this meeting.
- Council to provide further input into AIP prioritisation via an LTP workshop and the broader LTP process.
- Council to further consider the Event Venues Network Plan and recommendations via the LTP process (workshop on 22 October 2026, followed by a Council report).
- If approved by Council, council staff will finalise an updated EAIP as per this report and upload the updated EAIP to Council's website.
- If endorsed by Council, council staff will implement the Eventful City Framework via reviewing event investment criteria and assessment frameworks, developing a Tauranga Event Attraction and Bid Prospectus, developing a 10-year Event Pipeline and Attraction Plan, and establishing appropriate monitoring and reporting frameworks.

ATTACHMENTS

1. **Attachment 1 - Tauranga Matarauui - Draft Goal 6 - A vibrant city** - [↓](#) 
2. **Attachment 2 - Tauranga Events Action and Investment Plan** - [↓](#) 
3. **Attachment 3 - Proposed Eventful City Framework** - [↓](#) 
4. **Attachment 4 - Event Venues Network Plan Overview** - [↓](#) 



A vibrant city

Our goal is to: create a vibrant city that has engaging and diverse events, and meaningful opportunities to connect with the arts, culture, history and our heritage.

Tauranga is a city shaped by its unique natural environment, rich history, diverse cultures and creative spirit. Our residents value these qualities and want to live in a city where arts, culture, heritage and events are visible, accessible and celebrated.

This goal is about creating a vibrant and connected city that honours its past, celebrates its identity, supports creativity and cultural expression, and delivers memorable experiences for residents and visitors.

Tauranga is entering an exciting period of cultural and civic development. Over recent years the city centre has seen an influx in investment, including the development of Te Manawataki o Te Papa, which features a new library and community hub (opening October 2026), museum (opening mid-2028) and an upgraded Art Gallery, Toi Tauranga. The city also continues to build on its reputation as a premier event destination, hosting iconic annual events such as the AIMS Games, as well as national and international performers. These major events are complemented by a city-wide range of local festivals, creative arts experiences and events.

The benefits of arts, culture, heritage and events extend well beyond individual experiences. They create opportunities for people to connect, participate and belong. They help tell the stories of our people and places, strengthen cultural identity, support wellbeing, inspire creativity and learning, and contribute to economic growth through tourism, employment and investment. Together, they help create a city that is distinctive and full of life.

We will:

- **Support events:** carefully targeted investment, well planned use of venues and a focus on events aligned to Tauranga's identity and strengths will deliver economic return, community pride and create opportunities to connect and celebrate.

To achieve this our priorities are to:

- Develop and implement a strategic approach towards the attraction, retention and leverage of significant major events in the city, with a focus on events that connect with the characteristics that make Tauranga unique.

- Develop and implement an Event Venues Network Plan to ensure we make the best use of the venues we have available across the city, and that future investment in venues is targeted and effective.
 - Deliver on the actions prioritised in the Events Action and Investment Plan.
 - Continue to support the event industry to deliver quality and safe events through thorough event facilitation and services.
 - Deliver a strategic event funding programme that attracts, retains, and grows events aligned with Tauranga's identity, strengthens community outcomes, increases visitation and maximises return on Council investment.
- **Support the arts:** together with our creative partners we will support the arts ecosystem across Tauranga, ensuring that our residents and visitors can access high-quality cultural experiences locally.

To achieve this our priorities are to:

- Ensure, via a comprehensive update of the Arts, Culture and Heritage Action and Investment Plan, that priority areas for funding and delivery are identified.
 - Assess, through the Event Venues Network Plan, the arts and cultural infrastructure required to meet the needs of Tauranga's growing population and community aspirations, including the future role and potential redevelopment of Baycourt Community & Arts Centre.
 - Continue to invest in and support public art and street art across the city, with a focus on art that represents and enhances sense of place.
 - Work closely with our creative partners, such as Toi Tauranga Art Gallery, Creative Bay of Plenty and the Incubator, to encourage community engagement with the arts.
 - Support opportunities for local artists, creatives and cultural practitioners to create, present and share their work.
- **Celebrate and showcase our unique history and heritage:** ensuring historic sites across the city are protected, and providing opportunities for residents and visitors to learn about our rich past.

To achieve this our priorities are to:

- Commission, open and activate the Tauranga Museum, with a permanent exhibition space curated to showcase the rich cultural heritage of our region and temporary exhibition spaces which deliver a programme of world-class international and local exhibitions.
- Ensure, via a comprehensive update of the Arts, Culture and Heritage Action and Investment Plan, that priority areas for funding and delivery are identified.
- Work closely with our heritage partners, such as the Elms and the Tauranga Historic Society, as well as with Iwi and mana whenua, to develop a joined-up and integrated approach to heritage management and interpretation, showcasing the unique stories of Tauranga Moana for both the local community and visitors to the city.

Attachment 2: Tauranga Events Action and Investment Plan**2026 progress update****Summary of recommended updates**

AIP section	Pg ref	Recommendations
Outcomes and goals	Pg 1- 17	No changes as these are all still strategically sound. They sit neatly under our new community outcome and primary strategy as providing the next layer of detail on what a <i>vibrant city that embraces events</i> looks like, and what we need to do to make it happen.
Actions Key: Ongoing: BAU Immediate: 2026-2027 Short term: 2027-2029 Medium term: 2030-2033 Long term: 2031 +	Pg 17 -37	Completed or near completed actions – actions removed and replaced with next steps if relevant (applies to actions 1a, 1b, 2d, 3a, 4a, 4b, 4c, 5d, 6a, 6b, 6c, 6d of current AIP). No changes – actions stay the same with refined wording in some places, but intent is the same (applies to actions 2a, 2b, 2c, 3b, 3c, 3d, 5a, 5b, 5c, 6e, 6f, 6g of current AIP). Align the action plan template to other AIPs.
Performance measures	Pg 38	Include more detail on measures of success.
NEW		Align by including a Governance, review and monitoring section to align with other AIPs.

The next section is the recommended updated AIP and includes the 2026 progress update under each goal (*shown in italics – will be removed in updated AIP*).

Amended Action and Investment Plan

Goal 1: Develop a strategic and collaborative approach to priorities and investment in major events and business events

AIP action update:

No.	Actions and programme of work	Proposed timeframes	Indicative cost	Who	Priority
1a.	Endorse the Eventful City Framework and implement as follows: • Review event investment criteria and assessment frameworks. • Develop a Tauranga Event Attraction and Bid Prospectus. • Develop a 10 Year Event Pipeline and Attraction Plan. • Establish monitoring and reporting frameworks.	Short term	\$ Staff time	TCC TBOP Pone BVL	Priority action
1b.	Actively promote Tauranga as a destination for business events.	Ongoing		TBOP Pone	

2026 update:

Development of a major events investment framework (working title is Eventful City Framework) is in progress and has involved input from key stakeholders to help determine what this could look like, and what it needs to achieve.

Tourism Bay of Plenty developed and launched a strategic business events campaign ([Out of the Boardroom and Into the Blue](#)), which encourages corporate groups and conferences to leave traditional, enclosed spaces and host their meetings across Tauranga and the coastal Bay of Plenty.

Changes to 2022 AIP: 1a and 1b complete and next steps included as a new 1a and 1b in the updated AIP.

Goal 2: Support the development and sustainability of the events industry in Tauranga.**AIP action update:**

No.	Actions and programme of work	Proposed timeframes	Indicative cost	Who	Priority
2a.	Build the capacity and capability of the events industry. Share resources and knowledge to strengthen support and connect organisations involved in delivering events.	Ongoing	\$ Staff time	TCC	
2b.	Provide Council's event facilitation and support services to continue to build on our reputation as an event friendly and event enabling city.	Ongoing	\$ Staff time	TCC	
2c.	Play a proactive leadership role in the local and national events landscape, maintaining and developing industry relationships, advocating central government and industry associations to ensure Tauranga is well represented.	Ongoing	\$ Staff time	TCC BVL TBOP Priority One	
2d.	Evaluate benefits of all funds (except Tauranga Western Bay Community Event Fund) using Event Economics.	Ongoing	\$ Funded	TCC	
2e.	Evaluate benefits from community event funds in 2030 and compare to the 2024/2025 baseline information.	Medium term	\$ Unfunded	TCC	

2026 update:

The delivery of capability-building workshops and the sharing of resources with Tauranga's event industry is now an established part of business as usual. The Event Facilitation team curates and delivers a programme of workshops throughout the year, focusing on areas of interest or identified need within the local events community. Examples include an event marketing workshop recently held. A Tauranga event organisers database is maintained and utilised to keep organisers informed of timely and relevant event-related information. Surveys help understand events industry needs and then the work programme responds to this.

Council's event facilitation service is viewed as best practice nationally, with other councils visiting to learn from us on a regular basis. It is essential that we continue to do work in this space as we have a responsibility to ensure events are delivered safely in our city. It also recognises that we have a well-established network of event organisers and services that enable the delivery of quality events, rather than Council being primarily in a delivery role. Council's events team are highly regarded at a national level, providing key input to work undertaken by the New Zealand Events Association.

Council uses Event Economics to capture quality economic and social benefit data on events and was an early adopter of this system. This information allows us to benchmark against other cities, identify event trends over time and most importantly, understand social and economic benefits of our investment decisions.

In 2024/2025 a new extended lite version of Event Economics was used that was tailored specifically for community events. This captured the economic and social benefits for community events and provided a standard data collection methodology across the whole portfolio of funded events. Going forward, additional budget and resources would be required if this was to be implemented every financial year.

Changes to 2022 AIP: 2a, 2b, 2c unchanged. 2d updated to reflect current approach to event evaluation. New action 2e to evaluate community events every five years which is currently unfunded.

Goal 3: Supporting events that reflect and celebrate our people and our places.**AIP action update:**

No.	Actions and programme of work	Proposed timeframes	Indicative cost	Who	Priority
3a.	Work in partnership with community funders to identify collaborative funding opportunities where mutually beneficial outcomes can be achieved.	Ongoing	\$ Staff time	TCC TECT Bay Trust Acorn Foundation WBOPDC	
3b.	Work with iwi and hapu to identify opportunities to grow and develop events that reflect our culture and history, and increase knowledge and understanding of te ao Māori and local stories.	Short term	\$ Staff time	TCC Iwi and hapu	
3c.	Work with mainstreet organisations to identify opportunities to activate centres.	Short term	\$ Staff time	TCC Mainstreet organisations	

2026 update:

Tauranga continues to lead the way nationally with two joint funds to support our community, the Tauranga Western Bay Community Event Fund and the Kaupapa Māori Event Fund. The Kaupapa Māori Legacy Event Fund is a partnership fund with BayTrust, TECT Community Trust, Acorn Foundation and Western Bay of Plenty District Council. Council also funds events through the Tauranga Western Bay Community Event Fund which is a partnership fund with Acorn Foundation, BayTrust, TECT Community Trust and Western Bay of Plenty District Council.

The Eventful City Framework (under development) is key to connecting our community outcomes with event investment and delivery.

While relationships and involvement of iwi and hapu in events and hosting have progressed well, we will continue to build on this.

The City Centre Development Incentive Fund is an example of where we have encouraged more activity in our city centre. We have an established approach encouraging event organisers to liaise with Mainstreets/businesses to find opportunities to leverage events for increased benefits.

Changes to 2022 AIP: 3a complete and removed. 3b, 3c, 3d unchanged.

Goal 4: Improving the promotion and marketing of events to both local and national audiences

AIP action update:

No.	Actions and programme of work	Proposed timeframes	Indicative cost	Who	Priority
4a.	Apply the Tauranga place brand to events in Tauranga.	Ongoing		TBOP TCC	
4b.	Expand functionality of the coordinated events website What's on Tauranga.	Immediate	\$ Staff time	TCC TBOP	

2026 update:

Tourism BOP are working on the Tauranga place brand that builds on the city's strategic direction. This is expected to launch in October 2026.

Since launching in August 2024, What's on Tauranga has become a key channel for event discovery for residents and visitors. Website views increased by 138% year on year, highlighting growing community engagement and demand for a trusted, single source of event information. The platform now plays an increasingly important role in connecting residents and visitors with local events and supporting the visibility of the wider events portfolio.

Events in Tauranga can be promoted free of charge through What's On Tauranga.

For events receiving Council funding, including those supported through Community Event Funds, they are provided with additional promotional support that complements and amplifies the event organiser's own marketing efforts, helping reach wider audiences across the region.

Place activation occurs with major events such as street flags, billboards, banners and airport promotion. This programme of work will align to the major events approach in the future. We do what we can with the budget available – this is a team effort within council, with mana whenua and our key partners, and the community!

Changes to 2022 AIP: 4a and 4b complete or near completion. New 4a and 4b reflect next steps. 4c removed as picked up in 1a.

Goal 5: Become the best host city in Aotearoa**AIP action update:**

No.	Actions and programme of work	Proposed timeframes	Indicative cost	Who	Priority
5a.	Tell our stories – highlight the benefits of events to the city. Help to instil pride in the community and bring them along on the journey.	Ongoing	\$ Staff time	TCC	
5b.	Hold wānanga with iwi and hapū to identify opportunities to incorporate manaakitanga as an authentic and deliberate part of an event experience.	Ongoing	\$ Staff time	TCC	
5c.	Support a city-wide approach where we all celebrate and embrace events. This includes Mainstreet organisations and local businesses, stakeholders acting as event champions, and the community playing a number of roles	Ongoing	\$ Staff time	TCC TBOP	

2026 update:

This is a work in progress with good outcomes based on positive feedback from event organisers and participants that no one else does it like we do in terms of hosting, and from positive media coverage. We will continue to shape this up and take on board recent workshop feedback on this needing to be refined (refer major events work).

The Event Development and Takawaenga teams have established relationships and processes with five local kapa haka rūpū who welcome manuhiri to Tauranga. This is now an established part of how we do business in Tauranga. We connect with Te Rangapū to discuss major events and opportunities for involvement and will continue to build on these AIP actions.

We provide flexibility in the allocation of event funding to recognise opportunities for contributing to the best host city aspiration eg leverage funding for promotion of the city.

Changes to 2022 AIP: 5a, 5b, 5c unchanged. 5d complete and removed.

Goal 6: Plan for and develop fit for purpose event venues and infrastructure**AIP action update:**

No.	Actions and programme of work	Proposed timeframes	Indicative cost	Who	Priority
6a.	Resource management framework – citywide approach to unlock events potential of key sites. Investigate resource consent options including potential alignment with the new RMA framework.			TCC BVL	Priority action
6b.	Baycourt future options			TCC	
6c.	Baypark arena expansion			BVL	
6d.	Community stadium – future consideration to assess feasibility and delivery options.				
6e.	Premier outdoor event venues – develop Bay Oval and Tauranga Domain as premier outdoor event venues, capable of holding events with up to 50,000 people.			TCC Bay Oval	
6f.	Future growth areas – include event infrastructure in planning for Pōteriwhi and Merricks Farm, and open space in future growth areas and where there are current distribution gaps. Include in operational settings eg. event priority bookings in summer.			TCC	

No.	Actions and programme of work	Proposed timeframes	Indicative cost	Who	Priority
6g.	Outdoor event venue improvements: - Historic Village - Soper Reserve - Memorial Park and Jordan Field - Wharepai Domain – underway - Waterfront Reserve North - Coronation Park - Hopukioire (Mt Drury)			TCC	
6h.	Indoor event venue improvements - Cargo Shed - Historic Village			TCC	
6i.	Transport – consider implementing integrated ticketing for major events.			TCC BOPRC	
6j.	Accommodation – identify key gaps in accommodation for major events and business events and determine options for addressing these gaps.			Priority One	
6k.	Conference centre			Priority One	

2026 update:

Current AIP actions reflect the city centre programme of work that was underway at the time. Progress has been made with the development of Tauranga Museum, north waterfront reserve and civic plaza. Major facilities such as Baycourt, Baypark Arena expansion, and the stadium require consideration in the 2027–2037 LTP process.

The Event Venues Network Plan brings indoor and outdoor event venue requirements together so we have a plan in place that can be implemented over time, as resources and budget allows. This plan will be reviewed every three years to align with LTP timing. Within the Event Venues Network Plan investment priorities:

- *Some are quick wins eg small investments that can be done quickly or low cost.*
- *Some are bigger investments:*
 - *Baypark arena expansion (sport, exhibitions and events)*
 - *Baycourt future options*
 - *Community stadium future options*
- *Some require decisions on Council's role (if any) eg hotel and conference centre.*

We have signalled that we want to advance an integrated transport event ticketing model, however this is not currently an option as it is unfunded. We are looking at opportunities to prioritise and test this concept as part of planning for upcoming major events, and as part of the bid process for the 2028 T20 Cricket World Cup. We work alongside the BOPRC to minimise impacts of major events on the transport network, but more work can be done in this space.

Changes to 2022 AIP: All actions updated to reflect progress. Actions from the Event Venues Network Plan are included in the updated AIP with costing, priorities and timing information (and whether funded or unfunded) determined through the 2027-2037 LTP.

Governance review and monitoringRoles and responsibilities

- **Governance** – The Head of Community Hubs, Arts, Heritage and Events has overall responsibility for managing and delivering on this plan over time.
- **Process** – Council's Corporate Planning team is responsible for managing review, monitoring and reporting processes for this plan.
- **Content** – Council's Events team is responsible for managing review, monitoring and reporting content for this plan, including coordinating other team's contributions to these processes. Specific council teams, as identified in the measures of success table, are responsible for providing monitoring and reporting content as required.

Review

This plan will be reviewed every three years, normally in the year prior to developing each draft Long-term Plan.

Monitoring

Progress monitoring and reporting will be as part of the regular Events Team reporting to Council. This will include an actions status update as well as overall progress towards the aspirations of the plan, informed by the measures of success identified in the following section of this plan.

Delivery

Council is already doing a lot of great work in this space, some of which is summarised on the events page on the council website: www.tauranga.govt.nz/news-and-events/events.

Performance measures

Tracking measures of success lets us know how we are doing on meeting our goals. The key measures we will be tracking are as follows:

Success looks like	Measures	Baseline and targets	Responsible council team
A vibrant and diverse year-round programme of events that our community love and keeps people coming back for more.	Measure 1: Range and frequency of event experiences. Measure 2: Barriers to attending events. Measure 3: Events enhance community spirit, pride and enjoyment. Measure 4: Events are an important part of Tauranga's identity.	Residents Survey (2024-2025 baseline – Measure 1 – 50% satisfied. Measure 2 – top 3 barriers are lack of events of interest, not knowing what's on, not enough carparking. Measure 3 – 62% satisfied. Measure 4 – 67% satisfied.)	Strategic and Corporate Planning
An events industry that feels supported and encouraged to deliver quality events.	Measure 1: Event organisers are satisfied with the support from Council's event facilitation service.	Event Facilitation Satisfaction Survey (2025/26 baseline – 98.5% satisfied with customer service and 82% satisfied with event approval process)	Events
Fit for purpose event venues, supported by sustainable transport initiatives and a range of accommodation options.	Measure 1: Resident satisfaction with public facilities and venues. Measure 2: Accessibility and quality of arts,	Residents Survey (2024-2025 baseline – Measure 1 – 72% satisfied. Measure 2 – 54% satisfied)	Strategic and Corporate Planning

Success looks like	Measures	Baseline and targets	Responsible council team
	cultural and event spaces.		
A proactive and collaborative approach to major events and business events that significantly contribute to social and economic outcomes and focus resources and investment	Measure 1: Measured through sponsorship agreements that include agreed milestones and KPIs Measure 2: Post-event reporting is used to evaluate performance. Measure 3: Business events – to be advised by TBOP	Event Funding Framework	Events

Attachment 3: Proposed Eventful City Framework

The Eventful City Framework

The city becomes the hero. Events become the lever.

The proposed Eventful City Framework has been developed in response to this feedback and provides the mechanism for delivering Action 1a of the Tauranga Events Action and Investment Plan.

At its core, the framework recognises that events should be viewed as a portfolio rather than a collection of individual funding applications. This shifts the focus from funding events in isolation, to intentionally curating a portfolio that delivers the outcomes Council seeks for Tauranga. Different events deliver different outcomes. Some create community connection, some generate visitation, some build cultural identity, and some strengthen Tauranga's reputation beyond the region. When viewed collectively, however, they contribute to a successful city; *a vibrant city that embraces events*.

The Eventful City Framework adopts a portfolio approach to event investment, recognising that individual events deliver different outcomes and that the collective impact of the portfolio is greater than the sum of its parts.

This represents a significant shift in thinking. Rather than asking whether an individual event is worthy of support, the framework asks a broader question: Is this event important to the Tauranga we aspire to be?

Anchor events as the delivery mechanism

Anchor Events are proposed as the primary mechanism for implementing the Eventful City Framework and delivering Action 1a of the Tauranga Events Action and Investment Plan.

Anchor Events are not necessarily the city's largest events. Rather, they are strategically identified events that receive targeted ongoing support and investment because of the role they play in expressing Tauranga's identity, building community pride, strengthening reputation, and delivering long-term value over time. They become the events that people associate with Tauranga and contribute to telling the city's story, year on year.

An Anchor Events approach prioritises events that contribute to Tauranga's identity and reputation, strengthen community connection and pride, and deliver long-term outcomes for the city. It provides a clearer and more consistent basis for event investment decisions, and supports greater transparency, certainty, and confidence in how event funding is prioritised.

Importantly, this proposal is not about saying no to events. It is about being deliberate in saying yes to the events that most strongly contribute to Tauranga's long-term aspirations, and the outcomes Council seeks to achieve for the city.

What could anchor events deliver for Tauranga?

Anchor Events help define and express Tauranga's identity. They create recognisable moments that build community pride, strengthen destination reputation, attract audiences, generate visibility for the city, and showcase Tauranga's people, places, culture and lifestyle. Most importantly, they create long-term social, cultural, economic and reputational value, and help move Tauranga from being a city that hosts events to becoming a city that is known for them.

Proposed Anchor Event themes

Three anchor themes were socialised with key stakeholders and the local events industry through a series of engagement workshops and meetings. Feedback indicated broad support for an approach that provides greater focus, clarity, and strategic direction for Tauranga's future significant event investment.

The proposed themes provide a mechanism for moving beyond a collection of individual events towards a clear and recognisable event identity for Tauranga. They are intended to articulate what the city stands for and what it wishes to be known for.

Importantly, only three themes are proposed. Anchor Events are most effective when they create focus and commitment, rather than fragmentation and dilution. It is important to prioritise and be deliberate about where Tauranga chooses to invest its attention, resources, and reputation.

A smaller number of clearly defined anchor themes provide:

- A stronger and more distinctive city identity
- Greater clarity for event investment and prioritisation decisions
- Better alignment between events and community outcomes
- Increased confidence for event organisers if selected to become an Anchor Event
- Long-term commitment to areas where Tauranga has a genuine point of difference
- Greater opportunity to build reputation and recognition over time.

These proposed Anchor Event themes are not intended to function as funding categories. Rather, they provide a strategic lens through which Anchor Events can be identified and developed, ensuring that the city's event portfolio reflects Tauranga's unique identity, aspirations, and long-term vision.

Three anchor themes have been proposed that reflect the attributes that make Tauranga unique and provide a foundation for building a portfolio of events that the city can become known for over time.

		
Coastal Lifestyle & Beach Energy	Creative Culture	Sport & Active Living
<i>Beach, harbour and ocean-based events that showcase Tauranga's coastal way of life</i>	<i>Arts and cultural events that strengthen Tauranga's creative identity and sense of place</i>	<i>Sporting and mass participation events that activate the city and attract visitors</i>

This is what we choose to become known for

Through a strategically curated portfolio, Anchor Events can:

- Create high profile moments that build identity, connection and community pride
- Strengthen Tauranga's reputation as a vibrant and distinctive event destination
- Attract strong national audiences while building international profile over time
- Generate ongoing media visibility and destination awareness
- Showcase Tauranga's people, places, venues, landscapes and lifestyle
- Reflect and celebrate Māori culture, heritage, storytelling and manaakitanga as a core part of the city's identity
- Build long term social, cultural, economic and reputational value that extends beyond the event(s) themselves.

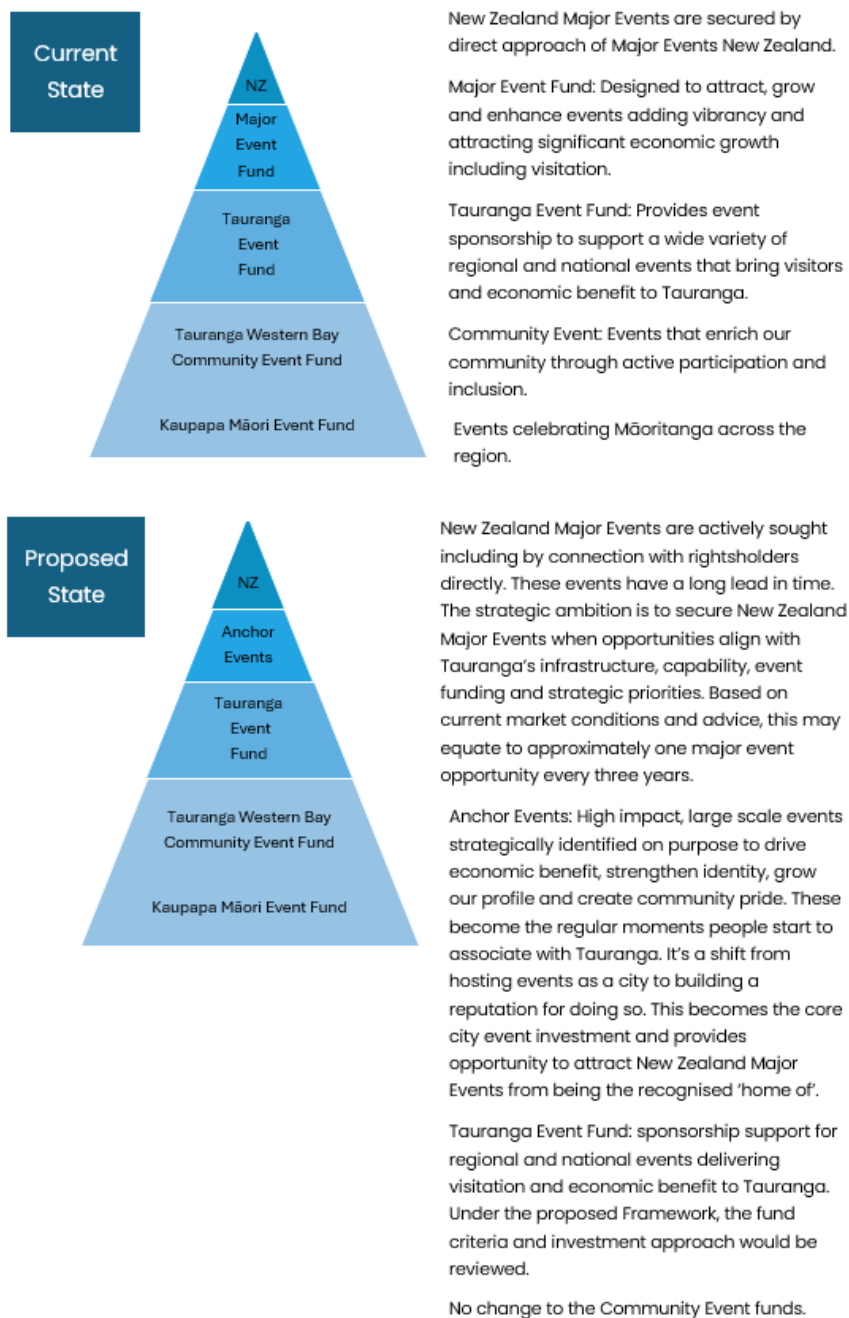
Funding and prioritisation changes

The introduction of Anchor Events represents a shift from an exclusively contestable funding model toward a more strategic portfolio approach. Investment decisions would increasingly consider how events contribute to Tauranga's long-term identity, strategic priorities and community outcomes, rather than assessing events solely on individual merit.

Anchor Events would receive longer-term strategic investment because of their ability to strengthen Tauranga's identity, reputation and destination profile. The Tauranga Event Fund would continue to support regional and national events, although its criteria and investment approach would be reviewed to align with the Eventful City Framework.

This approach does not replace existing Tauranga Western Bay Community Event Fund or Kaupapa Māori event funding. Rather, it creates greater clarity around the different roles events play within the wider ecosystem, and ensures investment is aligned with the outcomes Council seeks to achieve.

Key changes from the current funding framework to what is proposed in this framework are shown in the following diagrams.



Conclusion

The Eventful City Framework provides the mechanism for delivering Goal 1 and Action 1a of the Tauranga Events Action and Investment Plan. It shifts the city's approach from funding events to investing in outcomes, using events as a strategic tool to strengthen identity, build pride, support economic prosperity, and create a vibrant city that embraces events.

Through a deliberate portfolio approach and the introduction of Anchor Events, Tauranga can move beyond simply hosting events towards becoming known for events that are unmistakably of this place.

Attachment 4: Event Venues Network Plan overview

What the plan covers

The plan considers outdoor and indoor event venues owned by Council and Bay Venues. Most of these venues are multi-use spaces used for a variety of purposes (eg sport and recreation parks, indoor sports centres, performing arts centre etc).

It looks at use and constraints and identifies where improvements could be made. This can be from small investment or quick wins (eg access to power and water) through to options for major facilities (eg Baycourt, Community Stadium, Baypark Arena expansion). It also considers improvements to operational and regulatory settings.

How it has been developed

The plan draws on existing information and levels of service for outdoor event venues (captured in Council's draft Open Space Provision Policy, currently out for consultation). This includes provision standards for local, medium, large and premier outdoor event venues, seeking to ensure a good distribution of these experiences across the city.

The major indoor venues in the plan have been considered through Council planning, business cases, LTP's, and community engagement over the past 15 years. Some of these venues were previously in the city centre programme and are included in this plan because of their critical role in providing fit-for-purpose, event-friendly venues, and strengthening Tauranga's ability to attract events that deliver significant benefits.

The plan also outlines the evidence base and case for change, including the growth of events in Tauranga, community feedback, benefits of events, and event venue challenges.

What the plan recommends

Recommendations will be implemented over time and will inform LTP prioritisation.

Priority	Type	Consideration	Recommendations
Make the most of what we have	Outdoor event venues	Event friendly improvements	Improve event infrastructure and operational settings: - Historic Village - Soper Reserve - Memorial Park and Jordan Field - Wharepai Domain - underway - Waterfront Reserve North (minor) - Coronation Park - Hopukioire (Mt Drury) - Arataki Park

Priority	Type	Consideration	Recommendations
	Indoor event venues	Event friendly improvements	Improve event infrastructure and operational settings: - Historic Village - Cargo Shed
Realise the value of Council investment	Outdoor event venues	Stadium future options	Stadium involves significant expenditure and ongoing operational costs. Option to elevate Bay Oval and Tauranga Domain as premier event venues. Repackage portion of stadium funding to deliver benefits now. Demand is there.
		Planning framework	Review of resource consent requirements for events at key city venues – Baypark, Tauranga Domain and Blake Park/Bay Oval to seek to enable more events to occur.
Plan for growth areas	Outdoor event venues	Address distribution gaps	Provision of local and medium size event venues in planning, development and operational settings for: - Pyes Pa/The Lakes (Merricks Farm) - Bethlehem/Bellevue (Pōteriwahi) - Open space in Te Tumu, Tauriko West and the Western Corridor - Welcome Bay
Addressing long standing gaps and constraints	Indoor event venues	Baycourt future options	Options include do nothing, minor to major improvements, or replacement at existing site or new site. Consideration of balance between community and commercial use.
		Baypark arena expansion	Extension of the arena to provide additional indoor court space and improve capacity for exhibitions/commercial use.
		Conference centre	Previous interest in enabling private development through Council land.

9.2 Use of Council Land Policy Deliberations and Adoption Report

File Number: A19517016

Author: Sandy Lee, Policy Analyst
Gert van Staden, S&P Partnerships and Facilitation Team Leader

Authoriser: Reneke van Soest, General Manager: Operations & Infrastructure

PURPOSE OF THE REPORT

1. To present to the City Future Committee the feedback on the proposed changes to the Use of Council Land Policy from the public consultation, including issues raised, and the final revised policy for adoption.

RECOMMENDATIONS

That the City Future Committee:

- (a) Receives the report "Use of Council Land Policy Deliberations and Adoption Report".
- (b) Agrees to:
 - (i) Allow new kōhanga reo to be provided on Council land. (See section 10.1 of the updated policy).
 - (ii) Retain the current standard 2 year notice period for termination clauses for community leases but amend the current provision (for the Chief Executive to consider extensions of up to 7 years) to instead consider exemptions from the standard period where leaseholders have made or are intending to make substantial capital investment in buildings, infrastructure and/or other permanent improvements on the land, and the investment is site-specific with no reasonable alternative sites for relocation. (See section 8.5 of the updated policy).
 - (iii) Exclude the airport land, TECT Park and Huharua Park, and Bay Venues Limited from the scope of the policy. (See section 2.2. of the updated policy).
 - (iv) Manage the commercial activities on council land issue by:
 - (1) Directing staff to relook at the fees for regular commercial activities on council land (through the next User Fees & Charges review) with the view to increasing such charges to address perceived fairness concerns raised, and
 - (2) Continuing with the status quo in the policy to use the existing policy principle of vibrancy, inclusivity and diversity to support a range of commercial activities in an area.
 - (v) Approve the minor definitional changes to community gardens, cultural tour operators and public benefit. (See section 3.0 of the updated policy).
- (c) Adopts the revised Use of Council Land Policy 2026 (see Attachment 2).
- (d) Authorises the General Manager: Operations and Infrastructure to make any necessary minor drafting or presentation changes to the revised Use of Council Land Policy before it is uploaded onto the council website.

EXECUTIVE SUMMARY

2. This report seeks adoption of the revised Use of Council Land Policy following public consultation. On 25 November 2025, the City Future Committee approved some proposed changes to the Use of Council Land Policy² for public consultation. Public consultation took place between 11 May and 8 June 2026 which involved emails to targeted stakeholders and promotion of the consultation to the general public through a media release and social media.
3. Target stakeholder emails were sent to those who have had some formal approval to use council land in the past year and were contacted in mid-2025 when the review work started, including booked users, lease, licence and permit holders, as well as other stakeholders impacted by the proposed changes in the policy such as kōhanga reo centre operators. Staff also informed Te Rangapū Mana Whenua o Tauranga Moana of the consultation and had a follow up meeting with their policy subcommittee to discuss cultural tour operator requirements in the policy.
4. A total of 342 submissions were received on the draft revised policy, and 11 submitters presented their submission to the City Future Committee on 1 July 2026³.
5. Analysis of the submissions indicates there were generally more supporters for all but one of the key proposed changes to the policy (**see Attachment 1** for the submissions analysis):
 - 55% of submissions supported the proposal to allow kōhanga reo centres to be provided on council land like playcentres currently are;
 - 49% supported amending the standard termination clause for community leases from the current 2 years to between 3 and 6 years to align with the LTP. Criteria for exemption have also been proposed based on feedback from a couple of leaseholders with significant investment on council land.
 - 57% supported the exclusion of airport land from the policy, 51% supported the exclusion of TECT and Huharua Parks, and 43% supported the exclusion of Bay Venues Limited.
 - A majority of submitters did not support the proposal to consider existing rate paying businesses in the area when approving commercial activities on council land, with 58% of survey respondents and 95% of emailed submissions opposed. This proposal is not recommended due to the ambiguities it raises for implementation, and alternative options have been provided for consideration by the Committee.
6. Minor amendments to the definitions of community garden, cultural tour operators, and public benefit have also been made based on feedback from some stakeholders.
7. The Committee is asked to provide direction on the issues raised through public consultation, approve the recommended changes, and adopt the final updated policy (**see Attachment 2** for the updated policy).
8. There are no financial implications from the proposed changes and adoption of the updated policy and implementation can be managed within existing budgets and resources.
9. Key risks relate to differing stakeholder views on what the right termination clause period is for community leases and opposing views on whether and/or how existing businesses should be considered when approving commercial activities on Council land. The recommended options seek to balance competing needs and interests.

BACKGROUND

10. The policy was adopted in December 2022 with a resolution that it be reviewed in three years. The review commenced in mid-2025 and feedback from key stakeholders was sought in July and August 2025 to understand how they thought the policy was working and if there

² See the current 2022 policy [here](#).

³ See the 1 July 2026 hearings report [here](#).

were any suggested improvements. Stakeholders included those who have had some formal approval to use council land in the past year, including booked users, lease, licence and permit holders as well as those with an interest in how public land is used and managed, Te Rangapū Mana Whenua o Tauranga Moana, and Council staff in business units that implement the policy.

11. On 25 November 2025, the Committee considered options to address a range of issues raised as part of the policy review and several proposed changes to the policy were approved for public consultation. Public consultation on the draft revised policy took place between 11 May and 8 June 2026 with a total of 342 submissions received⁴. Eleven submitters spoke to their submission at the hearing on 1 July 2026.

STATUTORY CONTEXT

12. The Reserves Act is a key piece of legislation informing how public land is managed and used, in conjunction with the Tauranga Reserve Management Plan (TRMP). The reserve status of land held under the Act informs the types of activities that may be permitted on the land and protects it for its stated purpose. For land not classified as a reserve, their use and management are informed by the City Plan and TRMP. This policy provides guidance on the activities and uses of council land within statutory parameters.

STRATEGIC ALIGNMENT

13. This contributes to the promotion or achievement of the following strategic community outcome(s):

	Contributes
We are an inclusive city	✓
We value, protect and enhance the environment	✓
We are a well-planned city that is easy to move around	☐
We are a city that supports business and education	✓
We are a vibrant city that embraces events	☐

14. The recommended changes to the policy contribute to the following community outcomes:
- An inclusive city – by enabling some flexibility in the type of approval required makes the process simpler for the public and more adaptable depending on the specific operation of the activity.
 - Value, protect and enhancing the environment – by clarifying that any approval to use council land will be considered in relation to the principles of the policy, which includes a specific environment principle.
 - A city that supports business and education – by ensuring greater fairness across the different commercial and educational activities that are supported on council land.

OPTIONS ANALYSIS

Issue 1: Early childhood education centres on council land

15. A total of 185 submitters responded to the proposal to allow new kōhanga reo to be provided on council land as playcentres currently are⁵: 55% supported (strongly agree + agree), 21% opposed (strongly disagree + disagree), and 24% were neutral or unsure (neither agree nor disagree + don't know/no opinion). The proposal was based on kōhanga reo operating similar to playcentres in that they are also parent/whānau-led rather than teacher-led like other non-for-profit ECEs

⁴ 205 submissions through the online survey and 137 sent to the policy email address.

⁵ There was a total of 200 responses, however 15 were excluded as their comments were about markets on council land rather than the specific proposal.

16. Eighteen of the submitters who supported this change provided comments, with the key reasons being that they should be treated equally with playcentres, that they are not-for-profit community-based organisations, and they would increase access and options for early childhood education. A few also supported kōhanga reo for their promotion of te reo Māori and strengthening of cultural outcomes.
17. For the 9 submitters who commented on why they disagreed with the proposal, the key reasons were that public land should stay available for the whole community, while two submitters viewed the proposal as racial division. One submitter (Inspired Kindergartens) also insisted that they be treated like playcentres and kōhanga reo as they are also not-for-profit entities.

Table 1: Options for early childhood centres on council land

	Options	Advantages	Disadvantages
1a.	Allow new kōhanga reo to be provided on Council land. See section 10.1 of the updated policy. Recommended.	• Consistent with the feedback from the consultation. • Consistent approach to all types of parent/whānau-led, non-profit ECE centres. • Addresses the equity issue raised by Te Rangapū subcommittee. • Supports the provision of different cultural models of parent/whānau-led ECEs that are financially accessible for the community. • Still continues to support other not-for-profit ECEs currently on council land and allows their leases to be considered for extension when they come up for renewal.	• Puts greater demand on council land where the need for open space already exceeds availability. • Not-for-profit kindergartens insist they should also be included.
1b.	Status quo. Continue to only allow new Playcentres to be provided on Council land.	• None.	• Inconsistent approach to all types of parent/whānau-led, non-profit ECE centres. • Does not address the inequity of allowing council land to be provided for some types of whānau/parent-led, not-for-profit centres and not others.

Issue 2: Termination clause for community leases

18. A total of 189 submitters responded to the proposal to amend the standard termination clause for community leases from the current 2 years to between 3 and 6 years to align with the Long Term Plan (LTP). Almost half the submitters (49%) supported the proposal, 19% opposed, and 32% were neutral or unsure.
19. Comments were provided by 13 of the submitters who supported the proposal. A common theme was that the longer notice period provides more certainty for planning and the ability for leaseholders to invest in infrastructure and maintenance. A couple of submitters also commented that it enables public land use to reflect changing community needs.
20. Eleven of the submitters who opposed the proposal provided comments. The most common reason was generally that 6 years is too long, and shorter notice periods were more appropriate.
21. Two stakeholders (Racing Tauranga and Mount Maunganui Lifeguard Services) insisted there should be a different approach to managing leases to organisations like theirs, including exempting them from the termination clause. Both stakeholders referred to their significant investment on the land and that relocation would be impractical with the termination notice period.
22. It is also acknowledged that both sites have some type of emergency management function. Racing Tauranga is one of 16 sites pre-identified for use during civil defence and emergency management (CDEM) situations⁶, and the Mount Surf Club was used as an initial evacuation point during the Mauao landslides, though it is not a pre-identified CDEM site⁷. The Mount Maunganui Lifeguard Services also provide a lifesaving service to the community, as they emphasised in their submission. However, exemption based on tenant facilities being used for CDEM would not be practical as council can request any site to use in emergency situations under a Declaration even when it is not a formally pre-identified CDEM site.
23. While consultation indicated community support for increasing the standard termination notice period to between 3 and 6 years, the concern from some leaseholders is still regarding the security of their tenure particularly where they have made significant investment on the land. Staff consider these concerns can be more effectively addressed through targeted exemptions rather than applying a longer standard notice period to all community leases.
24. Leasing staff also highlighted the need to clarify that any new lease provisions in the policy will only apply to new leases (or to renewals where the lease agreement enables the addition of termination clauses) and do not alter the terms of existing signed lease agreement documents.

Table 2: Options for termination clauses for community leases

	Options	Advantages	Disadvantages
2a	Amend the standard termination clause notice period for community leases to between 3 and 6 years to align with the LTP.	• Consistent with public feedback on the proposal. • Enables some case-by-case decision-making for each leaseholder within certain limits. • Still allows council some flexibility to change the	• The range is likely to result in all tenants requesting 6 years, which will increase the staff time needed to manage the negotiation of each new lease. • As leases start at different times, aligning termination

⁶ There are currently 16 sites that have been pre-identified by council as suitable for civil defence and emergency management situations based on the appropriateness of their facilities, accessibility, and location. 13 of these are on public land.

⁷ Surf lifesaving clubs are not pre-identified CDEM sites as they are in high hazard areas (flooding risk), often do not have the required amenities, and are often required for their own response needs.

		use of a site in line with changing community needs.	terms with the LTP may be time-consuming and impractical and create difficulties in aligning discussions about new leases with LTP decisions.
2b.	Retain the current standard 2 year notice period for termination clauses for community leases but amend the current provision (for the Chief Executive to consider extensions of up to 7 years) to instead consider exemptions from the standard period where leaseholders have made or are intending to make substantial capital investment in buildings, infrastructure and/or other permanent improvements on the land, and the investment is site-specific with no reasonable alternative sites for relocation. See section 8.5 of the updated policy. Recommended.	• Strikes a balance between the council's need for flexibility to change the use of a site if needed, while acknowledging that certain circumstances warrant greater certainty and more bespoke termination clauses. • Specifying a standard notice period enables more efficient management of new lease agreements compared to specifying a range. • Option for exemption addresses the concerns from some stakeholders about not being able to plan and invest in their facility due to the uncertainty of tenure and enables case-by-case decisions on the length of the termination clause without limiting it to 7 years. • Specifying the conditions for exemption provides clarity and transparency in decision-making.	• Does not reflect the feedback on the proposed range that was publicly consulted on. • A risk that a majority of existing tenants insist on exemption on the basis that they consider their investment to be substantial relative to their ability to fund relocation⁸.
2c.	Status quo. Retain the standard 2 year notice period for termination clauses in community leases.	• Allows council greater flexibility to change the use of a site in line with changing community needs. • Aligns with feedback from a small portion of	• Does not address the specific opposition to the 2 year notice period raised by two stakeholders previously. • Does not reflect the feedback on the proposed

⁸ 90% of current community leaseholders provide their own building on the land that they lease from council.

		submitters who opposed the change based on it being too long.	range that was publicly consulted on.
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Issue 3: Exclusions from the scope of the policy

25. There were just over 190 responses to each of the proposed exclusions from the policy. 57% supported the exclusion of airport land, 11% opposed, and 32% were neutral or unsure. For TECT and Huharua Parks, 51% supported, 12% opposed, and 25% were neutral or unsure, and the proposed exclusion of Bay Venues Limited was supported by 43% of responses, 19% opposed and 38% were neutral or unsure.
26. Only 11 supporters of the proposals provided comments with the feedback mainly about ensuring that decision-making remains transparent, consistent and community focused. While there was more reservation about BVL being excluded from the policy scope, the highest proportion still indicated support for the proposal.

Table 3: Options for exclusions from the policy scope

	Options	Advantages	Disadvantages
3a.	Exclude airport land, TECT and Huharua Parks and Bay Venues Limited from the scope of the policy. See section 2.2 of the updated policy. Recommended.	- Consistent with community feedback on the proposals. - Acknowledges that each of these activities and sites are managed by different legislation and formal agreements. - Aligns with current practice.	None.
3b.	Status quo. Do not include specific exclusions for these activities in the policy.	None.	Inconsistent with current practice and the legislation and agreements that inform their management.

Issue 4: Approvals for commercial activities on Council land

27. There were 201 online survey submissions on the proposal to include a requirement to consider existing rate paying businesses in the area when approving commercial activities on council land. More than half (58%) of these submissions opposed the proposal compared to 36% that supported it⁹.
28. One hundred and thirty submissions were also received by email in relation to this proposal following the Little Big Market's (LBM) newsletter and social media post raising their concerns and encouraging their subscribers to make submissions¹⁰. The majority (124/130 or 95%) of these submissions opposed the proposal based on the concerns LBM raised.
29. From the submissions indicating support, 36 provided comments. A common theme was that permanent businesses should be protected as they pay significant rates and rent and provide employment for locals year-round. Some acknowledged the vibrancy and community benefit from events and activities in public spaces but were particularly opposed to what they

⁹ See Attachment 2 for the submissions analysis.

¹⁰ On 13 May 2026 Little Big Markets (LBM) sent a newsletter to their database raising concern about the proposed policy change for their markets followed by a Facebook post on 20 May 2026.

consider to be 'unfair competition' from ongoing commercial activities operating for a minimal fee on public land in proximity to rate paying businesses and associated congestion and parking issues. These concerns were raised primarily in relation to markets but also to mobile shops and events that sell food and coffee. There were also a few comments in relation to how not-for-profit entities operating markets of a commercial nature are charged.

30. Of the survey submissions that opposed the proposal, 79 provided comments. Most of these comments and the 124 emailed submissions were reflective of the concerns raised by LBM¹¹: that the commercial interests of fixed-premises businesses would be prioritised when deciding whether community events can operate in public spaces, that nearby businesses would be able to make a complaint to council without supporting evidence and there would be no obligation to measure the complaint against the community value of markets. Accordingly, the common objections were opposition to 'commercial protectionism', that one type of commercial business should not be favoured over the broader public benefit, and decisions should be informed by independent economic impact assessments rather than unverified complaints from neighbouring businesses¹².
31. To clarify, the proposal is to consider existing rate paying businesses in the area *in addition to* the current considerations specified in the policy which includes whether the commercial activity contributes to the policy principles. As such, alternative locations would be offered (in line with principle 4.8 Network Approach) if a site was deemed inappropriate rather than declining the activity altogether.
32. The feedback from opponents does, however, highlight ambiguities in the proposal, including:
 - What "take into consideration" means in practice?
 - What evidence is required? And how much weight should be given?
 - Which businesses qualify? And what if the effects are positive for some and negative for others?
 - How large is "the area"?
33. These ambiguities may create difficulties for staff in implementing the provision consistently, and more guidance could be provided in the policy on the factors to be considered.
34. There is also the opportunity to better align the policy provision to the concern about the perceived unfair competitive advantage of temporary commercial activities on council land in proximity to fixed premise businesses.

Table 4: Options for considering commercial activities on Council land

	Options	Advantages	Disadvantages
4a.	Include a requirement in the policy to consider existing rate paying businesses in the area when approving commercial activities on council land. Not recommended.	Makes explicit the importance of taking into account other existing fixed-premise businesses in decision-making.	- A risk that the council is seen to be protecting existing fixed premise businesses from competition. - Difficult to implement consistently due to ambiguities. - May lead to outspoken

¹¹ As LBM's newsletter was sent 2 days into the consultation, most of the submissions conflated the proposal with the matter of Little Big Markets at Coronation Park and there was strong support expressed for the market, emphasising its importance as a long-standing community event as well as an incubator for new start-ups, and opposing any reduction in its frequency.

¹² 89 responses through the survey and emails had similar content relating to their strong disagreement with 'a level of subjective commercial protectionism that is inconsistent with the primary purpose of council land: community use', indicating a template for responding to the proposal.

			owners of fixed premise businesses having disproportionate influence on decision-making about other temporary commercial activities on public land. • Not supported by a majority of submissions.
4b.	Include a requirement in the policy when considering approvals for commercial activities on council land to take into account: • Frequency of operation • Duration of the operation • Fees charged for public land use under User Fees and Charges • Proximity to commercial centres / business zones To minimise possible unreasonable competitive advantage over businesses operating from commercial premises.	• Acknowledges that differences in fees charged between operating on council land and fixed premises may create potential unfair competition. • Moves the focus away from considering individual rate-paying businesses.	• May still not provide the certainty and evidence base that some stakeholders would like. • Still some ambiguities for staff to implement in a consistent manner.
4c.	Direct staff to relook at the fees for regular commercial activities on council land (through the next User Fees & Charges review) with a view to increasing such charges to address perceived fairness concerns raised. Recommended.	• Addresses the underlying concern from businesses about the perceived unfair advantage of commercial operators on council land based on the fees charged. • Helps ensure the amount charged is commensurate with market value.	• A risk that new fees may be financially prohibitive for some operators, particularly small and emerging businesses.
4d.	Status quo. Continue to use the existing policy principle of vibrancy, inclusivity and diversity to support a range of commercial activities in an area. Recommended.	• Can still achieve the same outcome by diversifying offerings where possible. • Does not risk council being seen to be protecting existing fixed premise businesses from competition.	• In isolation, does not address the specific concern about unfair competition for fixed-premise businesses.

Issue 5: Other minor definition changesCommunity gardens

35. Community gardens are currently defined in the policy as “an area of land cultivated collectively by a group of people for growing fruit and vegetables for personal use, and not for commercial gain”. One stakeholder (Omanū Community Gardens) recommended expanding the definition of community gardens to include other types of planting to recognise how community gardens operate in practice.

Cultural tour operators

36. The policy requires cultural tour operators to provide evidence of engagement with appropriate iwi/hapū representatives on the content of their tour, with ‘cultural tour operators’ currently being defined as “Māori cultural tour or tours including a site of cultural significance as identified in the City Plan”. Tourism Bay of Plenty (TBoP) indicated that the only cultural tour operators they know of and work with are mana whenua who whakapapa to those sites, and should a situation arise where there are non-Māori sharing Māori stories they recommend them to talk to the appropriate hapū.
37. The Te Rangapū policy subcommittee highlighted that the current definition of cultural tour operators is unclear in who the requirement applies to. They suggested amending the definition so that the policy better aligns with TBoP’s approach.

Public benefit

38. One stakeholder (Racing Tauranga) insisted the current definition of public benefit is not clearly defined and suggested explicitly including in it economic, cultural and regional benefits. Similarly, some staff implementing the policy have found the current definition very broad where all types of benefits may be counted as a public benefit. In some booking conflict situations, the broadness has been unhelpful in informing prioritisation decisions, particularly where one booking provides direct benefits to local clubs/communities through participation while another brings indirect, wider economic benefits from increased tourism and spending.
39. The ‘community benefit’ principle of the policy states that ‘council land is primarily for community use; however council land may be used for private and commercial purposes where this provides a public benefit and is consistent with relevant plans, strategies and policies’. As currently written, the principle establishes that direct use by the community is preferred but exceptions are possible, though not automatic, where other uses provide public benefits.
40. ‘Public benefit’ is defined as an activity that ‘helps meet the principles of the policy, be able to be identified and defined, and be aimed at the general public or a sufficient section of the community’. The definition could be clarified by removing the circular reference and specifying the types of benefits that would be counted.

Table 5: Options for minor definition changes

	Options	Advantages	Disadvantages
5a.	Amend and expand the definition of community gardens in the policy to: An area of land cultivated collectively by a group of people for growing fruit, vegetables, flowers, herbs, ornamental plants or other agreed planting for personal and community use, and not for commercial gain.	Acknowledges the wide range of planting and how community gardens currently operate in practice.	None.

	See section 3 of the updated policy. Recommended.		
5b.	Amend the definition of cultural tour operators in the policy to: “Cultural tours that include sites of cultural significance as identified in the Tauranga City Plan that are not operated by mana whenua”. See section 3 of the updated policy. Recommended.	- Clarifies that the focus is on the operator of the tour. - Makes the policy consistent with how TBoP approach cultural tour operators.	None.
5c.	Amend the definition of public benefit to: a social, cultural, recreational, environmental and/or economic benefit that is capable of being identified and defined, and is intended or reasonably expected to benefit the general public or a sufficient section of the community. See section 3 of the updated policy. Recommended.	- Aligns with the intention of the feedback from Racing Tauranga. - Clarifies the intention and helps inform decision-making in booking conflict situations where activities may provide different types of direct and indirect benefits.	May unintentionally exclude other types of benefits.

FINANCIAL CONSIDERATIONS

41. There are no financial implications from the proposed changes and adoption of the updated policy and implementation can be managed within existing budgets and resources.

LEGAL IMPLICATIONS / RISKS

42. A key risk relates to differing stakeholder views on what the right termination clause period is to balance leaseholders' need for tenure security and the council's need for flexibility to change the use of a site for other community purposes. The recommended option retains the flexibility for council while providing an option to be exempt from the standard termination period in certain circumstances.
43. Another key risk relates to the differing views on whether and/or how existing businesses should be considered when approving commercial activities on Council land. The recommended approach seeks to address the perceived unfair advantages of temporary commercial activities on public land by directing staff to relook at the fees charged while continuing to rely on the policy principles to support a range of activities in different public spaces across the city.
44. For the avoidance of doubt, the policy settings for community leases apply to new leases entered into after 18 August 2026 or to lease renewals where the terms and conditions of the agreement allow the addition of termination clauses on renewal. The policy does not alter the terms and conditions of existing leases. A note has been included in the updated policy to clarify this.

TE AO MĀORI APPROACH

45. The recommendations in this report align with the principles of rangatiratanga, kaitiakitanga and tūmanako in the Te Ao Māori approach.
46. Rangatiratanga – Māori were consulted at various stages of the policy review process through Te Rangapū Mana Whenua o Tauranga Moana and their policy subcommittee as well as kōhanga reo operators in Tauranga. The feedback received has informed certain amendments to the policy, including amending the definition of mobile shops to allow services to be sold in them which would support certain cultural practices such as the traditional healing practices of mirimiri and romiromi.
47. Kaitiakitanga – feedback from Te Rangapū also included a request that iwi and hapū management plans be referenced in the policy, which has been made clearer in the updated policy (section 5.4). Following feedback from the policy subcommittee, the definition of cultural tour operators has also been amended to clarify that it is when those who are not mana whenua run tours that include sites of cultural significance that they must engage with the appropriate iwi/hapū on the content of their tour.
48. Tūmanako – the policy subcommittee requested the current inequity be addressed where Playcentres are allowed on council land but not other parent/whānau-led not for profit early childhood education centres. The draft revised policy approved for consultation by the Committee included a proposal to also allow whānau-led kōhanga reo on public land which was supported by submitters and is now reflected in the updated policy.

CLIMATE IMPACT

49. The policy includes an 'environment' principle that all activities and uses of council land are to be considered against, alongside the other outcomes and approach principles, when deciding whether to give approval for an activity.

CONSULTATION / ENGAGEMENT

50. Initial engagement on the policy took place with stakeholders in July and August 2025. This included event and market organisers, sports clubs, leaseholders, licence or permit holders, and any others who had previously booked to use council land, as well as with Te Rangapū and the policy subcommittee, the Mainstreet organisations, regional industry bodies (Sport BoP, Film BoP, and Tourism BoP), Bay Venues Limited, Heritage New Zealand and Department of Conservation, and the regional and district councils.
51. Public consultation took place on the proposed changes to the policy for a month starting 11 May 2026. The consultation was promoted to the general public through a media release and social media and direct emails were sent to key stakeholders. Stakeholders included those who were contacted during the initial engagement in mid-2025 as well as any additional groups impacted by any of the proposed changes, such as kōhanga reo. Emails highlighted the most relevant proposed change to the policy for the particular stakeholders, if applicable, and provided a link to the project landing page with a summary of the proposed changes and links to the drafted revised policy and online survey for submissions. Follow-up conversations also took place with Tourism Bay of Plenty and Te Rangapū Policy Subcommittee to discuss the cultural tour operator provisions in the policy.

SIGNIFICANCE

52. The Local Government Act 2002 requires an assessment of the significance of matters, issues, proposals and decisions in this report against Council's Significance and Engagement Policy. Council acknowledges that in some instances a matter, issue, proposal or decision may have a high degree of importance to individuals, groups, or agencies affected by the report.
53. In making this assessment, consideration has been given to the likely impact, and likely consequences for:

- (a) the current and future social, economic, environmental, or cultural well-being of the district or region
 - (b) any persons who are likely to be particularly affected by, or interested in, the decision.
 - (c) the capacity of the local authority to perform its role, and the financial and other costs of doing so.
54. In accordance with the considerations above, criteria and thresholds in the policy, it is considered that while the matter is of high significance (the use of public land), the decision to adopt an updated policy is of medium significance as the changes to the policy only impact some stakeholder groups.

ENGAGEMENT

55. Taking into consideration the above assessment, that the decision is of medium significance, and the fact that public engagement has just occurred, officers are of the opinion that no further engagement is required prior to Council making a decision.

NEXT STEPS

56. Following the decision by the Committee, any minor changes to the policy will be made, if required, then the website will be updated, and stakeholders will be notified.

ATTACHMENTS

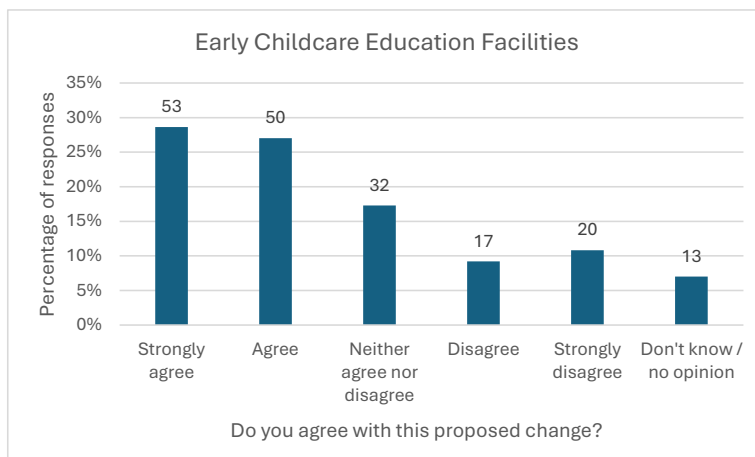
1. **Submissions Analysis - A20794847** [!\[\]\(8d139a66f540002704b5c70b7fe6cc7a_img.jpg\)](#) 
2. **Draft revised Use of Council Land Policy 2026 - for adoption with latest tracked changes - A20906379** [!\[\]\(8fd54d112e752061b5361c5bdf346185_img.jpg\)](#) 

Submissions Analysis

Q1. Early childcare education facilities

Under section 8.8 of the current policy, Council land is not for the purpose of providing early childcare education facilities, but new not-for-profit Playcentres are an exception.

We are proposing to allow council land to be provided for new kōhanga reo centres in the same way council land may be provided for Playcentres, as they are also not-for-profit, parent/whānau led centres and operate like community groups.



Total submissions:
185

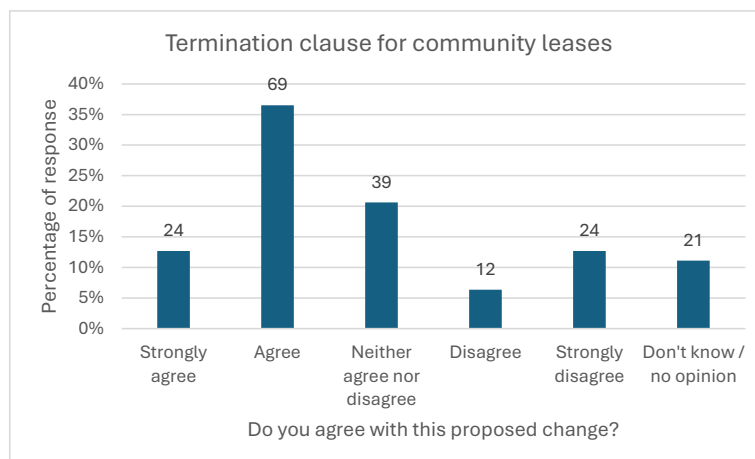
Key themes

	Themes from submissions with comments (29)
Support: strongly agree + agree (17)	- Fairness and equal treatment of centres that are the same parent-led and not-for-profit (9) - Support public land use for genuine community benefit (5) - Support Te Reo Māori / tangata whenua education (3)
Oppose: strongly disagree + disagree (9)	- Opposition to race-based, exclusive policies (4) - Council land should be for the wider community (3)
Neutral or unsure: neither agree nor disagree + don't know/no opinion (3)	Few submissions. No themes.

Q2. Termination clause for community leases

Under section 8.5 of the current policy, all community leases on reserves must include a termination clause with a standard notice period of 2 years and extensions of up to 7 years may be considered by the Chief Executive where the scope of capital investment, term of the lease, and nature of the site use justify a longer termination notice period.

We are proposing to amend the termination clause to a standard notice period of between 3 and 6 years maximum to align with the Long-term Plan.



Total submissions:
189

Key themes

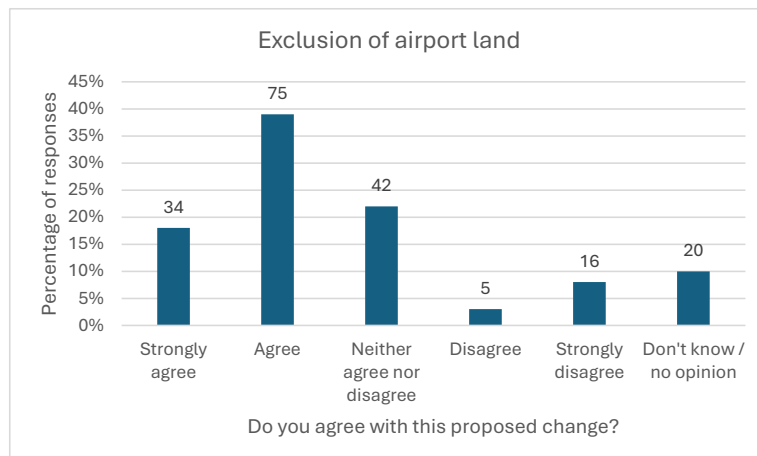
	Themes from submissions with comments (26)
Support: strongly agree + agree (14)	- Enables long term planning and investment (5) - Council also able to retain flexibility to reassess public land use (2)
Oppose: strongly disagree + disagree (11)	- Prefer shorter notice periods (4) (still) too short for tenant security (2)
Neutral or unsure: neither agree nor disagree + don't know/no opinion (1)	Few submissions. No themes.

Q3. Exclusions from the scope of the policy

The current policy applies to the management and use of all Council owned and Council administered land, unless there are specific exclusions made under section 2.2.

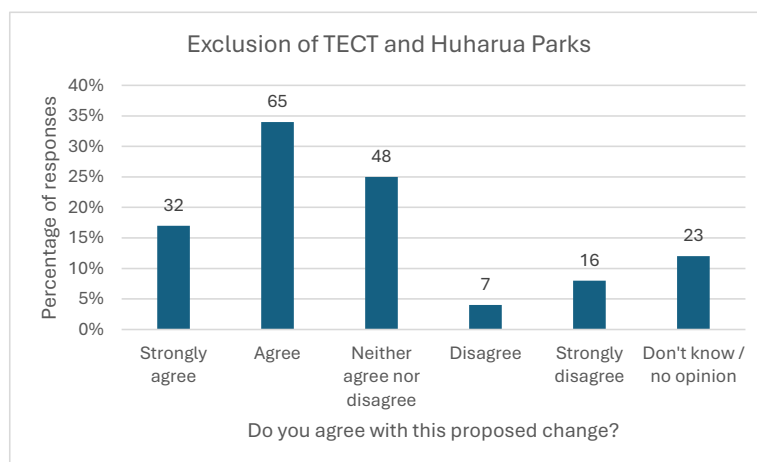
We are proposing to exclude some additional sites and activities from the policy, specifically:

- Airport land, as airport activities are governed by different legislation



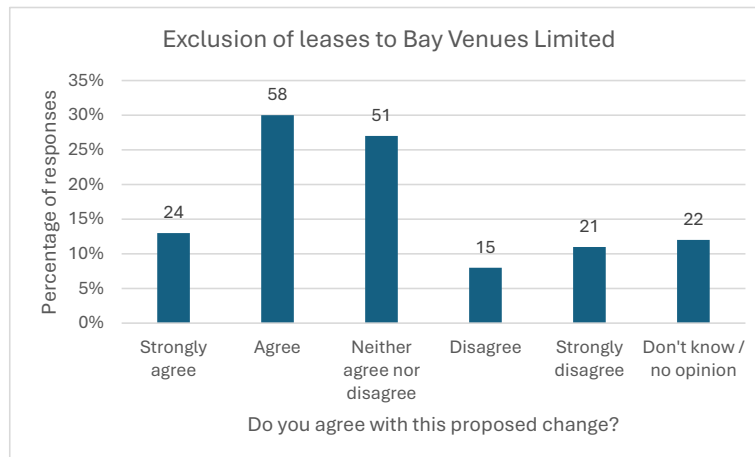
Total submissions:
192

- TECT and Huharua Parks, as these are sub-regional parks co-managed with Western Bay of Plenty District Council



Total submissions:
191

- Leases to Bay Venues Limited, as the details of leases to this Council-Controlled Organisation are typically made through Council resolutions.



Total submissions:
191

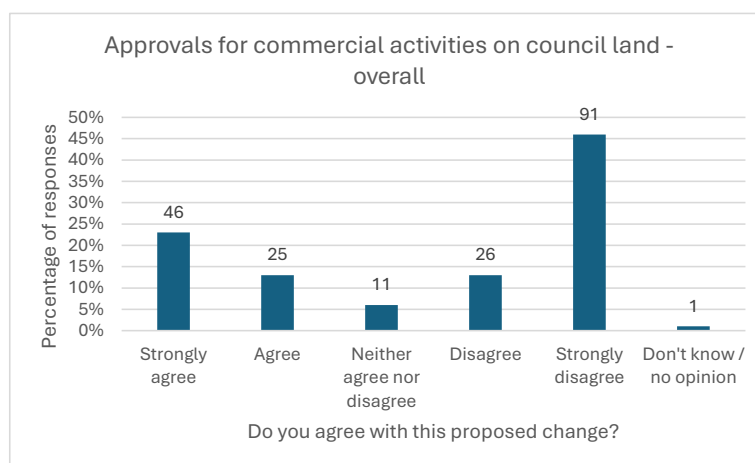
Key themes

	Themes from submissions with comments (16)
Support: strongly agree + agree (12)	- Ensure transparency and accountability are maintained (8) - Ensure public benefit and community access (4)
Oppose: strongly disagree + disagree (1)	Few submissions. No themes.
Neutral or unsure: neither agree nor disagree + don't know/no opinion (3)	Few submissions. No themes.

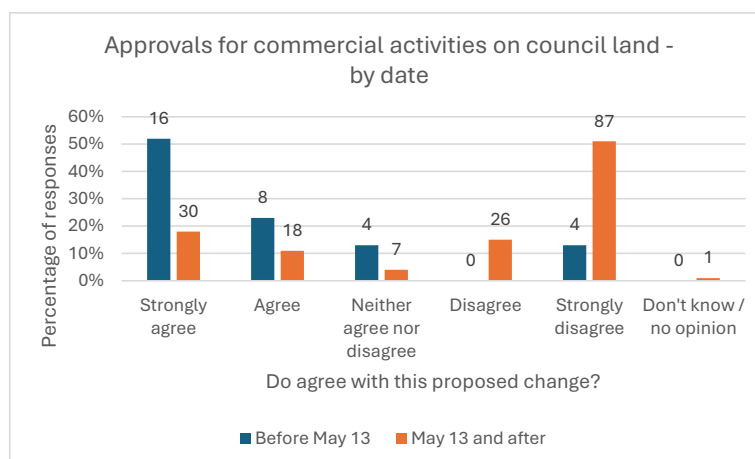
Q4. Approvals for commercial activities on council land

Under the current policy, commercial activities—like all other proposed activities on Council land—must be assessed against the policy principles, any relevant Council plans, bylaws, strategies and policies, and any applicable statutory requirements.

We are proposing an additional requirement to consider existing rate paying businesses in the area when approving new commercial activities.



Total submissions:
201



Total responses
before 13 May: 31

Total responses
from 13 May: 170

Emailed submissions

	No. of submissions
Oppose policy change in support of LBM	124
Support proposed change	6
Total:	130

Key themes

	Themes from survey submissions with comments
Support: strongly agree + agree (38)	• Unfair competition from markets/events on council land that don't pay equivalent rates/fees as permanent businesses creating unfair competitive advantage (28) • Specific concerns about the frequency of LBM, the fees paid, location on Coronation Park and the impact on local trade (26) • Markets and events taking up parking spaces, cause traffic congestion and reduce accessibility for regular customers (12) • Negative impact on sales for local businesses when market operates (11)
Oppose: strongly disagree + disagree (80)	• Proposal introduces subjective commercial protectionism inconsistent with the community purpose of council land (52) • Markets and events bring vibrancy to the area, increasing foot traffic that benefits all businesses (38) • Support for LBM as valuable community asset operating on Coronation Park for 13+ years • Policy lacks clear criteria for assessing impact and decisions are based on unverified complaints (34) • Markets support small businesses and act as incubators for start-ups who can't afford permanent premises (22) • Events and markets support wellbeing, social connections and community belonging (28)
Neutral or unsure: neither agree nor disagree + don't know/no opinion (2)	Few submissions. No themes.

	Themes from emailed submissions
Support (6)	• Unfair that LBM pay minimal fee to be on council land while permanent businesses pay substantial rates, rents and operating costs (6) • Concerns about the frequency of the market and the negative impact on local trade (6) • Markets take up parking spaces, cause traffic congestion and reduce accessibility for regular customers (4) • Questions about the charity/not-for-profit status of the market that operates commercially and the fees charged (4) • Concern that the park is not available for other community uses (3)

Oppose (124)	• Support for the continuation of LBM at Coronation Park (100) and any reduction or restriction in the markets will have impact on small businesses and livelihoods (71) • Public land should serve community benefit and should prioritise community use over private commercial interests (96) • Markets and events bring vibrancy to the area, increasing foot traffic that benefits all businesses (84), and bring tourism and visitors to the area (45) • Demand for evidence-based/independent assessment of economic data and not base decision-making on subjective complaints (58) • Proposal introduces subjective commercial protectionism inconsistent with the community purpose of council land (54)
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Key:

Red text indicate the proposed changes that were consulted on.

Blue text indicate the new changes proposed in the deliberation report.

USE OF COUNCIL LAND POLICY 2026



Policy type	City		
Authorised by	Council		
First adopted	6 December 2005	Minute reference	M05/140
Revisions/amendments	9 May 2016 5 December 2022	Minute references	M16/25.3 SFR13/22/7
Review date	As required.		

1 PURPOSE

- 1.1 To **enable** a consistent approach to the management and use of Tauranga City Council's outdoor spaces.
- 1.2 To set clear expectations about how council land may be used.
- 1.3 To give effect to the principles of the Treaty of Waitangi.

2 SCOPE

- 2.1 This policy applies to:
 - the management and use of Tauranga City Council-owned and/or administered land **and buildings** except where specifically excluded below
 - the use of roadways and road berms by mobile shops, events or promotions and giveaways.
- 2.2 This policy excludes:
 - Public art on council land
 - the management and use of Mauao
 - the use of roadways and road berms (except by mobile shops, events or promotions or giveaways as outlined above)
 - **airport land**
 - **TECT Park and Huharua Park**
 - **leases to Bay Venues Limited**

3 DEFINITIONS

3.1 For the purposes of this policy, the following definitions apply:

Activation	Temporary use of a site by commercial activities to raise awareness of a brand or product through giveaways or promotional activities.
Authorised Officer	An employee or contractor to Tauranga City Council who carries out duties under this policy as part of their role and has been formally delegated authority to exercise powers under this policy.
Booking	An agreement that secures use of Tauranga City Council-owned and/or administered land.
Casual Use	The informal use of council land which is usually a one-off occurrence or on an irregular basis.
Commercial Activities	Any activity undertaken for payment or reward whether direct or indirect. This includes but is not limited to: (a) trading, (b) advertising goods and services, (c) street performing, (d) promotional giveaways (activations).
Community Users	Not for profit organisations including but not limited to community groups and charities using council land.
Commercial Users	Individuals or businesses using council land to make a profit or financial gain.
Community Garden	An area of land cultivated collectively by a group of people for growing fruit, vegetables, <u>flowers, herbs, ornamental plants or other agreed planting</u> for personal <u>and community</u> use, and not for commercial gain.
Community Sport	Local not for profit organised physical activity within the Tauranga City Council district.
Council Land	Land that is owned and/or administered by Tauranga City Council, including Crown land which Tauranga City Council is responsible for managing, but excludes Mauao.
Cultural Tour Operators	Māori-C cultural tours that or tours include a sites of cultural significance as identified in the Tauranga City Plan <u>that are not operated by mana whenua.</u>
Early Childhood Education Facility	Premises used regularly for the education and/or care of children aged from 0 to 5 years old, excluding playcentres and kōhanga reo , but including and not limited to: • kindergartens • education and care centres.
Encroachment	An unauthorised occupation, development or use of council land for private benefit.
Events	For the purposes of this policy, means a temporary, organised activity that takes place on one or more days in a public place, and may include community, cultural, commemorative, recreational, sporting, artistic, educational, or entertainment activities. Events do not include markets, fairs, regularly scheduled sport and recreation activities, weddings and other family celebrations, or commercial activities, activations or attractions on reserves.
Event Signage	Signage related to an event occurring on a site, this includes identification signage and promotional signage.

Exclusive Use	Land or facility used exclusively by the lease or licence holder where the general public are excluded, or a site that is reserved for the sole control and management of the designated user or group for a specified period, during which no other parties may use it for an unrelated purpose.
Junior Sports Code	Junior division of a sports code, the age of which is defined by the related regional or national sports organisation.
Lease	A lease gives the lessee the exclusive use of the property. Lease agreements may include rights of renewal, and provisions for reviewing the rent over the term of the lease.
Licence or Permit to Operate	A short-term right to operate a commercial activity on a site. Licence or permit agreements may include conditions of operation.
Licence to Occupy	Usually, a short-term right to occupy a property for a particular purpose, and it does not give any right to exclusive occupation.
Market	Any publicly accessible outdoor activity where goods are offered for sale, which consists of a number of stalls grouped together.
Masterplan	Is a plan for the future use of sites, developed by Tauranga City Council alongside site users and formally approved by the Council.
Mobile Shop	A vehicle from which goods or services are offered for sale or hire in a public place, including where payment is made electronically, remotely, or in advance of the goods or services being transferred.
Non-exclusive Use	The land or facility is used by the permit or licence holder but the general public may still access the land or facility.
Operator	The person or organisation carrying out business by means of a mobile shop, a commercial activity or a tour.
Outdoor Space	As per the definition of Reserve in the Street Use and Public Places Bylaw: any land which is vested in or under the control of Tauranga City Council and which is set aside for public enjoyment as a reserve, park, garden or greenspace, whether or not that land has been vested a reserve under the Reserves Act 1977. For the purposes of this policy, includes stormwater reserves.
Park	A park held under the Local Government Act 2002.
Public Benefit	For an activity to be considered to have a public benefit the activity must have <u>a social, cultural recreational, environmental and/or economic benefit that is a benefit that would help meet the principles of this policy, be capable of being identified and defined, and is intended or reasonably expected to benefit</u> be aimed at the general public or a sufficient section of the community.
Regular Competition	Are games and competition re-occurring weekly for a minimum of 10 weeks or 10 re-occurring monthly occurrences per year.
Regular Training	Activity for the purpose of developing knowledge and skills of a sport re-occurring weekly for a minimum of 10 weeks or 10 re-occurring monthly occurrences per year.
Road Berm	The shoulder of the roadway or strip of land adjoining the roadway.
Roadway	The portion of the road used for vehicular traffic in general, including parking spaces.
Site	Location within an outdoor space suitable for activities, may be an entire outdoor space or a portion of an outdoor space.
Stall	Includes any stationary yet moveable stand or similar structure on or at or from which goods and services are sold or exposed for sale.

Sponsorship Signage	Signage which is aimed at acknowledging the partnership between the user of council-owned or administered reserves and a commercial entity. It is not signage which is dedicated to advertising a commercial entity.
Sports fields	Tauranga City Council operated and managed grass, hybrid or artificial playing surfaces for sports use, including competitions, regular trainings and regular fixtures.
Tauranga City Council	Tauranga City Council or any Committee, Sub-Committee, or elected member of Council, or officer or other person authorised to exercise the authority of Council.

4 PRINCIPLES

Outcomes sought from the use of council land

- 4.1 **Community Benefit** - council land is primarily for community use; however council land may be used for private or commercial purposes where this provides a public benefit, and is consistent with relevant plans, strategies and policies.
- 4.2 **Environment** - the environmental values associated with council land are recognised and protected. Areas with high ecological and landscape value are recognised, valued, and protected.
- 4.3 **Vibrancy, Inclusivity and Diversity** - the role of council land in providing for a range of uses and activities that contribute to community connection, vibrancy, and diversity is recognised.
- 4.4 **Cultural Significance** - the customary and traditional connection that mana whenua has to the land is recognised. Tauranga City Council will work with mana whenua on the management and use of council land to give effect to the principles of the Treaty of Waitangi, and the relationship protocols it has with iwi and hapū. Areas with high cultural, archaeological, and historical value are recognised, valued, and protected.
- 4.5 **Health and Wellbeing** - the role of council land in promoting and supporting health, wellbeing, and active communities is recognised.

Approaches to managing council land

- 4.6 **Purposeful** – council land will be managed and used for its stated purpose, as outlined in the Tauranga Reserve Management Plan, the Reserves Act and the Long-Term Plan and Annual Plan.
- 4.7 **Partnership** – Tauranga City Council will work in partnership with users of the land, mana whenua and key stakeholders to achieve the outcomes of this policy. Users will work with Tauranga City Council to care for sites to ensure sites are returned in good condition for future community use.
- 4.8 **Network Approach** – a network approach to the development, management and use of outdoor spaces will be applied to ensure that activities are accommodated on the most suitable space for the type of use, and to minimise the impact on infrastructure, the environment, and other users.
- 4.9 **Knowledge and Insight** – the use of outdoor spaces will be actively monitored to inform decision-making. Information available on spaces, including their history,

cultural, ecological, and environmental values and their potential uses, will be shared with the community.

- 4.10 **Fairness** - in setting fees and charges, the public value of the use of council land will be balanced against any private benefits accrued.

5 POLICY STATEMENT

- 5.1 One-off, casual recreational use of council land, with no infrastructure or requirement for facilities by individuals or for community use does not require approval from an authorised officer. However, users are recommended to advise the authorised officer which allows them to update potential users if an approved booking arises or planned works need to be undertaken.
- 5.2 Both community and commercial users wishing to undertake activities on council land must seek prior approval from an authorised officer if any of the following apply:
- filming and photography sessions
 - any commercial activities or use
 - promotions or giveaways (activations)
 - events (through events approval process)
 - wedding ceremonies
 - markets
 - stalls
 - sports use, meaning for sports competitions, regular trainings, or regular fixtures
 - community gardens
 - signage
 - maintenance, repair, and/or development work
 - planting
 - telecommunications facilities
- 5.3 Approval will be in the form of written permission including, but not limited to:
- Booking
 - Licence or Permit to Operate
 - Lease
 - Licence to Occupy
 - Landowner approval
- 5.4 Any approval to use council land will be considered in relation to and must align with:
- the principles in section 4 of this policy and relevant policy clauses for the activity
 - relevant Tauranga City Council plans, bylaws, strategies and policies
 - the zoning in the City Plan unless a designation or resource consent has been granted, where relevant
 - relevant iwi and hapū management plans
 - any other relevant statutory or regulatory requirements
- 5.5 Any activity that has received approval must:
- adhere to the conditions specified in the written approval, this may include requiring a bond
 - only operate on sites outlined in the written permission
 - not create a nuisance or encourage offensive behaviour
 - be lawful and safe
- 5.6 Fees and charges for any approval to use council land, including but not limited to booking fees, licence or permit fees, and lease and licence to occupy charges, will be

set through Tauranga Council Council's user fees and charges process. Clause 4.10 will be taken into account in the setting of fees.

6 BOOKINGS

6.1 Bookings are required for activities on council land where:

- Community or commercial users want exclusive use, and/or
- Community users want non-exclusive use on an on-going or one-off basis, and/or
- Commercial users want one-off, casual non-exclusive use.

Sites that are made unavailable for booking

- 6.2 Tauranga City Council may specify times at which sites are unavailable for bookings, or for particular types of bookings, to ensure that the sites are managed for the wellbeing and enjoyment of the community, this includes allowing sufficient time for a site to prepare or recover to an appropriate standard for use.
- 6.3 Any decision to make a site unavailable for booking will be made with regard to the principles of this policy and site-specific masterplans.
- 6.4 Users' prior track record caring for sites will be considered as outlined in Clause 4.7 when making booking decisions.
- 6.5 In some circumstances unscheduled work or regular scheduled maintenance may be required on an outdoor space that is booked by a user. Authorised officers will take all reasonable steps to minimise these occurrences, but if it does occur, the maintenance and work will take priority.
- 6.6 If sites are made temporarily unavailable per 6.2 and 6.5, authorised officers will explore opportunities for relocation of the user including consideration of alternative sites, times, or dates for the activity.
- 6.7 Authorised officers reserve the right to refuse to consider a booking where the booking request is outside of the relevant booking timeframe required.

Booking conflicts

- 6.8 If multiple booking requests are made for the same site, date, and time, authorised officers will first work with the users to:
- explore options for accommodating both activities at the identified site, or
 - explore relocation of one of the users to another site.
- 6.9 If an acceptable resolution is not achieved, bookings will be prioritised in line with:
- the principles of the policy,
 - any relevant site-specific masterplans, and
 - reserve management plans
- 6.10 If the booking request clashes with another booking or booking request and the process in 6.9 has not achieved an acceptable resolution, or if the booking request relates to a significant booking, then the booking request will instead be considered by the Bookings Approval Panel of staff as delegated by the Chief Executive.

Sports field bookings for sports use

- 6.11 The following policy provisions only apply to bookings for sports use of sports fields, including grass, hybrid, and artificial playing surfaces.
- 6.12 Priorities of use:

- in season sports codes receive priority over out of season sports codes
- season timeframes and sport code priorities will be set based on patterns of use.

6.13 The seasons are as follows:

- winter season: runs from 1 April to 30 September
- summer season: runs from 1 October to 31 March.

6.14 Junior sports codes receive priority on weekdays before 7pm and weekends before 12pm, unless specific alternative arrangements are in place as agreed with the authorised officer.

6.15 For regular competition and training:

- priority will be given to bookings from Tauranga based organisations
- bookings made by regional sports organisations and clubs have priority over bookings made by schools
- regular competition has priority over regular training except for Tuesday, Wednesday and Thursday evenings where training has priority

6.16 Maintenance periods for sports fields are generally for 4-6 weeks over both the autumn and spring, during which any sports field that is undergoing maintenance work will not be available for use, as per 6.5.

Stalls

6.17 Individual stalls will only be permitted:

- for the specific purpose of fundraising for a community or charitable organisation, or
- as part of an event or market.

7 LICENCE OR PERMITS TO OPERATE

7.1 Commercial activities require a licence or permit to operate on council land, unless a booking, lease or licence to occupy is more suitable for the type of operation.

7.2 Authorised officers may tender licences or permits for specified trading sites. Only activities with a tendered licence or permit may trade from these sites.

7.3 In addition to the requirements specified in 5.4 and 5.5, licences or permits for commercial activities will need to be in accordance with the relevant provisions in clauses 7.4 – 7.9.

Applications for a licence or permit

7.4 Commercial operators must provide to the authorised officer as part of their application:

- a) their proposed trading sites
- b) a completed waste management plan in a form prescribed by Tauranga City Council
- c) information to satisfy that the commercial activity is compliant with their health and safety obligations, including any adventure activities requirements under the Health and Safety at Work Act and Health and Safety at Work (Adventure Activities) Regulations 2016 where applicable.

7.5 Cultural tour operators must provide evidence of satisfactory engagement with appropriate iwi / hapū representatives on the content of their tour.

7.6 Operators offering surf lessons or coaching must be registered as an approved surf school with Surfing New Zealand. If Surfing New Zealand withdraws a surf school's registration, their licence or permit may be revoked with immediate effect.

7.7 An operator's past track record will be considered when making decisions on the use of Council Land.

- 7.8 A licence or permit may be issued for a specified period up to a maximum of two years in duration (excluding leases) but must include an annual review.

Minimum requirements for licence or permit agreements

- 7.9 Licence or permit agreements must include provisions that state:

- approved trading sites, duration of trade, and conditions of trading, including any noise restriction levels and any requirements under the Waste Management and Minimisation Bylaw 2022. Operators may request to vary trading sites on their licence subject to approval by an authorised officer.
- that licences or permit agreements are personal to the operator and may not be transferred.
- authorised officers reserve the right to suspend or restrict trade by commercial activities on sites during an event or market that has been approved.
- authorised officers reserve the right to alter the terms and condition of the licence or permit with one months' notice in writing
- that any breach of the terms and conditions of the licence or permit may result in the licence or permit being revoked
- maximum numbers of activities, or types of **commercial** activities that may operate at one time in specified outdoor space as determined by the authorised officer*.

Setting maximum limits for activities in **outdoor spaces**

- 7.10 When setting maximum numbers under clause 7.9, the authorised officer* will consider how the maximum would contribute to / or impact on the achievement of the principles of this policy and have regard to:

- the level of public benefit gained from the activities on offer and the level of demand for commercial activities at the outdoor space
- the effect the maximum limit would have on:
 - the availability of car parking
 - impact on other users of the outdoor space
 - impact on the environment
 - impact on the infrastructure of the outdoor space
- the impact of the maximum limit on the variety of operators/activities on offer for outdoor space users
- feedback from iwi and hapū and the community on the operation of commercial activities on the outdoor space
- the effect a maximum limit would have on the livelihood of existing traders and the ease of entry for new operators on council land.

8 LEASE AND LICENCE TO OCCUPY

- 8.1 No leases will be issued in perpetuity for use of council land for any purpose.

- 8.2 **Leases can be granted for council land only or for council land and buildings.**

Commercial Leases

- 8.3 **In addition to the requirements specified in clause 5.4 and 5.5, all Tauranga City Council property leased on commercial terms will:**

- return a market rental or offer comparable returns for Tauranga City Council e.g. through reduced maintenance costs, or other benefits received.

- be consistent with Tauranga City Council's intentions for the property, the lease length may be the maximum acceptable while still achieving the intentions of the property

Community Leases

8.4 In addition to the requirements specified in clause 5.4 and 5.5, new community leases on reserves will*:

- be for a total period, including renewals, of no longer than 33 years
- include renewal periods no longer than 10 years in duration
- include a termination clause allowing the lease to be terminated with a standard notice period of two years

8.5 Exemptions from the standard termination clause may be considered for leaseholders who have made or are intending to make substantial capital investment in buildings, infrastructure and/or other permanent improvements on the land, and the investment is site-specific with no reasonable alternative sites for relocation, with Extensions on the notice period of up to seven years may be agreed in exceptional circumstances with requests considered by the Chief Executive on a case-by-case basis, taking into consideration the scale of capital investment on the land, term of the lease, or nature of the use of the site.

*Note: provisions do not amend the terms and conditions of existing leases in place as at 18 August 2026 instead the existing lease terms apply. Clauses 8.4 & 8.5 apply to lease renewals where the terms and conditions of the agreement enable the addition of termination clauses on renewal.

Licence to Occupy

8.7 In addition to the requirements specified in clause 5.4 and 5.5, any licence to occupy council land must include a termination clause allowing the licence to be terminated on no less than one month notice.

9 LANDOWNER APPROVAL

- 9.1 Any activities that impact the current use of council land, such as, but not limited to, planting, repairs, development work, and easements require prior written approval by the authorised officer and appropriate asset owner.
- 9.2 Requests for approval will be considered in relation to the requirements specified in clause 5.4 and such approval may be granted subject to conditions.
- 9.3 Activities undertaken without prior written approval will if appropriate be treated as encroachments and managed in accordance with section 13 of this policy.

10 EARLY CHILDHOOD EDUCATION (ECE) FACILITIES

- 10.1 In general, council land will not be provided for new ECE facilities, however, council land may be provided for new playcentres and kōhanga reo.
- 10.2 Not-for-profit ECE facilities may only be allowed on council land in the following circumstances:
- the ECE occupies an existing ECE facility and has a current lease on council land, or
 - the ECE leases a portion of a facility in which they are not the primary tenant.

Existing ECE facilities on council land

- 10.3 When a lease for an existing ECE facility expires, the factors in clause 10.5 will be considered before entering a new lease arrangement.
- 10.4 If an existing ECE facility wants to expand their facility, the factors in clause 10.5 will be considered before agreeing to an expansion.
- 10.5 Factors to be considered when deciding whether to grant or amend a lease for an ECE facility:
- demand for the site from other uses and / or users
 - impact on the purpose of owning the land, including the role of the site in Tauranga City Council's network of land holdings
 - level of service requirements
 - the relevant reserve management plan (if applicable)
 - alternative options for the site
 - Tauranga City Council's and the ECE facility's organisational, financial and future plans
 - the historical association of the ECE facility with the site
 - the role of the ECE facility within the community
 - the legal status of the land.
- 10.6 If a new lease is not offered to an existing ECE facility, Tauranga City Council is not required to fund or provide alternative land to facilitate the re-location of that facility.

11 MEMORIALS ON COUNCIL LAND

- 11.1 The scattering of ashes on council land is prohibited, however memorial areas are provided in Tauranga Cemeteries for this purpose.
- 11.2 Council land is generally not provided for memorials however commemorative trees can be planted to remember a loved one, celebrate a birth, anniversary or special event, honour someone or express appreciation.
- 11.3 Family and friends can plant or help plant the tree. An authorised officer needs to be present at all tree plantings. Plaques are not permitted for the planted trees. Trees may be recorded on Tauranga City Council's website where this is desired for the public record.
- 11.4 The cost for a memorial tree will be set in Tauranga City Council's user fees and charges. The cost will cover the planting and initial care and maintenance over its lifetime. Trees that die or are vandalised within two years are replaced for free.
- 11.5 There may be limited provision for memorial seats with commemorative plaques offered subject to infrastructure needs in the outdoor space network. Memorial seats are in place for 10 years or the lifetime of the seat. Any other memorial requests would be considered by an authorised officer on a case-by-case basis.

12 STORMWATER

- 12.1 Infrastructure and levels of service for stormwater reserves will support community aspirations for stormwater reserves, provided this can be accommodated without compromising the primary purpose of the reserve.

13 ENCROACHMENTS ONTO COUNCIL LAND

- 13.1 A planned programme to remove existing encroachments will be in place subject to funding availability.
- 13.2 The private landowner may be charged for some, or all, of the costs associated with removal of the encroachment under the Street Use and Public Places Bylaw. When considering the level of charge, the contribution of the property owner to the establishment, or expansion, of any encroachment will be taken into account.
- 13.3 Highest priority for removal will be encroachments on:
- sites where significant damage to the natural character of the dunes, indigenous flora or reserves has occurred
 - sites where the maintenance or enhancement of public access or other amenity values are compromised by physical or psychological barriers to public use
 - sites where structures or other developments increase the risk of erosion or other damage during storm conditions.
- 13.4 Some existing accessways from private properties may be allowed to remain for practical reasons and some shared accessways will be encouraged in consultation with Tauranga City Council. An authorised officer will facilitate a process to encourage shared accessways for private landowners adjoining reserves.
- 13.5 An authorised officer may consider an existing encroachment to be sufficiently minor and decide to leave it as is.

14 SIGNAGE ON COUNCIL LAND

- 14.1 Community groups may be allowed to have identification signs and sponsorship signage on reserves, parks, and greenspace where the signs comply with Tauranga City Council's signage guidelines and have received approval from the authorised officer.
- 14.2 Event signage will be assessed and approved through the events approval process on Tauranga City Council's website.
- 14.3 In setting sponsorship signage guidelines, the role of sponsorship signage in supporting community groups' financial sustainability will be considered alongside the impact on the landscape values of reserves, parks, and greenspace.
- 14.4 Those erecting signage are responsible for ensuring full compliance with Tauranga City Council's bylaws and all appropriate legislation, including the Building Act and Resource Management Act.

15 RELEVANT DELEGATIONS

- 15.1 This policy must be implemented by council staff with the appropriate delegated authority as recorded in the Council's Delegations Manual or by resolution.

16 REFERENCES AND RELEVANT LEGISLATION

- Reserves Act 1977
- Street Use and Public Places Bylaw
- Local Government Act 2002
- Resource Management Act 1991
- Telecommunications Act 1987
- Tauranga City Plan
- Street Use and Public Places Bylaw
- Resource Management Act 1991
- Traffic and Parking Bylaw 2012
- Waste Management and Minimisation Bylaw 2022
- Sponsorship Signage Guidelines on Parks and Reserves
- Iwi and hapū management plans

9.3 Review of Volunteer Community Participation Policy

File Number: A19923802

Author: Sharon Herbst, Policy Analyst
Alastair McNeil, Head of Commercial
Jan Pedersen, Head of People, Performance and Culture

Authoriser: Craig Rice, Chief Operating and Financial Officer

PURPOSE OF THE REPORT

1. To consider and adopt the revised Volunteer Community Participation Policy 2026.

RECOMMENDATIONS

That the City Future Committee:

- (a) Receives the report "Review of Volunteer Community Participation Policy".
- (b) Adopts the Volunteer Community Participation Policy 2026 (Attachment 1).
- (c) Notes that supporting operational documents, including the Volunteer Community Participation Procedure, Volunteer Agreement Template and Health Safety and Wellbeing Volunteer Guideline, have been developed and adopted by the Executive to support implementation of the policy.
- (d) Delegates authority to the Chief Operations and Financial Officer to make any necessary minor drafting, formatting, legislative or operational amendments to the Volunteer Community Participation Policy 2026 prior to publication.

EXECUTIVE SUMMARY

2. The Volunteer Community Participation Policy was adopted in 2012 and has not undergone a substantive review since that time.
3. A review undertaken by a cross-functional project team identified that the existing policy no longer reflects current legislative requirements, volunteer management practices or the diversity of volunteer activities undertaken. These matters have, to date, been managed through individual business unit processes; however, the review identified an opportunity to strengthen consistency and establish a more coordinated organisation-wide approach.
4. Volunteers continue to make an important contribution across a range of Tauranga City Council activities including library services, heritage and research services, museum activities, Baycourt programmes and environmental restoration initiatives. Council currently supports approximately 35 regular volunteers across heritage, research, museum, library and Baycourt services, in addition to around 150 community members who participate in environmental and community volunteer activities.
5. The proposed Volunteer Community Participation Policy 2026 retains the intent of the existing policy while modernising the framework for volunteer participation. Key changes include stronger health, safety and wellbeing requirements, updated volunteer definitions, clearer roles and responsibilities, improved recruitment and support processes, and replacement of the toolkit with contemporary operational guidance.
6. The proposed changes do not alter Council's overall approach to volunteer participation and have no significant financial implications.

7. Targeted engagement with volunteer managers, volunteers and the Te Rangapū Mana Whenua o Tauranga Moana Policy Sub-committee informed the review. Feedback was generally supportive and no substantive concerns were identified.
8. While only the policy requires Committee approval, supporting operational documents have also been developed to ensure consistent implementation including a Volunteer Community Participation Procedure, Volunteer Agreement Template and Health Safety and Wellbeing Volunteer Guideline.
9. Staff recommend adoption of the revised Volunteer Community Participation Policy 2026 (**Attachment 1**).

BACKGROUND

10. The current Volunteer Community Participation Policy was adopted on 27 November 2012. Its purpose is to identify the range of ways volunteers assist Council and the community and to provide an enabling framework for volunteer participation.
11. Since the policy was adopted there have been significant changes to relevant legislation, including the Health and Safety at Work Act 2015 and Privacy Act 2020, as well as changes to Council's organisational structure, volunteer programmes and operational practices.
12. The existing policy is supported by a Volunteer Community Participation Toolkit developed in 2012. The toolkit no longer reflects current legislative requirements or contemporary volunteer management practices.
13. Volunteers continue to play an important role in supporting Council and community outcomes across a variety of activities including:
 - (a) museum collection care and research
 - (b) genealogy and archive services
 - (c) library shelving and support activities
 - (d) Baycourt teen technician and Wurlitzer programmes
 - (e) environmental care groups
 - (f) planting days and community clean-ups
 - (g) community events and programmes.
14. Volunteer participation is often long-term and highly valued by both Council and the community. Many volunteers have supported Council services for extended periods, with some volunteers contributing for more than 20 years.
15. While the existing policy has generally continued to support Council's volunteer programmes, the review identified several areas where the current framework is no longer fit for purpose. The policy does not adequately reflect the different types of volunteers currently engaged by Council, and provides limited guidance on matters such as police vetting, privacy management, volunteer induction, wellbeing and contemporary health and safety expectations. These matters have largely been managed through local business unit practices over time, creating potential inconsistencies across volunteer programmes and highlighting the need for a modernised and organisation-wide framework.
16. A review of the policy was therefore undertaken to ensure that Council's approach to volunteer participation remains fit for purpose and continues to support safe, meaningful and effective volunteer involvement.

STATUTORY CONTEXT

17. Council has broad powers under the Local Government Act 2002 to undertake activities and support community participation that contribute to community wellbeing.
18. The revised policy has been updated to align with relevant legislation including:

- (a) Health and Safety at Work Act 2015
 - (b) Privacy Act 2020
 - (c) Human Rights Act 1993
 - (d) Children's Act 2014
 - (e) Local Government Act 2002.
19. The policy also aligns with Council's wider policy framework, including child protection, recruitment, diversity equity and inclusion, privacy, health and safety and digital acceptable use requirements.

STRATEGIC ALIGNMENT

20. This contributes to the promotion or achievement of the following strategic community outcome(s):

	Contributes
We are an inclusive city	✓
We value, protect and enhance the environment	✓
We are a well-planned city that is easy to move around	✓
We are a city that supports business and education	✓
We are a vibrant city that embraces events	✓

21. The policy primarily contributes to an inclusive city, by enabling people of all ages, abilities, backgrounds and interests to actively participate in community life. The policy supports participation opportunities that are meaningful, accessible and appropriate for people and communities, including tangata whenua and diverse groups. Volunteer participation helps build connected, engaged and resilient communities, strengthens a sense of belonging, supports community wellbeing, and provides opportunities for people to contribute to and benefit from civic life. The policy also supports Council's commitment to providing equitable access to participation and involvement in the city.
22. The policy contributes to the environment through the many volunteer activities that support environmental restoration, planting, reserve enhancement, biodiversity outcomes and community stewardship of the natural environment. Volunteers play an important role in enabling environmental initiatives that support kaitiakitanga, responsible stewardship of resources and community ownership of environmental outcomes.
23. The policy indirectly contributes to a well-planned city through volunteer participation in Council facilities, community spaces, libraries, museums and heritage services that help build connected neighbourhoods and support high quality community amenities. Volunteers assist Council to provide community-focused services that contribute to liveable places and connected communities. The policy also supports collaboration between Council and communities through shared participation in community spaces, facilities and programmes.
24. The policy contributes to business and education by providing opportunities for learning, skill development, knowledge sharing and community participation. Many volunteers gain valuable experience, develop new skills, and contribute specialist knowledge that supports community learning outcomes.

OPTIONS ANALYSIS

25. The Volunteer Community Participation Policy was last reviewed in 2012 and no longer fully reflects current legislation, organisational practices, volunteer management approaches or Council's current operating environment. The review has focused on modernising the policy while retaining its original intent of supporting meaningful volunteer participation that delivers positive outcomes for the community.

26. The proposed changes are primarily administrative and operational in nature and do not represent a significant change in policy direction. Instead, they provide greater clarity, improve alignment with legislative requirements, strengthen health, safety and wellbeing expectations, and better reflect current volunteer programmes across Council.
27. The revised policy continues the existing principle that volunteer participation is intended to complement and support Council services and community outcomes, rather than replace paid employment. Volunteer opportunities are assessed on a case-by-case basis to ensure they are meaningful, appropriately resourced, and deliver benefits for both the volunteer and the community.
28. For volunteers, the proposed changes are not expected to materially alter their day-to-day experience. Volunteers will continue to receive training, support, supervision and recognition. However, all volunteers, including existing volunteers, will be required to complete a new Volunteer Agreement once the updated agreement template has been finalised. The main changes relate to greater consistency across Council, improved health and safety processes, clearer expectations and responsibilities, improved privacy protections, and more contemporary operational guidance for staff who manage volunteers.
29. For staff, the revised framework provides clearer processes and supporting tools for volunteer recruitment, induction, risk management, agreements, health and safety, and ongoing volunteer support. This is expected to improve consistency and reduce reliance on localised practices developed by individual business units.
30. Key changes proposed through the review are summarised in the table below.

Area	2012 Policy	Proposed 2026 Policy
Legislative alignment	References legislation and requirements current at the time of adoption.	Updated to align with current legislation including the Health and Safety at Work Act 2015, Privacy Act 2020 and Children's Act 2014.
Purpose and principles	Focus on enabling volunteer participation.	Expanded focus on inclusive participation, partnership with communities, long-term wellbeing and meaningful volunteer opportunities.
Volunteer definitions	Limited definitions.	Clearer definitions of volunteer types and participation models.
Roles and responsibilities	High-level responsibilities.	Clarifies expectations of both council and volunteers.
Recruitment	Basic recruitment provisions.	Updated recruitment, registration and screening provisions.
Training and support	High-level requirements.	Stronger expectations regarding induction, training, supervision and support.
Health, safety and wellbeing	Limited guidance.	Strengthened requirements supported by a dedicated Health Safety and Wellbeing Volunteer Guideline.
Volunteer recognition	Recognition provisions included.	Retains and strengthens recognition, participation and feedback mechanisms.
Supporting documents	2012 Volunteer Toolkit.	Supported by a Volunteer Procedure, Volunteer Agreement Template and HSW Guideline.

31. The revised policy is attached for adoption (**Attachment 1**). A tracked changes version (**Attachment 2**) has also been provided to assist the Committee in identifying changes from the 2012 policy. Due to the extent of the revisions, changes have been presented section by section to improve readability.

32. Council can either retain the existing policy, adopt the revised policy, or request further amendments before adoption.

Option	Advantages	Disadvantages
1A: Status Quo- Retain the existing 2012 Volunteer Community Participation Policy	• No implementation required. • Existing practices remain unchanged. • No additional staff effort required to implement revised documentation.	• Policy is more than 13 years old. • Does not fully align with current legislation or organisational practices. • Existing toolkit is outdated and no longer fit for purpose. • Missed opportunity to improve consistency and clarity across volunteer programmes. • Does not reflect current volunteer management expectations and supporting operational frameworks.
1B: Adopt the Volunteer Community Participation Policy 2026 (Recommended)	• Aligns with current legislation and organisational practices. • Provides a contemporary framework for volunteer participation. • Clarifies volunteer types, roles and responsibilities. • Strengthens health, safety and wellbeing expectations. • Improves consistency across volunteer programmes. • Better reflects current volunteer activities across Council. • Supported through engagement with volunteer managers, volunteers and Te Rangapū Mana Whenua o Tauranga Moana Sub-committee. • Replaces outdated toolkit content with contemporary operational guidance.	• Requires implementation and communication across the organisation. • Existing volunteer processes and supporting documents will require ongoing alignment.
1C: Request amendments and defer adoption	• Provides an opportunity for the Committee to request additional changes before adopting the policy. • Allows further refinement if members identify areas requiring amendment.	• Delays implementation of the updated framework. • Prolongs reliance on the 2012 policy. • Creates uncertainty for staff updating volunteer

		management practices. • May require a further report back to the Committee before adoption.
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FINANCIAL CONSIDERATIONS

33. There are no significant financial implications arising from adoption of the policy.
34. Implementation will be managed within existing operational budgets and existing staff resources.
35. Minor implementation activities will include updating volunteer documentation, communicating the updated framework to staff, rolling out the supporting procedure and guideline, and completing updates to volunteer agreements. These activities will be absorbed within existing business unit responsibilities.
36. No additional staffing, software, systems or budget allocations are required as a result of adopting the policy.

LEGAL IMPLICATIONS / RISKS

37. The revised policy reduces organisational risk by aligning Council's volunteer management framework with current legislative and regulatory requirements.
38. There are no significant legal risks associated with adopting the revised policy.
39. A risk exists if Council continues to rely on the 2012 policy framework, which does not fully reflect current legislation, organisational practices or volunteer management expectations. Adoption of the revised policy mitigates this risk.
40. There is a moderate implementation risk that volunteer management practices may continue to vary between business units during the transition period. This risk is mitigated through the development of a consistent Volunteer Community Participation Procedure, Volunteer Agreement Template and Health Safety and Wellbeing Volunteer Guideline, supported by internal communication and implementation activities.
41. There is also a reputational and health and safety risk associated with volunteer activities if volunteers are not appropriately inducted, supervised or supported. The revised policy and supporting framework strengthen expectations regarding volunteer recruitment, training, supervision, risk management and health and safety, reducing the likelihood of inconsistent practices across Council.
42. Overall, the proposed changes are considered low risk and improve Council's ability to manage volunteers in a safe, consistent and legally compliant manner.

TE AO MĀORI APPROACH

43. The review of the Volunteer Community Participation Policy has been undertaken in a manner consistent with Council's commitment to Te Ao Māori and the principles of participation, partnership and inclusion reflected in Our Direction. The revised policy recognises the role volunteer participation plays in strengthening community wellbeing and supporting people and communities, including tangata whenua, to contribute in ways that are meaningful, accessible and appropriate.
44. The revised policy also explicitly recognises tangata whenua as part of Council's broader commitment to inclusive community participation and reflects Council's intention to work in partnership with communities, including tangata whenua, recognising the value of collaboration and shared responsibility in achieving positive outcomes.

45. The policy also supports long-term social, cultural and environmental wellbeing and recognises the contribution volunteers make to caring for places, communities and resources in ways that align with principles of kaitiakitanga and collective wellbeing.
46. The draft policy was presented to the Te Rangapū Mana Whenua o Tauranga Moana Sub-committee. Members were supportive of the overall direction of the policy review and raised no concerns regarding the proposed policy.
47. Discussion focused on several areas including health and safety, police vetting requirements and privacy management. Members noted the importance of robust health and safety processes given Council's responsibilities when working with volunteers. Staff highlighted that the review had been undertaken in close collaboration with the Health, Safety and Wellbeing team and that a new Volunteer Health Safety and Wellbeing Guideline had been developed to support implementation.
48. The Sub-committee also discussed circumstances where police vetting may be required, particularly where volunteer activities involve children, and noted the importance of having clear processes in place to support volunteer managers. Privacy considerations were also discussed, including ensuring that volunteers' personal information is collected, stored and managed appropriately, with access limited to those with a legitimate operational need.
49. The discussion reinforced the importance of creating a framework that enables community participation while providing appropriate safeguards for volunteers, staff and members of the public. No concerns were raised regarding the overall policy direction and the feedback supported progression of the policy to the City Futures Committee.

CLIMATE IMPACT

50. There are no direct climate impacts resulting from adoption of the policy.
51. Volunteer activities supported under the policy may contribute to positive environmental outcomes through restoration projects, planting activities, environmental education and community stewardship initiatives.

CONSULTATION / ENGAGEMENT

52. As this review represents a refresh of an existing policy rather than a significant change in policy direction, formal public consultation was not undertaken.
53. The review was supported by a cross-functional project team comprising representatives from Health Safety and Wellbeing (HSW), Procurement, Privacy, Legal, People and Culture, and a Volunteer Coordinator.
54. Targeted engagement was undertaken with Council staff who currently coordinate and manage volunteers across library services, heritage and research, museum services, Baycourt, city operations and community facilities.
55. Council staff confirmed that the proposed policy direction appropriately reflects current volunteer management practices and provides a practical framework for future volunteer participation.
56. Feedback primarily related to operational matters including volunteer recruitment processes, volunteer agreements, volunteer recognition, reimbursement arrangements, health and safety requirements, and the management of different volunteer types. This feedback informed several refinements to the policy, supporting procedure, HSW guideline and agreement documentation.
57. Feedback was also sought from current volunteers, Volunteering Bay of Plenty, Bay of Plenty Regional Council and Western Bay of Plenty District Council.
58. Feedback from current volunteers was overwhelmingly positive, with volunteers consistently describing their roles as meaningful, rewarding and well supported. Common themes included positive relationships with staff, strong communication, effective health and safety practices, meaningful work, ongoing learning opportunities, and a strong sense of belonging.

within volunteer teams. Volunteers generally considered the draft policy to accurately reflect their experience and identified only minor suggestions for improvement.

59. Feedback from Volunteering Bay of Plenty and Bay of Plenty Regional Council was generally supportive of the proposed policy direction and provided input on volunteer recruitment approaches, volunteer management good practice, volunteer feedback mechanisms, references to sector guidance, and recognising the importance of working in partnership with communities, including tangata whenua. This feedback was considered during the review and contributed to a small number of refinements to the final draft policy. No substantive policy concerns were identified.

SIGNIFICANCE

60. The Local Government Act 2002 requires an assessment of the significance of matters, issues, proposals and decisions in this report against Council's Significance and Engagement Policy. Council acknowledges that in some instances a matter, issue, proposal or decision may have a high degree of importance to individuals, groups, or agencies affected by the report.
61. In making this assessment, consideration has been given to the likely impact, and likely consequences for:
- (a) the current and future social, economic, environmental, and cultural well-being of the district or region
 - (b) any persons who are likely to be particularly affected by, or interested in, the decision
 - (c) the capacity of the local authority to perform its role, and the financial and other costs of doing so.
62. In accordance with the considerations above, criteria and thresholds in the policy, it is considered that the decision to update the policy is of low significance as it primarily updates and modernises an existing policy, does not significantly alter Council's policy direction, and does not result in changes to levels of service.

ENGAGEMENT

63. Taking into consideration the above assessment, that the decision is of low significance, officers are of the opinion that no further engagement is required prior to the Committee making a decision.

NEXT STEPS

64. Subject to adoption, implementation of the updated framework is expected to occur over the subsequent three to six months.
65. The Head of People, Performance and Culture and Head of Commercial will oversee implementation and ongoing monitoring of the policy framework.
66. Following adoption of the policy, staff will:
- (a) finalise the policy and publish it on Council's website
 - (b) finalise supporting operational documents, including the Volunteer Agreement Template
 - (c) implement the Volunteer Community Participation Procedure and Health Safety and Wellbeing Volunteer Guideline
 - (d) communicate the updated framework to staff who engage with volunteers
 - (e) update volunteer management processes and supporting resources as required
 - (f) continue to support and promote volunteer opportunities across Council services.

ATTACHMENTS

1. **Revised Volunteer Community Participation Policy 2026** - [!\[\]\(687b6c142f51ac6f390f8bd444e38d03_img.jpg\) !\[\]\(861b7aaa71df51b93037a486c3b17630_img.jpg\)](#)
2. **Revised Volunteer Community Participation Policy- Tracked Changes** - [!\[\]\(605f40b2c3d6e1d01a5766f59c82e1d4_img.jpg\) !\[\]\(5f28278c0ebbde07efa8ee7d80530cb7_img.jpg\)](#)

DRAFT VOLUNTEER COMMUNITY PARTICIPATION POLICY



Policy type	City		
Authorised by	Council		
First adopted	27 November 2012	Minute reference	M12/77.2
Revisions/amendments	2026	Minute reference	
Review date	As required		

1. PURPOSE

- 1.1 To recognise the important role volunteering plays in building inclusive, connected communities and strengthening service delivery across Tauranga.
- 1.2 To identify the range of ways in which volunteers assist Tauranga City Council and the community to achieve positive outcomes.
- 1.3 To provide an enabling framework for volunteer community participation (where Tauranga City Council has a level of involvement in the initiative) that seeks to achieve consistency and efficiency in the approach taken and ensure quality outcomes.
- 1.4 To ensure volunteer involvement is delivered safely, consistently and in accordance with legal obligations and best practice.

2. SCOPE

- 2.1 This policy applies to all Tauranga City Council activities that involve volunteer community participation.

3. DEFINITIONS

Term	Definition
Casual volunteer	A volunteer who does not meet the definition of a volunteer worker. They typically participate in one-off or occasional Tauranga City Council activities. For health and safety management purposes, Tauranga City Council treats casual volunteers as workers.
Tauranga City Council	Means Tauranga City Council or any Committee, Sub Committee or elected member of Council or officer or other person authorised to exercise the authority of Council.

Meaningful volunteer opportunities	Means that the volunteer will gain some desired work experience that is relevant to them or the volunteer's established skills will assist a Tauranga City Council community initiative.
Volunteer	Subject to the exclusion in clause 5.4.3, means a person who does not expect or receive pay for work to be performed, other than reimbursement of actual and reasonable expenses and may include a casual volunteer and/or a volunteer worker.
Volunteer community participation	Is the gift of time or resources to assist in the provision of Tauranga City Council services, programs or community initiatives for the benefit of the Tauranga community.
Volunteer worker	A volunteer who carries out work for Tauranga City Council on a regular and ongoing basis that is integral to Tauranga City Council operations. They are treated as a worker under the Health and Safety at Work Act 2015.
Worker	Has the meaning given in the Health and Safety at Work Act 2015.

4. PRINCIPLES

- 4.1 Tauranga City Council supports volunteer community participation that contributes to an inclusive city, enabling people and communities, including tangata whenua and diverse groups, to participate in ways that are meaningful, accessible and appropriate.
- 4.2 Volunteer community participation reflects our commitment to working in partnership with communities, including tangata whenua, recognising the value of collaboration and shared responsibility in achieving positive outcomes.
- 4.3 Tauranga City Council will consider volunteer community participation opportunities on a case by case basis, assessing anticipated benefits, resourcing requirements, risks and sustainability to support quality and enduring outcomes.
- 4.4 Tauranga City Council's approach to volunteer community participation will support long term social, cultural and environmental wellbeing, including through respectful relationships and responsible stewardship of resources.

5.0 POLICY STATEMENT

5.1 Commitment to volunteer involvement

- 5.1.1 Tauranga City Council is committed to ensuring that volunteer involvement is delivered safely, consistently and in accordance with policies, legal obligations and best practice approaches to volunteer management.

5.2 Appropriate use of volunteers

- 5.2.1 Tauranga City Council will use a clear and consistent process to determine when volunteer involvement is appropriate, ensuring that volunteer's roles provide meaningful community benefit and are supported with the training, supervision and resources required.
- 5.2.2 Tauranga City Council will engage volunteers in ways that complement paid staff roles and do not undermine or displace paid staffing levels. Volunteer

involvement must be safe, ethical and add value for both the community and the volunteer.

- 5.2.3 Tauranga City Council will not generally use volunteers where:
- the role has typically been a paid position within the last 12 months
 - the work is not meaningful, for example tedious, unpleasant, too demanding
 - Tauranga City Council does not have the resources to provide appropriate training and support
 - volunteers do not perceive any value in the work and opportunity to achieve personal goals
 - unacceptable risks to health & safety exist.

5.3 Roles and responsibilities

- 5.3.1 Tauranga City Council will aim to:
- empower volunteers to meet their own and the organisation's needs
 - offer meaningful volunteer opportunities appropriate to their skills, experience and aspirations
 - provide volunteers with clear duty statements and orientation to their work and the organisation
 - offer relevant training and support for volunteers to achieve personal and work goals
 - implement procedures to safeguard volunteer safety and wellbeing
 - offer re-imbursement for approved out-of-pocket expenses
 - recognise volunteers as valued team members and provide opportunities to participate in decisions that affect them
 - provide mechanisms to acknowledge contributions made by volunteers
 - provide opportunities for volunteers to feedback both during their service and upon exit
 - implement some mechanisms to measure, monitor and evaluate volunteer contributions.
- 5.3.2 Tauranga City Council intends that volunteers will:
- work in partnership with Tauranga City Council to assist in meeting Tauranga City Council or community outcomes
 - respect and adhere to Tauranga City Council policies and requirements
 - recognise individual motives for being a volunteer and ensure the organisation is aware of these
 - seek work opportunities appropriate to skills, interests and aspirations;
 - be committed to give high quality service
 - consider opportunities for job training and personal development
 - carry out all work agreed to responsibly, safely and ethically
 - report any concerns that might affect the safety of self or others, work relationships or quality of service
 - contribute as a valued team member to decisions which affect the work;
 - value and support other team members.

5.4 Types of volunteer participation

- 5.4.1 Volunteers contribute to the community in a range of ways. Understanding these different forms of participation helps ensure clear expectations, appropriate support and safe, effective collaboration.
- 5.4.2 The main types of involvement volunteers have in Tauranga City Council activities include programme support, event assistance, one-off community

projects, incorporated societies or charitable trusts, friends of groups, committee groups, care groups, or corporate groups.

- 5.4.3 Corrections workers who undertake work on behalf of Tauranga City Council are not considered volunteers under this policy.

5.5 Support, sponsorship and gifts

- 5.5.1 Tauranga City Council sometimes receives financial contributions, services or other in-kind support from businesses, organisations and individuals to help deliver community projects, facilities and activities. These arrangements are managed under the Support and Sponsorship of Tauranga Community Facilities and Activities Policy, which sets out the framework for how Tauranga City Council seeks, enters into and manages support agreements.
- 5.5.2 Where gifts of physical resources are made to Tauranga City Council, quality should be a consideration to ensure that the acceptance of that gift is not a cost to Tauranga City Council in the long run. For example, accepting a low-quality resource to assist a project which may need replacing in a short period thus is not an efficient option.

5.6 Volunteer recruitment

- 5.6.1 Volunteer opportunities will be identified and filled using recruitment approaches appropriate to the nature of the role and the community context. This may include advertising through suitable channels (e.g. brochures, Tauranga City Council website, volunteering websites, emails, social media) and/or directly approaching individuals or existing volunteer groups where this is appropriate.
- 5.6.2 We are committed to providing equal opportunities in line with our Diversity, Equity and Inclusion Policy and Recruitment Policy.
- 5.6.3 All volunteers will be required to complete a volunteer registration and agreement form and must accept Tauranga City Council's volunteer terms.
- 5.6.4 Where necessary, at Tauranga City Council's discretion, police checks of potential volunteers may be undertaken.

5.7 Adequate volunteer training, support and supervision

- 5.7.1 Tauranga City Council will ensure there is appropriate relevant upfront training and ongoing support and supervision for all volunteer activities. This should be budgeted for at the beginning of any new initiative.

5.8 Health & safety and volunteers

- 5.8.1 Tauranga City Council will meet its duties under the Health and Safety at Work Act 2015 by providing, so far as is reasonably practicable, a safe environment and safe systems of work for all volunteers engaged in Tauranga City Council activities.
- 5.8.2 For consistency and to uphold high safety standards, Tauranga City Council treats all volunteers as workers for the purpose of health and safety management.
- 5.8.3 Volunteer involvement must be planned and managed in line with Tauranga City Council's health, safety and wellbeing framework, including risk assessment, induction, access to required training, and appropriate supervision.

- 5.8.4 Council will provide volunteers with any required personal protective equipment and ensure they receive information and instruction necessary to work safely.
- 5.8.5 Volunteers must take reasonable care for their own safety and the safety of others, follow reasonable instructions and procedures, use required equipment, and report hazards or incidents.
- 5.8.6 In accordance with the Health and Safety at Work Act 2015, Tauranga City Council will engage with and provide reasonable opportunities for volunteers, as workers, to participate in health, safety and wellbeing matters that affect them. Volunteer feedback will be considered and used to support continuous improvement of health and safety systems and practices.
- 5.8.7 Volunteer activities involving young people must comply with legislative restrictions and Tauranga City Council safety requirements. This includes the suitability of the task, supervision levels, and restricted activities (e.g. machinery, hazardous substances).

5.9 Volunteer recognition

- 5.9.1 Tauranga City Council will recognise volunteer contributions in ways that are meaningful and appropriate.

6. RELEVANT DELEGATIONS

- 6.1 The chief executive and their nominee has delegated authority for the implementation of this policy.

7. REFERENCES AND RELEVANT LEGISLATION

- Children's Act 2014
- Health & Safety at Work Act 2015
- Human Rights Act 1993
- Privacy Act 2020
- Volunteering New Zealand Best Practice Guidelines

8. ASSOCIATED POLICIES/PROCEDURES

- Child Protection Policy
- Health Safety and Wellbeing Policies and Procedures
- Digital Services Acceptable Use Policy
- Diversity Equity and Inclusion Policy
- Privacy Policy
- Recruitment Policy
- Volunteer Health Safety and Wellbeing Guidelines
- Volunteer Community Participation Procedure

Note: As the changes in this document are substantial, the tracked changes below are shown section by section. Black text indicates the original content and the red text indicates the updated content.

DRAFT VOLUNTEER COMMUNITY PARTICIPATION POLICY



Policy type	City		
Authorised by	Council		
First adopted	27 November 2012	Minute reference	M12/77.2
Revisions/amendments	<u>2026</u>	Minute reference	
Review date	As required		

1. POLICY OBJECTIVES

To identify the range of ways in which volunteers assist Council and the community to achieve positive outcomes.

To provide an enabling framework for volunteer community participation (where Council has a level of involvement in the initiative) that seeks to achieve consistency and efficiency in the approach taken and ensure quality outcomes.

PURPOSE

2. To recognise the important role volunteering plays in building inclusive, connected communities and strengthening service delivery across Tauranga.
3. To identify the range of ways in which volunteers assist Tauranga City Council and the community to achieve positive outcomes.
4. To provide an enabling framework for volunteer community participation (where Tauranga City Council has a level of involvement in the initiative) that seeks to achieve consistency and efficiency in the approach taken and ensure quality outcomes.
5. To ensure volunteer involvement is delivered safely, consistently and in accordance with legal obligations and best practice.

2. SCOPE

- 2.1 This policy applies to all Tauranga City Council activities that involve volunteer community participation.

2. PRINCIPLES

Council recognises the significant role that volunteers have in our community, and in the work that Council undertakes in our communities.

Council recognises the importance of volunteer community participation in strengthening our communities and sees value in supporting this approach where appropriate on an ongoing basis.

Council will consider each new volunteer community participation opportunity on a case by case basis, assessing the costs and benefits upfront to ensure quality outcomes are achieved.

4. PRINCIPLES

- 4.1 Tauranga City Council supports volunteer community participation that contributes to an inclusive city, enabling people and communities, including tangata whenua and diverse groups, to participate in ways that are meaningful, accessible and appropriate.
- 4.2 Volunteer community participation reflects our commitment to working in partnership with communities, including tangata whenua, recognising the value of collaboration and shared responsibility in achieving positive outcomes.
- 4.3 Tauranga City Council will consider volunteer community participation opportunities on a case by case basis, assessing anticipated benefits, resourcing requirements, risks and sustainability to support quality and enduring outcomes.
- 4.4 Tauranga City Council's approach to volunteer community participation will support long term social, cultural and environmental wellbeing, including through respectful relationships and responsible stewardship of resources.

3. DEFINITIONS

Term	Definition
Meaningful volunteer opportunities	Include the volunteer gaining some relevant desired work experience or the use of established skills that assist a community initiative. Non meaningful experiences are those that are unpleasant or provide no valuable outcomes.
Volunteer	Is a person who does not expect or receive pay for work to be performed as a volunteer.
Volunteer community participation	Is the gift of time or resources to assist Council services, programs or community initiatives for the benefit of the Tauranga community.

<u>Term</u>	<u>Definition</u>
<u>Casual volunteer</u>	<u>A volunteer who does not meet the definition of a volunteer worker. They typically participate in one-off or occasional Tauranga City Council activities. For health and safety management purposes, Tauranga City Council treats casual volunteers as workers.</u>
<u>Tauranga City Council</u>	<u>Means Tauranga City Council or any Committee, Sub Committee or elected member of Council or officer or other person authorised to exercise the authority of Council.</u>

<u>Meaningful volunteer opportunities</u>	<u>Means that the volunteer will gain some desired work experience that is relevant to them or the volunteer's established skills will assist a Tauranga City Council community initiative.</u>
<u>Volunteer</u>	<u>Subject to the exclusion in clause 5.4.3, means a person who does not expect or receive pay for work to be performed, other than reimbursement of actual and reasonable expenses and may include a casual volunteer and/or a volunteer worker.</u>
<u>Volunteer community participation</u>	<u>Is the gift of time or resources to assist in the provision of Tauranga City Council services, programs or community initiatives for the benefit of the Tauranga community.</u>
<u>Volunteer worker</u>	<u>A volunteer who carries out work for Tauranga City Council on a regular and ongoing basis that is integral to Tauranga City Council operations. They are treated as a worker under the Health and Safety at Work Act 2015.</u>
<u>Worker</u>	<u>Has the meaning given in the Health and Safety at Work Act 2015.</u>

4. BACKGROUND

New Zealand has a strong reputation as being a volunteer nation with more than one million New Zealanders involved in some form of voluntary work. (*Ref: Volunteering New Zealand*).

Volunteering is an essential aspect of an inclusive society. The individuals and groups engaged in volunteer partnerships with agencies such as Tauranga City Council can increase the capacity of many services. Other benefits of volunteering can include meaningful social participation and inclusion, an increased sense of belonging, fostering of positive relationships, the forming of stronger local communities and cost effective service delivery.

5. VOLUNTEER COMMUNITY PARTICIPATION

The main types of involvement volunteers have in Council activities are:

- **Volunteer programme support** – volunteers assist the delivery of a range of our programmes e.g. travel safe, worm composting, heritage collection, graffiti removal, elder housing and the historic village.
- **Volunteer event support** – volunteers assist the delivery of a range of events e.g. New Years Eve, Children's Day
- **One off volunteer days** – organised as required to support council projects or a community demand e.g. planting days or clean ups.
- **International volunteers** – e.g. McLaren Falls Park.
- **Development of a Trust** – can provide the community with a structure to have some ownership and be in a stronger position to apply for funding than council may be. Council often facilitates the setting up of the Trust. e.g. Rotary Trust (K Valley), Sydenham Gardens Trust, Artsville Trust.

- **Development of a 'Friends of' group** - less formal than a Trust. Friends of groups may undertake fund raising or run working bees e.g. Friends of Tauranga Theatre Organ Society, Baycourt, Libraries, McLaren Falls Park.
- **Committee groups** –that work alongside council e.g. Elders Forum, Toxic Agrichemical Advisory Forum.

It is acknowledged that Council also receives corporate gifts of services and finances to support projects some council driven, some community driven through the City Partnership programme. This programme operates under its own framework.

Council volunteers do not include:

Corrections workers – who undertake work on behalf of council.

5.4 Types of Volunteer Participation

5.4.1 Volunteers contribute to the community in a range of ways. Understanding these different forms of participation helps ensure clear expectations, appropriate support and safe, effective collaboration.

5.4.2 The main types of involvement volunteers have in Tauranga City Council activities include programme support, event assistance, one-off community projects, incorporated societies or charitable trusts, friends of groups, committee groups, care groups, or corporate groups.

5.4.3 Corrections workers who undertake work on behalf of Tauranga City Council are not considered volunteers under this policy.

6. POLICY STATEMENT

Criteria to consider when engaging volunteers

A volunteer community participation toolkit has been created to support Council's work with volunteers (TCC Ref: 5699993).

5.1 Commitment to Volunteer Involvement

5.1.1 Tauranga City Council is committed to ensuring that volunteer involvement is delivered safely, consistently and in accordance with policies, legal obligations and best practice approaches to volunteer management.

Appropriate use of volunteers or resource gifts

Key considerations include if it should be a paid or volunteer position, if there are volunteer benefits, if the work opportunity is meaningful and if the volunteer opportunity can be adequately resourced.

Where gifts of physical resources are made to council, quality should be a consideration to ensure that the acceptance of that gift is not a cost to council in the long run. for example accepting a low quality resource to assist a project may need replacing in a short period thus not being an efficient option.

Council will not generally use volunteers where:

- the role has typically been a paid position within the last 12 months
- the work is not meaningful i.e. tedious, unpleasant, too demanding
- council does not have the resources to provide appropriate training and support

- volunteers do not perceive any value in the work and opportunity to achieve personal goals
- unacceptable risks to health & safety exist.

5.2 Appropriate use of volunteers

5.2.1 Tauranga City Council will use a clear and consistent process to determine when volunteer involvement is appropriate, ensuring that volunteer's roles provide meaningful community benefit and are supported with the training, supervision and resources required.

5.2.2 Tauranga City Council will engage volunteers in ways that complement paid staff roles and do not undermine or displace paid staffing levels. Volunteer involvement must be safe, ethical and add value for both the community and the volunteer.

5.2.3 Tauranga City Council will not generally use volunteers where:

- the role has typically been a paid position within the last 12 months
- the work is not meaningful, for example, tedious, unpleasant, too demanding
- Tauranga City Council does not have the resources to provide appropriate training and support
- volunteers do not perceive any value in the work and opportunity to achieve personal goals
- unacceptable risks to health & safety exist.

5.5 Support, sponsorship and gifts

5.5.1 Tauranga City Council sometimes receives financial contributions, services or other in-kind support from businesses, organisations and individuals to help deliver community projects, facilities and activities. These arrangements are managed under the Support and Sponsorship of Tauranga Community Facilities and Activities Policy, which sets out the framework for how Tauranga City Council seeks, enters into and manages support agreements.

5.5.2 Where gifts of physical resources are made to Tauranga City Council, quality should be a consideration to ensure that the acceptance of that gift is not a cost to Tauranga City Council in the long run. For example, accepting a low-quality resource to assist a project which may need replacing in a short period thus is not an efficient option.

Council's role and responsibilities

Council will consider each volunteer opportunity for its own merits on a case by case basis. Council will aim to:

- empower volunteers to meet their own and the organisation's needs.
- offer volunteers meaningful work opportunities appropriate to their skills, experience and aspirations.
- provide volunteers with clear duty statements and orientation to their work and the organisation.
- offer relevant training and support for volunteers to achieve personal and work goals.
- implement procedures to safeguard volunteer safety and well being.
- offer re-imbursement to cover out-of-pocket expenses.

- recognise volunteers as valued team members with opportunities to participate in relevant organisation decisions.
- provide mechanisms to acknowledge contributions made by volunteers.

5.3 Roles and responsibilities

5.3.1 Tauranga City Council will aim to:

- empower volunteers to meet their own and the organisation's needs
- offer meaningful volunteer opportunities appropriate to their skills, experience and aspirations
- provide volunteers with clear duty statements and orientation to their work and the organisation
- offer relevant training and support for volunteers to achieve personal and work goals
- implement procedures to safeguard volunteer safety and wellbeing;
- offer re-imbursement for approved out-of-pocket expenses
- recognise volunteers as valued team members and provide opportunities to participate in decisions that affect them
- provide mechanisms to acknowledge contributions made by volunteers;
- provide opportunities for volunteers to feedback both during their service and upon exit
- implement some mechanisms to measure, monitor and evaluate volunteer contributions.

Volunteer recruitment

Volunteer opportunities will be advertised using the appropriate channels chosen for each individual opportunity e.g. brochures, website, media.

Equal opportunities apply.

All volunteers will be required to complete a volunteer registration form and accept Council's volunteer terms.

Council may undertake Police checks of potential volunteers when deemed necessary.

5.6 Volunteer recruitment

5.6.1 Volunteer opportunities will be identified and filled using recruitment approaches appropriate to the nature of the role and the community context. This may include advertising through suitable channels (e.g. brochures, Tauranga City Council website, volunteering websites, emails, social media) and/or directly approaching individuals or existing volunteer groups where this is appropriate.

5.6.2 We are committed to providing equal opportunities in line with our Diversity, Equity and Inclusion Policy and Recruitment Policy.

5.6.3 All volunteers will be required to complete a volunteer registration and agreement form and must accept Tauranga City Council's volunteer terms.

5.6.4 Where necessary, at Tauranga City Council's discretion, police checks of potential volunteers may be undertaken.

Adequate volunteer training, support and supervision

Council will ensure there is appropriate relevant upfront training and ongoing support and supervision for all volunteer activities. This should be budgeted for at the beginning of any new initiative.

5.7.1 Tauranga City Council will ensure there is appropriate relevant upfront training and ongoing support and supervision for all volunteer activities. This should be budgeted for at the beginning of any new initiative.

Health & Safety and volunteers

A volunteer under the Health and Safety Act means a person who does not expect to be rewarded for work to be performed as a volunteer; and receives no reward for work performed as a volunteer; but does not include a person who is receiving on the job training or gaining work experience. Under the Act employers are, subject to some exceptions, required to treat any person who does volunteer work for the employer as if the volunteer is an employee, in respect of health and safety at work.

Council will therefore treat all volunteers as employees in respect of health and safety at work. Each activity should be considered for its own risks and appropriate risk management practices put in place.

5.8.1 Tauranga City Council will meet its duties under the Health and Safety at Work Act 2015 by providing, so far as is reasonably practicable, a safe environment and safe systems of work for all volunteers engaged in Tauranga City Council activities.

5.8.2 For consistency and to uphold high safety standards, Tauranga City Council treats all volunteers as workers for the purpose of health and safety management.

5.8.3 Volunteer involvement must be planned and managed in line with Tauranga City Council's health, safety and wellbeing framework, including risk assessment, induction, access to required training, and appropriate supervision.

5.8.4 Council will provide volunteers with any required personal protective equipment and ensure they receive information and instruction necessary to work safely.

5.8.5 Volunteers must take reasonable care for their own safety and the safety of others, follow reasonable instructions and procedures, use required equipment, and report hazards or incidents.

5.8.6 In accordance with the Health and Safety at Work Act 2015, Tauranga City Council will engage with and provide reasonable opportunities for volunteers, as workers, to participate in health, safety and wellbeing matters that affect them. Volunteer feedback will be considered and used to support continuous improvement of health and safety systems and practices.

5.8.7 Volunteer activities involving young people must comply with legislative restrictions and Tauranga City Council safety requirements. This includes the suitability of the task, supervision levels, and restricted activities (e.g. machinery, hazardous substances).

Volunteer recognition

Volunteers may be recognised in an appropriate way to be determined by the project manager. Recognition may include:

- Morning/afternoon teas

- Letters of thanks
- Petrol vouchers
- Certificates
- Annual lunch or get together
- Positive publicity in Council publications
- Entry into volunteer awards e.g. community spirit awards
- Council wide events to acknowledge volunteer efforts

5.9.1 Tauranga City Council will recognise volunteer contributions in ways that are meaningful and appropriate.

Volunteers role and responsibilities

Volunteers will work in partnership with council to assist in meeting council or community outcomes.

Volunteers have a responsibility to:

- respect and adhere to Council policies and requirements
- recognise individual motives for being a volunteer and ensure the organisation is aware of these.
- seek work opportunities appropriate to skills, interests and aspirations.
- be committed to give high quality service.
- consider opportunities for job training and personal development.
- carry out all work agreed to responsibly, safely and ethically.
- report any concerns that might affect safety of self or others, work relationships or quality of service.
- contribute as a valued team member to decisions which affect the work.
- value and support other team members.

5.3 Roles and responsibilities

5.3.2 Tauranga City Council intends that Volunteers will:

- work in partnership with Tauranga City Council to assist in meeting Tauranga City Council or community outcomes
- respect and adhere to Tauranga City Council policies and requirements
- recognise individual motives for being a volunteer and ensure the organisation is aware of these
- seek work opportunities appropriate to skills, interests and aspirations;
- be committed to give high quality service
- consider opportunities for job training and personal development;
- carry out all work agreed to responsibly, safely and ethically
- report any concerns that might affect the safety of self or others, work relationships or quality of service
- contribute as a valued team member to decisions which affect the work
- value and support other team members.

7. RELEVANT DELEGATIONS

The Chief Executive and ~~his/her~~their nominee has delegated authority for the implementation of this Policy.

8. REFERENCES AND RELEVANT LEGISLATION

Health & Safety Act (1992)
TCC Health & Safety Policy and Procedures
Community Engagement Policy

Volunteer Community Participation Toolkit (TCC REF 5699993)

[Children's Act 2014](#)
[Health & Safety at Work Act 2015](#)
[Human Rights Act 1993](#)
[Privacy Act 2020](#)
[Volunteering New Zealand Best Practice Guidelines](#)

ASSOCIATED POLICIES/PROCEDURES

[Child Protection Policy](#)
[Health Safety and Wellbeing Policies and Procedures](#)
[Digital Services Acceptable Use Policy](#)
[Diversity Equity and Inclusion Policy](#)
[Privacy Policy](#)
[Recruitment Policy](#)
[Volunteer Health Safety and Wellbeing Guidelines](#)
[Volunteer Community Participation Procedure](#)

9.4 Review of Gambling Venues Policy

File Number: A20265309

Author: Sharon Herbst, Policy Analyst
Deidre Ewart, Head of Regulatory Support & Compliance Services
Nigel McGlone, Manager: Compliance Services

Authoriser: Sarah Omundsen, General Manager: Regulatory and Community Services

PURPOSE OF THE REPORT

1. To present the findings of the Gambling Venues Policy review, including an assessment of the social impacts of gambling, and seek direction on the future policy approach.

RECOMMENDATIONS

That the City Future Committee:

- (a) Receives the report "Review of Gambling Venues Policy".
- (b) Notes that the review findings indicate the current Gambling Venues Policy is achieving its intended outcomes, including reductions in gambling venue and gaming machine numbers and a reduction in the number of venues located in higher deprivation areas.
- (c) Notes that stakeholder feedback highlights an ongoing tension between gambling harm minimisation objectives and the availability of funding from gaming machines for community organisations.
- (d) Agrees that the current Gambling Venues Policy remains fit for purpose and should be retained.
- (e) Notes that any amendment to the Gambling Venues Policy would require consultation through a Special Consultative Procedure under the Local Government Act 2002.

EXECUTIVE SUMMARY

2. Council is required under section 102 of the Gambling Act 2003 to review its Gambling Venues Policy every three years and consider the social impacts of gambling within the district.
3. The current policy¹³ applies a sinking lid approach¹⁴, preventing new gambling venues and gaming machines and resulting in a gradual reduction in gambling availability over time.
4. Gambling venue and gaming machine numbers have generally trended downward over the last two decades. Since the introduction of the sinking lid approach in 2019, the number of gambling venues has reduced from 34 to 28 and gaming machine numbers have reduced from 497 to 427. The distribution of venues has also shifted away from higher deprivation areas, supporting the policy objective of reducing exposure to gambling harm.

¹³ The current policy is available here:

<https://www.tauranga.govt.nz/Portals/0/data/council/policies/files/gambling-venues-policy.pdf>

¹⁴ A sinking lid approach means that the policy does not allow new gambling venues to be established. As existing venues close and are not replaced, the maximum number of venues gradually reduces over time, causing the 'lid' on venue numbers to progressively lower.

5. This review has been informed by a Social Impact Assessment (Attachment 1), which examined gambling activity, harm indicators, community benefit, and feedback from targeted engagement. The assessment indicates that the current policy is achieving its intended outcomes of reducing gambling availability and exposure to harm.
6. Gambling harm remains a significant issue within Tauranga. Based on national prevalence data approximately 12,880 Tauranga residents experience gambling-related harm each year. Tauranga residents lose approximately \$37 million annually through Class 4 gambling, while around \$9.8 million is returned locally through community grants.
7. Targeted engagement with 45 organisations highlighted a clear policy tension between reducing gambling-related harm and maintaining access to funding from gaming machines for community organisations. Health and harm reduction organisations generally supported retaining or strengthening the sinking lid approach, while many community, sporting, and gaming sector stakeholders favoured fixed-cap or population-based approaches to help sustain future funding levels.
8. On balance, the evidence indicates the current policy remains fit for purpose and is achieving its intended outcomes of reducing gambling availability and exposure to harm.
9. The purpose of this report is to present the findings of the review and seek direction from the Committee on whether to retain the current policy approach or investigate alternative approaches.
10. Any amendment to the policy would require consultation through the Special Consultative Procedure under the Local Government Act 2002.

BACKGROUND

11. Tauranga City Council is required under the Gambling Act 2003 to adopt and review every three years a Gambling Venues Policy. The purpose of the policy is to manage the availability of Class 4 gambling (gaming machines outside of casinos, also known as pokies) within the city, with a focus on balancing the social impacts of gambling with the benefits returned to the community through grant funding.
12. The policy operates within a broader legislative framework that aims to limit opportunities for gambling, prevent and minimise gambling harm, and ensure that the proceeds from gambling benefit communities. In the local context, this requires the Committee to consider both the negative impacts of gambling—such as financial hardship, health and social harm—and the positive role that funding from Class 4 gambling plays in supporting community, sporting, and social organisations.
13. Council's role is limited to Class 4 gambling venue policy and TAB venue policy matters. This includes determining whether new Class 4 gambling venues and standalone TAB venues may be established and where they may be located. Council does not regulate other forms of gambling, including Lotto, casino gambling, online gambling, or race and sports betting activities.
14. Prior to 2019, the policy used a population-based model that limited gaming machines to approximately one per 220 residents, allowing both machine numbers and venues to increase alongside population growth. While this supported flexibility and funding levels, it also meant that gambling availability could expand over time, as the policy did not place a direct limit on the number of venues.
15. In practice, venue and gaming machine numbers had been declining for some time prior to the introduction of the sinking lid policy. Earlier Council reviews noted a steady decrease in Class 4 venue and gaming machine numbers since 2008, despite the population-based policy remaining in place. At the time of the 2019 review, the policy allowed up to 611 gaming machines, while actual gaming machine numbers were approximately 541.
16. Based on Tauranga's current population (approximately 161,000 residents), the pre-2019 population-based policy would allow for around 700–730 gaming machines if still in place now. In comparison, there are currently approximately 427 machines operating, meaning

current availability is substantially lower than would be permitted under the former policy approach.

17. While some controls existed around location and relocation, the earlier policy framework allowed gambling availability to increase over time as population increased. This approach reflected a balance between harm minimisation and the role of gambling in generating community funding, but did not actively reduce exposure.
18. In 2019, Council introduced a sinking lid policy, which represented a significant shift in approach. Under this model, no new gambling venues or gaming machines are permitted, and the total number gradually reduces over time as venues close. The intent of this approach is to limit and progressively reduce exposure to gambling, particularly in communities that are more vulnerable to gambling-related harm. Relocation of existing venues was highly restricted, generally limited to exceptional circumstances such as natural disasters. As a result, venues could remain in locations that were no longer suitable, including areas with higher levels of deprivation.
19. In 2023, Council reviewed the policy and retained the sinking lid, while expanding relocation provisions to allow venues to move for a broader range of reasons. These changes introduced greater flexibility for venue operators, while maintaining control over overall numbers.
20. The updated policy restricts relocations to commercial or industrial areas and requires a minimum separation of 100 metres from residential areas with a deprivation index of 9 or 10, while also requiring consideration of proximity to sensitive locations such as schools, marae, and places of worship when assessing relocation applications. This was intended to allow venues to relocate away from higher-risk communities while maintaining the overall reduction in venue and machine numbers and reducing exposure to vulnerable populations.
21. These changes created a more balanced approach, combining a gradual reduction in overall availability with greater ability to influence where gambling occurs within the city.
22. As part of the current review, and in accordance with Council's obligations under the Gambling Act 2003 to consider the social impacts of gambling within the district, council staff have undertaken an assessment of the social impacts of gambling in Tauranga, supported by data analysis and targeted engagement. This has included consideration of:
 - (a) trends in gambling venue and gaming machine numbers
 - (b) the distribution of venues across deprivation areas
 - (c) the balance between gambling-related harm and community benefits
 - (d) feedback from community organisations, health providers, and the Class 4 (gambling) sector
 - (e) operational and policy issues arising from implementation of the current policy.
23. This information has been brought together in a Social Impact Assessment (Attachment 1), which provides the evidential basis for this report. The assessment indicates that gambling availability in Tauranga has declined over time, with venue and gaming machine numbers trending downward since at least 2015. The assessment further indicates that the current policy settings continue to support the direction of travel, including a reduction in the number of venues located in higher deprivation areas.
24. In addition, Tauranga recorded approximately \$37 million in losses to the gaming machines in the year to March 2026, reinforcing the scale of gambling activity within the city.
25. At the same time, feedback from the community highlights the ongoing importance of funding from gaming machines, particularly for organisations that rely on it to support participation and service delivery. This reinforces the need for the Committee to carefully balance harm reduction objectives with the broader social and economic role of gambling-derived funding.
26. Overall, the review indicates that the current policy is achieving its intended outcomes, with stakeholder views differing on the future policy approach.

STATUTORY CONTEXT

27. Under sections 101 and 102 of the Gambling Act 2003, territorial authorities are required to adopt, maintain, and regularly review a Class 4 venue policy.
28. In developing and reviewing this policy, the Committee must have regard to the social impact of gambling within the district. The policy must specify whether Class 4 gambling venues are permitted, where they may be located, and may include restrictions on gaming machine numbers and provisions for relocation.
29. The Act enables councils to consider a range of local factors when setting policy, including the characteristics of the district, the location of community facilities such as schools and places of worship, the distribution and cumulative effects of gambling opportunities, and appropriate distances between venues.
30. Policies must be adopted and amended using the Special Consultative Procedure under the Local Government Act 2002, including engagement with gambling societies and organisations representing Māori.
31. Councils are required to review the policy every three years and determine whether any amendments are needed. If no changes are proposed, consultation is not required. If changes are proposed, a full consultation process must be undertaken. A policy remains in force while it is under review.
32. Any amendment to the Gambling Venues Policy, including targeted or technical changes, requires consultation in accordance with section 102 of the Gambling Act 2003 and the Special Consultative Procedure under the Local Government Act 2002. This applies regardless of the scale of the proposed amendment.

STRATEGIC ALIGNMENT

33. This contributes to the promotion or achievement of the following strategic community outcome(s):

	Contributes
We are an inclusive city	✓
We value, protect and enhance the environment	☐
We are a well-planned city that is easy to move around	✓
We are a city that supports business and education	☐
We are a vibrant city that embraces events	☐

34. This review primarily contributes to an inclusive city. The policy seeks to reduce inequitable exposure to gambling harm, particularly for Māori, Pacific peoples, and higher deprivation communities, while recognising the role of gambling-derived funding in supporting community wellbeing. This aligns with strategic outcomes that communities are connected, engaged and resilient and thrive, the city is equitable, with resources prioritised so everyone has the chance to flourish and people feel safe in their communities.
35. The policy also contributes to a well-planned city by influencing the location and distribution of gambling venues through location and relocation provisions. These provisions support Council's role in managing how gambling opportunities are distributed across the city and align with the outcome of creating liveable, connected neighbourhoods that support healthy communities.

OPTIONS ANALYSIS

Issue 1: Overall policy direction

36. Under the Gambling Act 2003, Council's role is to manage the availability and location of Class 4 gambling venues, having regard to the social impacts of gambling within the district.

37. The current policy applies a sinking lid approach, which prevents the establishment of new Class 4 venues and additional gaming machines. Venue and gaming machine numbers reduce over time as venues close or cease operating.
38. The review indicates that the current policy is achieving its intended outcomes. While venue and gaming machine numbers had been declining over the longer term, since the introduction of the sinking lid in 2019:
 - (a) gambling venue numbers have reduced from 34 to 28
 - (b) gaming machine numbers have reduced from 497 to 427
 - (c) the number of venues located in higher deprivation areas has reduced.
39. Stakeholder feedback identified differing preferences regarding the future policy direction.
40. Health and harm reduction organisations generally supported retaining or strengthening the sinking lid approach to further reduce gambling availability and exposure to harm.
41. Community organisations, sports organisations, and gaming sector stakeholders generally supported investigation of fixed-cap or population-based cap approaches to maintain access to community funding as Tauranga grows.
42. The review identified a clear tension between harm minimisation objectives and maintaining community funding. While reductions in venue and machine numbers may affect funding availability over time, the evidence indicates the current policy is delivering its intended harm reduction outcomes and reducing the number of venues located in higher deprivation areas.
43. This trade-off must be considered alongside the relative scale of impacts, with approximately \$37 million in annual gambling losses, around \$9.8 million returned locally through funding, and an estimated 12,880 people experiencing gambling harm each year.
44. On balance, the evidence indicates the current policy is achieving its intended objectives of reducing gambling availability and exposure to harm. Staff therefore consider the current policy remains appropriate and recommend it be retained.
45. Three broad policy approaches are available for consideration and are presented in Table 1.
46. If the Committee directs staff to investigate an alternative policy approach, staff will undertake further investigation of alternative policy approaches and report back with options and implications for consideration.

Table 1: Options for Gambling Venues Policy direction

Option	Advantages	Disadvantages
1A Retain status quo (sinking lid with relocation provisions) – (recommended)	- Continues gradual reduction in venues and machines over time - Evidence shows the policy is working with a reduction in venues and machines - Supports harm minimisation and equity outcomes - Maintains ability to relocate venues away from higher-risk areas - No requirement for formal consultation (SCP)	- May reduce availability of Class 4 gambling funding over time - Ongoing pressure on community organisations that rely on funding
1B Investigate a fixed cap (no growth, no decline)	Provides certainty in venue and machine numbers	Stops further reduction in gambling availability

	• Potentially maintains current level of funding • More predictable for operators and community groups	• Limits harm reduction gains over time • Requires policy change and Special Consultative Procedure
1C Investigate a population-based cap	• Allows gambling venues and machines to align with population growth • Supports longer-term funding availability	• May increase gambling availability over time • Reduces effectiveness of harm minimisation • Requires policy change and Special Consultative Procedure

Other matters raised through the review

47. A small number of other matters were raised through stakeholder feedback and policy implementation experience, including relocation provisions, notification of relocation applications, merger provisions, and alcohol licence timing requirements.

Relocation provisions

48. The review considered the operation of the relocation provisions introduced in 2023. These provisions were designed to provide greater flexibility for venue operators while maintaining a sinking lid approach and supporting the movement of venues away from higher-risk locations. Stakeholder feedback on the provisions was mixed. Some submitters supported retaining the current approach, while others advocated for stronger restrictions or the removal of relocation provisions altogether.
49. The provisions have been in place for a relatively short period and only limited evidence is available regarding their long-term effectiveness. While some opportunities for refinement were identified through stakeholder feedback and implementation experience, the review did not identify a clear need for policy change at this time.

Notification of relocation applications

50. One stakeholder suggested that relocation applications should be publicly notified or shared with nearby organisations and affected parties. The rationale for this proposal was to improve transparency and provide additional local knowledge regarding potential community impacts.
51. While notification may provide greater visibility of relocation decisions, it would also introduce additional administrative requirements and could increase processing timeframes. The review did not identify sufficient evidence to demonstrate that a notification process would materially improve gambling harm outcomes or decision-making, and further work is not recommended at this time.

Merger provisions

52. During implementation of the policy, staff identified a potential ambiguity relating to circumstances where a merger application is approved but the merger does not ultimately proceed. The issue arose on one occasion and was able to be resolved through a pragmatic application of the policy intent. Given the low frequency of the issue and the absence of any material policy or operational concerns, the review did not identify a need for policy amendment at this time.

Alcohol licence timing

53. Feedback from one stakeholder highlighted practical difficulties associated with the requirement for applicants to hold an alcohol licence when applying for gambling venue consent. In some circumstances, applicants may need venue approval before they are in a position to obtain an alcohol licence for the proposed premises because the site has not

been approved, fitted out, or made ready for operation. This can create a circular process where applicants are required to obtain approvals in an order that is not always practicable.

54. The issue relates primarily to the sequencing of regulatory processes rather than the policy intent itself. As only a limited number of cases have been identified and existing processes have generally been able to accommodate these situations, the review does not identify a strong case for policy change at this time.

FINANCIAL CONSIDERATIONS

55. The policy does not directly involve Council funding. However, Class 4 gambling represents a significant flow of funding within the community, with approximately \$37 million lost annually in Tauranga, of which around \$9.8 million is returned locally through grants. Grant funding has reduced from approximately \$12.5 million in 2022 to around \$9.8-\$9.9 million in 2024-2025, reflecting the broader decline in gaming machine proceeds over time.
56. Changes to policy settings may influence the level and distribution of this funding over time and could place indirect pressure on Council to support community organisations through other mechanisms, such as grants or user fees and charges.
57. At times, Council works directly with the grants organisations and brings them together to look at opportunities for them to fund projects in our communities, including council projects. While funding from gaming machine proceeds can contribute to community outcomes, there is a potential perception risk if funding considerations are seen to outweigh the objective of reducing gambling-related harm. This risk is managed through transparent decision-making, financial reporting, and communications processes.

LEGAL IMPLICATIONS / RISKS

58. The review to date meets with the requirements of the Gambling Act 2003. There are no significant legal risks associated with retaining the existing policy settings. The existing policy is consistent with legislative requirements and has been applied for a limited period following the 2023 review, with no identified issues relating to compliance or implementation.
59. If the Committee wishes to amend the policy, Council is required to follow the Special Consultative Procedure when adopting or amending the Gambling Venues Policy, in accordance with section 102 of the Gambling Act 2003 and the Local Government Act 2002. This includes preparing a Statement of Proposal, undertaking public consultation, and considering submissions before making a final decision. Failure to follow this process could expose Council to legal challenge.

TE AO MĀORI APPROACH

60. The development and review of the Gambling Venues Policy is informed by a Te Ao Māori perspective, recognising the importance of protecting the wellbeing of whānau, hapū, and iwi, and addressing inequities in social outcomes. Gambling harm has been shown to disproportionately affect Māori, reflecting broader patterns of social and economic disadvantage. The policy therefore plays an important role in supporting more equitable outcomes by reducing exposure to higher-risk forms of gambling.
61. Engagement undertaken with Te Rangapū provided input on the impacts of gambling within Māori communities and highlighted the need to balance harm minimisation with the role of community funding. Te Rangapū indicated support for a balanced approach, including consideration of capped models that maintain community funding alongside harm minimisation objectives.
62. This reflects the interconnected nature of wellbeing, where financial, social, and cultural outcomes are closely linked. Consideration of Māori perspectives has informed the emphasis on reducing exposure in higher-deprivation areas, improving the location of venues, and ensuring that policy settings do not inadvertently reinforce existing inequities.

63. The policy also recognises the importance of considering the location of gambling venues in relation to places of cultural and community significance, including marae. By incorporating location-based controls and strengthening provisions where appropriate, the policy supports a broader public health approach that aligns with principles of manaakitanga and whanaungatanga, and contributes to the long-term wellbeing of communities.

CLIMATE IMPACT

64. The Gambling Venues Policy has no direct impact on climate change mitigation or adaptation. The policy primarily regulates the number and location of gambling venues and gaming machines, and does not involve activities that significantly influence greenhouse gas emissions, energy use, or climate resilience.
65. Any indirect climate impacts associated with venue operations, such as energy use or transport patterns, are expected to be minimal and are not materially affected by the policy settings. Overall, the policy is considered to have a neutral impact on climate outcomes.

CONSULTATION / ENGAGEMENT

66. Targeted engagement was undertaken as part of the review, resulting in 45 submissions, which can be grouped into three broad categories: 32 community, sport and social organisations, 7 health or social service organisations, and 6 gaming industry stakeholders (gaming trust, venue operator or representative association).
67. Submissions showed a clear pattern by submitter type. All health and harm reduction organisations supported retaining or strengthening the sinking lid policy. Gaming industry stakeholders supported capped approaches to maintain community funding, while one submission focused on a technical amendment. Submissions from community, sport, and social organisations also emphasised the importance of sustaining funding, often framed as a balanced approach, with many supporting capped models to enable ongoing community funding while managing harm.
68. This feedback reflects the underlying structural tension within the Class 4 system, where significant community funding is generated from gambling activity that also produces measurable social harm.
69. This engagement forms part of Council's consideration of the social impacts of gambling, alongside quantitative data included in the Social Impact Assessment.
70. If Council proposes changes to the policy, formal consultation will be undertaken through the Special Consultative Procedure.

SIGNIFICANCE

71. The Local Government Act 2002 requires an assessment of the significance of matters, issues, proposals and decisions in this report against Council's Significance and Engagement Policy. Council acknowledges that in some instances a matter, issue, proposal or decision may have a high degree of importance to individuals, groups, or agencies affected by the report.
72. In making this assessment, consideration has been given to the likely impact, and likely consequences for:
- (a) the current and future social, economic, environmental, or cultural well-being of the district or region
 - (b) any persons who are likely to be particularly affected by, or interested in, the decision.
 - (c) the capacity of the local authority to perform its role, and the financial and other costs of doing so.
73. In accordance with the considerations above, criteria and thresholds in the policy, it is considered that the decision is of medium significance.

ENGAGEMENT

74. Taking into consideration the above assessment, that the decision is of medium significance, officers are of the opinion that no further engagement is required prior to Council making a decision if the policy is unchanged. However, if the Committee proposes changes to the policy, formal consultation will be undertaken through the Special Consultative Procedure. Potential options to update the policy will be investigated further and brought back to the Committee to approve before any consultation proceeds.

NEXT STEPS

75. If the Committee agrees to retain the current policy, no further statutory process is required.
76. If the Committee directs staff to investigate alternative policy approaches, staff will:
- a) undertake further analysis and policy development
 - b) assess the implications of alternative approaches, including the impacts on gambling harm, community funding and implementation requirements
 - c) prepare draft policy amendments where appropriate
 - d) report back to the Committee with options and associated implications, and a proposed consultation approach for consideration
 - e) seek direction on whether to commence a Special Consultative Procedure.

ATTACHMENTS

1. **Social Impact Assessment of Class 4 and TAB Gambling in Tauranga City 2026** - [↓](#) 



Social Impact Assessment of Class 4 and TAB Gambling in Tauranga City

July 2026

Executive Summary

Council adopted the [Gambling Venues Policy 2023 \(the policy\)](#) on 4 December 2023 following its review.

The policy retains a 'sinking lid' approach for Class 4 gambling venues and gaming machines (also known as 'pokies'), meaning no new venues or additional machines can be approved. When venues close, they are not replaced, resulting in a gradual reduction over time.

In 2023, Council amended relocation provisions to allow greater flexibility for venues to move, while restricting relocation to commercial or industrial zones and away from higher deprivation residential areas. Additional consideration is also given to proximity to sensitive sites such as schools, marae, and places of worship.

This Social Impact Assessment has been prepared to inform the required three-yearly policy review under the Gambling Act 2003 and Racing Industry Act 2020.

Summary of conclusions:

- The sinking lid policy has supported continued reductions in venue and gaming machine numbers following an earlier long-term downward trend.
- Gambling harm in Tauranga remains significant and unevenly distributed, with disproportionate impacts on Māori, Pacific peoples, and higher deprivation communities.
- Venue numbers in higher deprivation areas have reduced over time, consistent with the intent of the 2023 relocation provisions, although the specific impact of relocations cannot be isolated from broader trends.
- Class 4 gambling continues to generate substantial community funding, although funding levels are declining and are distributed unevenly relative to where losses occur.
- There is no clear evidence that harm has worsened, but harm persists at a meaningful level across the community.
- The 2023 policy changes have been in place for a limited time, and longer-term impacts are not yet fully observable.



Background

The Council adopted the [Gambling Venues Policy 2023 \(the policy\)](#) on 4 December 2023 following its review. The policy reflects an approach that limits the growth of Class 4 gambling venues and machines while allowing greater control over their location.

Prior to 2019, the policy used a population-based approach, limiting gaming machines to one per 220 residents, which allowed both machine numbers and venues to increase alongside population growth.

In 2019, Council introduced a sinking lid approach, which prohibited new venues and additional machines and was intended to support a gradual reduction in venue and gaming machine numbers over time.

The 2023 review retained the sinking lid approach, under which no new Class 4 venues can be established and gaming machine numbers cannot increase. When venues close, they are generally not replaced, resulting in a continued reduction in availability.

In response to concerns that existing relocation restrictions were limiting the ability of venues to move away from higher deprivation areas or adapt to a growing city, the 2023 review also amended relocation provisions. These changes allow greater flexibility for venues to relocate, while maintaining overall limits on numbers and strengthening controls on location.

Key changes included:

- (i) allowing gambling venues to relocate to alternative premises for any reason as long as the alternative premises are in a commercial or industrial zone identified in the Tauranga City Plan, that is more than 100 metres from residential zones with a deprivation index of 9 or 10, measured on the NZ Index of Deprivation – section 5.4
- (ii) adding a requirement to include the proximity of relocated venues to sensitive locations such as schools, marae and places of worship when considering the granting of a consent to relocate a venue - section 5.4
- (iii) removing the out-of-date city maps and refer to online maps on the council website instead – section 5.4
- (iv) make minor clarifications and updates to text.



Regulatory Roles and Responsibilities relating to Class 4 Gambling

The Department of Internal Affairs (DIA) is responsible for determining new venue licences upon receipt of a completed application form, which must include a venue consent provided by the Council:

Council's Role	Department of Internal Affairs' (DIA) Role
• Determine New Venue Consents (location and machines by applying the Class 4 Policy) • Provide New Venue Consents	• Regulate Existing Venues • Issue/Renew Venue Licences (upon receipt of application which includes Council's venue consent)

Impact of Gambling

Gaming is a popular form of entertainment, and can be an avenue for socialising, stress relief and leisure. According to the latest New Zealand Gambling Survey (NZGS) 2023/2024¹, 64.1% of adults over 15 years old have been involved in at least one gambling activity in the last 12 months. Over 14.0% played an Electronic Gaming Machine at a pub, club, or casino.

While most New Zealanders gamble without experiencing any apparent harm, a significant minority do experience harm from their gambling, including negative impacts on their own and the lives of others. Low-risk gambling refers to gambling behaviour that is associated with a low but measurable risk of experiencing gambling-related harm. Using the Problem Gambling Severity Index (PGSI), people are categorised as no-risk, low-risk, moderate-risk, or high-risk/problem gamblers. Low-risk gamblers may experience some negative consequences from gambling, but these are generally less severe and less frequent than those experienced by moderate-risk or problem gamblers². Nearly 50% of all gambling harm (harms include damage to relationships, emotional distress, financial impacts and disruptions to work or study) is experienced by people who participate in low-risk gambling.³

It is estimated that around one in five people (22%) in New Zealand will experience harm during their lifetime because of either their own or someone else's gambling. The 2023/24 New Zealand Gambling Survey found that 8.3% of New Zealanders experienced gambling-related harm within the previous 12 months.⁴ Based on Tauranga's population, this equates to an estimated 12,880 people experiencing gambling harm in 2025.

The impacts of harmful gambling are wide-ranging and can affect multiple areas of health and wellbeing, including financial hardship, relationship breakdown, psychological distress,

¹<https://kupe.healthpromotion.govt.nz/nzgs/>

² <https://www.health.govt.nz/monitoring-statistics/research/gambling-harm-research-and-evaluation/measuring-gambling-harm>

³Ministry of Health. 2024. Strategy to Prevent and Minimise Gambling Harm 2025/26 to 2027/28: Proposals document. Wellington: Ministry of Health.

⁴ Ministry of Health. 2025. Strategy to Prevent and Minimise Gambling Harm 2025/26 to 2027/28. Wellington: Ministry of Health.



physical health impacts, cultural harm, reduced participation in work or study, and involvement in criminal activity.⁵

Class 4 gambling

Class 4 gambling (pokies) is recognised as a high-risk, high-turnover form of gambling, and continues to be the most harmful form of gambling in New Zealand, and the primary mode of gambling among people seeking support for gambling harm.⁶

More than half of people accessing gambling harm support services identify Class 4 pokies as the primary form of gambling causing them harm.⁷ Research also suggests that more than half of pokie expenditure comes from people who are already at high risk of harm.⁸ Living near pokie venues is a strong predictor of ongoing gambling harm and relapse among those already experiencing gambling-related challenges, and pokie machine use is a significant predictor of people progressing into higher-risk gambling behaviour.⁹

Distribution of harm

Furthermore, gambling harm disproportionately affects Māori and Pacific peoples. The Ministry of Health's Strategy to Prevent and Minimise Gambling Harm 2022/23 to 2024/25 identifies these populations as carrying a burden of harm that significantly outweighs that experienced by other groups. Results from the 2020 Health and Lifestyles Survey found that Māori were 3.13 times more likely to be moderate-risk or high-risk gamblers than non-Māori and non-Pacific peoples, while Pacific peoples were 2.56 times more likely to fall into these risk categories.¹⁰

According to the 2023 Census, Māori make up 19.3% of Tauranga's population and Pasifika peoples 3.6%.¹¹ These communities also tend to be overrepresented in areas of higher deprivation, where there are often greater concentrations of pokie venues and machines.¹²

Research in New Zealand has consistently found that gambling harm is disproportionately experienced in areas of higher socio-economic deprivation and that Class 4 venues remain

⁵ Ministry of Health. 2025. Strategy to Prevent and Minimise Gambling Harm 2025/26 to 2027/28. Wellington: Ministry of Health.

⁶ Ministry of Health. Strategy to prevent and minimise gambling harm 2019/20 to 2021/22. Wellington: Ministry of Health; 2019.

⁷ Ministry of Health. Gambling harm intervention services data. Table 10: Clients Assisted, by Territorial Authority, for the 2004/05 to 2022/23 Financial Years (Ex Brief Intervention Type).

⁸ Erwin C, Lees, K., Pacheco, G., & Turco, A. Capping problem gambling in NZ: The effectiveness of local government policy interventions. Auckland: New Zealand Work Research Institute.; 2020

⁹ Abbott, M., Bellringer, M., Garrett, N., & Mundy-McPherson, S. (2016). New Zealand National Gambling Study: Wave 3 (2014). Report number 5. Auckland: Auckland University of Technology, Gambling and Addictions Research Centre.

¹⁰ Te Hīringa Hauora. Results from the Health and Lifestyles Survey 2020. Wellington: Te Hīringa Hauora; 2021.

¹¹ Statistics New Zealand. 2023 Census place summaries – Tauranga City. 2026. Retrieved from: <https://tools.summaries.stats.govt.nz/places/TA/tauranga-city>

¹² Abbott, M., Bellringer, M., Garrett, N., & Mundy-McPherson, S. (2016). New Zealand National Gambling Study: Wave 3 (2014). Report number 5. Auckland: Auckland University of Technology, Gambling and Addictions Research Centre.



concentrated in these communities¹³. As a result, the location and distribution of gambling venues is commonly considered when assessing exposure to gambling opportunities and the potential for gambling-related harm within vulnerable communities.

Consideration must therefore be given to the inequitable impact of Class 4 gambling on these populations, and measures to address these harms should form part of any policy response.

Sinking Lid Policies

From a public health perspective, there is a widely accepted understanding that the easier an addictive product is to access, the greater the likelihood that people will consume it. It follows that placing stronger restrictions on the number and location of addictive products, such as pokies, are an important component of a public health approach to preventing and minimising gambling harm. Councils therefore play a critical role in reducing gambling-related harm through the adoption of gambling venue policies that regulate the number and location of Class 4 gaming machines.

Sinking lid policies are designed to gradually reduce the maximum number of pokie machines by preventing the transfer of gaming licences to new venues.¹⁴

Research conducted by the New Zealand Work Research Institute at Auckland University of Technology found that sinking lid policies are among the most effective measures for reducing pokie expenditure, contributing to a 13% reduction in problem gambling expenditure. Furthermore, territorial local authorities (TLAs) that implemented restrictions beyond the minimum requirements of the Gambling Act 2003 experienced lower levels of gambling harm than TLAs that did not adopt additional restrictions.¹⁵

Tauranga and Class 4 Gambling

As of March 2026, there were 28 Class 4 gambling venues and 427 pokies in Tauranga City. Following the introduction of the sinking lid policy in 2019, venue numbers remained relatively stable for several years. Since 2023, a clearer downward trend has emerged.

¹³ Malatest International and Sapere. Gambling Harm Needs Assessment 2024: Literature review, funding review and gap analysis informed by the sector. April 2024.

¹⁴ Erwin C, Lees, K., Pacheco, G., & Turco, A. Capping problem gambling in NZ: The effectiveness of local government policy interventions. Auckland: New Zealand Work Research Institute.; 2020.

¹⁵ Erwin C, Lees, K., Pacheco, G., & Turco, A. Capping problem gambling in NZ: The effectiveness of local government policy interventions. Auckland: New Zealand Work Research Institute.; 2020.



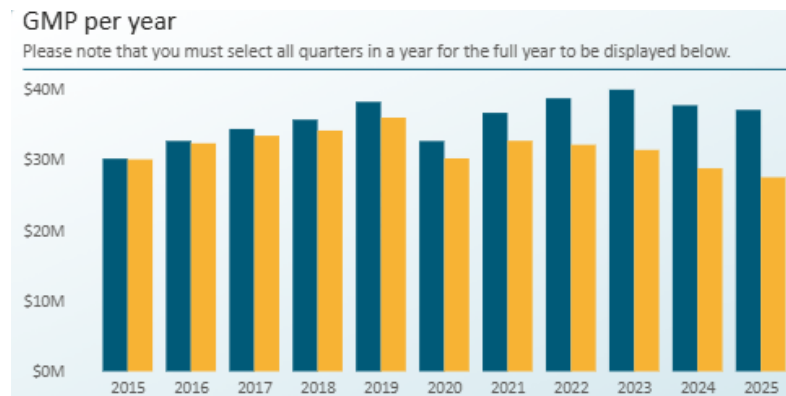


Figure 1: Tauranga City GMP from 2015 to 2025 (DIA, 2025) (Blue columns represent Nominal figures, Yellow columns represent Inflation Adjusted figures)

While nationally there is a trend of long-term general growth in annual gaming machine profit (GMP), Figure 1 above shows that Tauranga GMP has trended downward in 2024-2025 after peaking in 2023 when there was approximately \$39.9 million lost.¹⁶ In the 12-month period ending March 2026 in Tauranga GMP there was approximately \$37 million lost.¹⁷ From year end March 2025 to year end March 2026, nominal GMP decreased by \$338,000, or by 0.9%.¹⁸

As the largest population centre in the Bay of Plenty region, it is unsurprising that Tauranga recorded the highest Class 4 gaming machine losses for the year ending December 2025. However, Figure 2 below shows that, when considered on a per capita basis, Tauranga recorded the second-lowest losses in the region, at \$308.32 per adult (aged 20 years and over). Tauranga also has the second-lowest percentage of pokie venues located in medium-high to high deprivation areas within the region.¹⁹

¹⁶ Department of Internal Affairs. Gaming machine profits (GMP Dashboard). Wellington: Department of Internal Affairs; 2026. Retrieved from: <https://www.dia.govt.nz/gambling-statistics-gmp-dashboard>

¹⁷ Department of Internal Affairs. Gaming machine profits (GMP Dashboard). Wellington: Department of Internal Affairs; 2026. Retrieved from: <https://www.dia.govt.nz/gambling-statistics-gmp-dashboard>

¹⁸ Department of Internal Affairs. Gaming machine profits (GMP Dashboard). Wellington: Department of Internal Affairs; 2026. Retrieved from: <https://www.dia.govt.nz/gambling-statistics-gmp-dashboard>

¹⁹ Department of Internal Affairs. Gaming machine profits (GMP Dashboard). Wellington: Department of Internal Affairs; 2026. Retrieved from: <https://www.dia.govt.nz/gambling-statistics-gmp-dashboard>



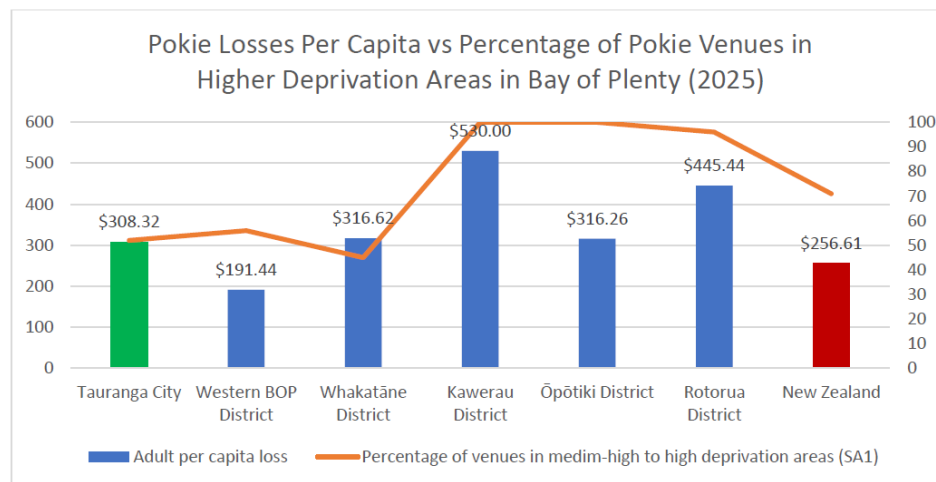


Figure 2: Pokie Losses Per Capita vs Percentage of Pokie Venues in Higher Deprivation Areas in Bay of Plenty (2025) (DIA, 2026; Statistics NZ, 2026) (Figure provided by PGF services)

Gaming Venue and Gaming Machine Numbers

Figures 3 and 4 below show the number of gaming venues and electronic gaming machines operating in Tauranga since 2015. Both venue and machine numbers have generally trended downward over the longer term, including during the period when the former population-based policy was in place.

Following the introduction of the sinking lid policy in 2019, the number of venues remained stable at around 34 venues for the following few years. However, Figure 3 below shows the overall trend since 2023 has been a decline in venue numbers down to 28. The decline has been due to venues closing down or choosing to remove their gaming machines.

Although numbers of venues dropped to 26 in September 2025, the rise to 28 in March 2026 was due to two existing premises being closed for a period before reopening under new operators, not new gambling venues.

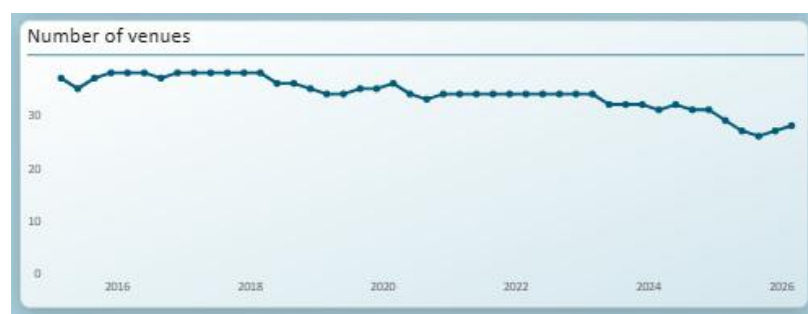


Figure 3: Numbers of gaming venues operating in Tauranga City²⁰

²⁰ [GMP Dashboard, Department of Internal Affairs](#)



In the same period, the number of gaming machines has also seen a decline. Figure 4 shows that in 2015, there were 527 machines. This slowly declined to 488 in March 2019 when the sinking lid was introduced. The number of machines continued to decline, reaching 458 in 2020, peaked at 497 in 2023, and then declining to 427 machines in March 2026.

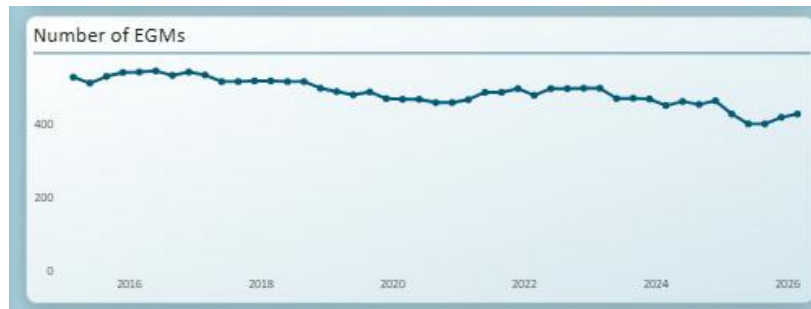


Figure 4: Numbers of electronic gaming machines operating in Tauranga City²¹

The data indicates that gambling availability has reduced over time, with both venue and gaming machine numbers now lower than they were in 2015. While the downward trend predates the introduction of the sinking lid policy, the current policy has prevented future growth in venue and machine numbers and supported continued reductions through attrition.

The 2023 relocation policy changes do not appear to have reversed the overall downward trend but may have influenced how and where venues operate rather than whether they continue to operate.

From a harm minimisation perspective, these trends indicate that the policy continues to be effective in reducing the availability of higher-risk gambling opportunities, with the recent decline in machine numbers particularly significant given the association between electronic gaming machines and gambling harm. The data also suggests that the 2023 changes to allow greater relocation have not reversed the overall downward trend but may have influenced how and where venues operate rather than whether they continue to operate.

Overall, the evidence indicates that gambling availability in Tauranga has declined over the longer term and that the current policy settings are consistent with, and continue to support, that direction of travel.

Venue Movements

Between December 2023 to March 2026, changes in venue numbers reflected a combination of closures, licence transfers, relocations and merger activity. Over this period there was a net reduction of four venues and 41 gaming machines based on data available at March 2026.²²

This reduction includes:

- three venues closed without relocating, resulting in a loss of 34 gaming machines (Judea Tavern, Tab Mount Maunganui, The Matua)

²¹ [GMP Dashboard, Department of Internal Affairs](#)

²² [GMP Dashboard, Department of Internal Affairs](#)



- one licence transfer at the same location (Maungatapu Sports Bar to The Taps in Maungatapu), resulting in a reduction of nine gaming machines.
- two licence transfers at the same location with no change in gaming machine numbers (La Mexica to Rusty Bar & Restaurant, and Welcome Bay Sports Bar, which remains at the same venue under a different owner).
- one relocation (The Rising Tide to The Raft), resulting in an increase of 10 gaming machines at the new site. This was enabled through existing licensing provisions rather than the creation of additional capacity.
- one approved merger between Mount Maunganui RSA and Tauranga RSA, under which Tauranga RSA ceased operating as a separate gaming venue and 10 gaming machines were transferred to Mount Maunganui RSA. The remaining eight gaming machines from Tauranga RSA were removed from the system.

It should be noted that the reported statistics do not reflect more recent developments that were still being processed or confirmed at the time of analysis. Based on current information, the final outcome is expected to result in a net reduction of five venues and 57 gaming machines, reflecting that:

- The proposed Mount Maunganui RSA and Tauranga RSA merger did not ultimately proceed, reducing the total machine count by 10 compared with the published statistics
- Mount Maunganui RSA (18) is now progressing a merger with Club Mount Maunganui (18), with the combined venue expected to operate 30 gaming machines, resulting in a further reduction of six machines compared with the two venues operating separately.

Overall, the movements observed since December 2023 show that reductions in venue and gaming machine numbers have been driven primarily by venue closures and machine removals rather than by venue relocations or ownership changes. Relocations and transfers have generally maintained existing capacity or redistributed gaming machines within the network, while venue closures have resulted in the permanent removal of gaming opportunities from the district.

The data suggests that gambling availability has continued to reduce over time, with the sinking lid policy supporting ongoing reductions in venue and gaming machine numbers through attrition. While some movement has occurred within the venue network, this has not offset the overall downward trend. As a result, the policy appears to be functioning broadly as intended by facilitating a long-term reduction in gambling availability through attrition rather than replacement.

Regulatory pressures and voluntary reductions in gambling provision

Recent changes to national Class 4 gambling regulation—particularly the Gambling (Harm Prevention and Minimisation) Amendment Regulations 2023—have introduced significantly more stringent monitoring, training, and intervention requirements for venues. These include regular gambling area sweeps (typically at least three per hour), clearer expectations for identifying and responding to signs of harm, mandatory staff training, and requirements to record and review gambling-related behaviours.



Evidence suggests that these strengthened regulatory settings are influencing operator behaviour in ways that reinforce the effectiveness of the sinking lid policy. In Tauranga, there are examples of venues voluntarily reducing or exiting Class 4 gambling, reflecting both the increasing compliance burden and evolving business priorities. For example, The Matua Bar²³ removed all gaming machines, citing the complexity of monitoring requirements, the expectation that staff undertake intervention roles, and a desire to reposition the venue as more family-friendly. The owners noted that staff were not trained as counsellors and that the presence of gaming machines was no longer consistent with the atmosphere they wanted to create. The venue subsequently reported no negative financial impact and an improved environment.

This illustrates that decisions to exit Class 4 gambling are not solely driven by regulatory cost, but also by broader considerations such as venue identity, customer experience, and long-term business viability. Taken together, these factors indicate that strengthened national regulation and changing operator preferences are acting as complementary drivers of reduced gambling availability, independent of local policy settings. This suggests that current trends toward fewer venues and machines are being reinforced by wider system changes.

Equity and deprivation

Gaming venues are concentrated in areas with medium-high and high levels of deprivation, while relatively few venues are located in areas with low deprivation. Between 2019 and 2026, the total number of venues declined across most deprivation categories, particularly in medium and medium-high deprivation areas. Despite these reductions, a substantial proportion of venues remain located in communities with higher levels of socioeconomic deprivation.

The distribution of gambling venues by deprivation level has shifted over time. Figure 5 shows that since 2019:

- venues in medium-high deprivation areas (7-8) have reduced
- venues in high deprivation areas (9-10) have declined slightly overall
- venues in medium deprivation areas (5-6) have experienced the largest reduction in venue numbers
- venues in lower deprivation areas have remained relatively stable, with only minor fluctuations.

²³ <https://www.nzherald.co.nz/bay-of-plenty-times/news/on-the-up-the-matua-bar-in-tauranga-thrives-after-removing-pokies/SC74XR3K7JFYZN2BCURDTD5WX4/>



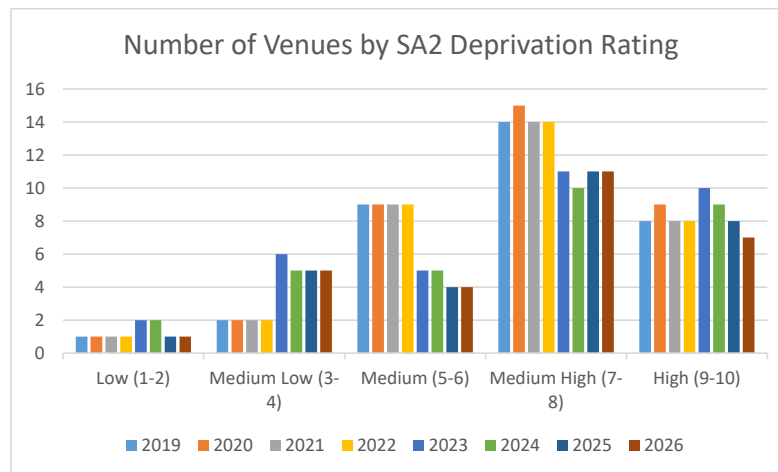


Figure 5: Numbers of venues by SA2 deprivation rating²⁴

In 2019, the largest concentration of venues was in medium-high deprivation areas (deciles 7–8), with around 14 venues, and a further 8 venues located in high deprivation areas (deciles 9–10). By March 2026, the number of venues in medium-high deprivation areas had reduced to 11, while venues in high deprivation areas had reduced slightly to seven.

The most significant change occurred in medium deprivation areas (deciles 5-6), where venue numbers reduced from nine to four over the same period. By comparison, venue numbers in low and medium-low deprivation areas remained relatively stable, with only minor fluctuations across the seven-year period.

Overall, the number of venues located in medium-high and high deprivation areas (deciles 7-10) reduced from 22 of 34 venues (65%) in 2019 to 18 of 28 venues (64%) in 2026. While this represents a reduction in the absolute number of venues located in higher deprivation communities, the overall distribution of venues by deprivation level has changed only modestly. Gambling exposure therefore remains concentrated in communities experiencing greater socioeconomic disadvantage.

Given the well-established relationship between socioeconomic deprivation and gambling harm, the distribution of venues across deprivation areas remains an important consideration when assessing exposure to gambling opportunities.²⁵ Communities experiencing higher levels of deprivation are more likely to experience gambling-related harm, making equity impacts a key consideration in the development and review of gambling venue policies.

The observed trends are broadly consistent with the intent of the venue sinking lid policy and the 2023 relocation provisions, which seek to reduce gambling availability over time while discouraging venue movement into areas of higher deprivation. Although the available data does not isolate the extent to which changes are attributable to venue relocations rather than venue closures, the overall reduction in venue numbers, particularly within medium and medium-high deprivation areas, is consistent with the policy direction.

²⁴ [GMP Dashboard, Department of Internal Affairs](#)

²⁵ Malatest International and Sapere. Gambling Harm Needs Assessment 2024: Literature review, funding review and gap analysis informed by the sector. April 2024.



From an equity perspective, the reduction in the number of venues located in higher deprivation communities is positive and may contribute to reducing exposure to gambling opportunities among populations more vulnerable to gambling harm. However, with around two-thirds of all venues still located in medium-high and high deprivation areas, gambling availability remains disproportionately concentrated in communities already facing greater socioeconomic challenges. This suggests that, while progress has been made, deprivation-related inequities in exposure to gambling opportunities continue to be a significant consideration for future policy review.

Class 4 Gambling Community Grants

Following the removal of tobacco funding, electronic gaming machines (EGMs) were introduced with the primary purpose of generating funding for communities.

Gambling operators contribute to a problem gambling levy of approximately \$25–30 million per year, which funds Ministry of Health services for the prevention and treatment of gambling harm.

Class 4 trusts and societies are also required to return at least 40% of gaming machine proceeds (GMP) to the community through grants or applied funding. This has created an inextricable link between gambling harm and the sustainability of community groups, sports organisations, and services.

However, there is no guarantee that money lost to pokies within a district is returned to community groups in that same district. For example, of the \$37.7 million lost on pokies in Tauranga in 2024, approximately \$9.8 million was returned to organisations based in Tauranga — around 26% of the total amount lost that year.²⁶

While pokie grants may provide valuable support to local community groups, sports clubs, and services, it is important to consider where this funding originates, not only where it is distributed. Evidence consistently demonstrates that the distribution of Class 4 gambling funding is inequitable, with funds less likely to be returned to the communities in which they were generated. Ministry of Health reports indicate that pokie machines located in the most deprived communities account for more than half of all Class 4 gambling expenditure.²⁷ The Department of Internal Affairs (DIA) has also acknowledged that “this means that there is more exposure and access to pokie gambling, normalising gambling in communities who can least afford it and leading to gambling harm.”²⁸

As of March 2026, approximately 60% of Class 4 venues in Aotearoa New Zealand were in medium-high or high deprivation areas, based on SA2 Deprivation Ratings. In Tauranga, 64% of the city's 28 operating venues were in medium-high or high deprivation areas.²⁹

²⁶ Department of Internal Affairs. *Granted Dashboard - Grants by District*. Wellington: Department of Internal Affairs; 2024. Retrieved from: <https://www.granted.govt.nz/dashboard.html>

²⁷ Allen & Clarke. *Informing the 2015 gambling harm needs assessment: Final report for the Ministry of Health*. Wellington: Ministry of Health; 2015.

²⁸ Department of Internal Affairs. *Reducing pokies harm – Public discussion document*. Wellington: Department of Internal Affairs; 2022.

²⁹ Department of Internal Affairs. *Gaming machine profits (GMP Dashboard)*. Wellington: Department of Internal Affairs; 2025. Retrieved from: Gaming Machine Profits (GMP) Dashboard - Dataset - data.govt.nz - discover and use data



Overall, there is a significant redistributive effect within the Class 4 funding system, raising equity considerations about how community funding is generated and distributed.

Less deprived communities (deciles 1–5) contribute approximately 26% of gaming machine proceeds but receive 88% of grant funding. In contrast, more deprived communities (deciles 6–10) contribute 74% of gaming machine proceeds while receiving only 12% of grants³⁰. Funding communities through a system that relies heavily on lower-income households spending money they can ill afford on gaming machines raises significant equity and distributional concerns.

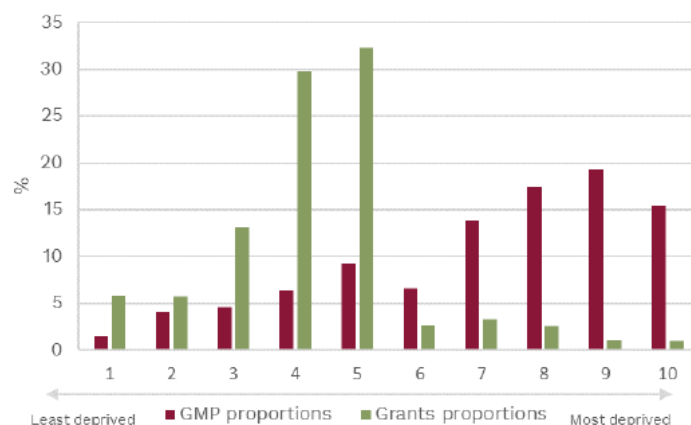


Figure 6: The origin of GMP and the destination of Class 4 grants by socio-economic decile³¹

While grant funding remains significant, total grants in Tauranga have declined since 2022, indicating a gradual reduction rather than an abrupt loss of funding. The total amount of grants distributed in Tauranga dropped in 2020 due to COVID restrictions and rapidly grew up to previous numbers around \$12.5 million in 2022. Since then, the grant total has gradually declined and then stabilised, with around \$9.8 million distributed in 2024, and \$9.9 million in 2025.

³⁰ PGF Services, based on BERL, 2020

³¹ PGF Services, based on BERL, 2020



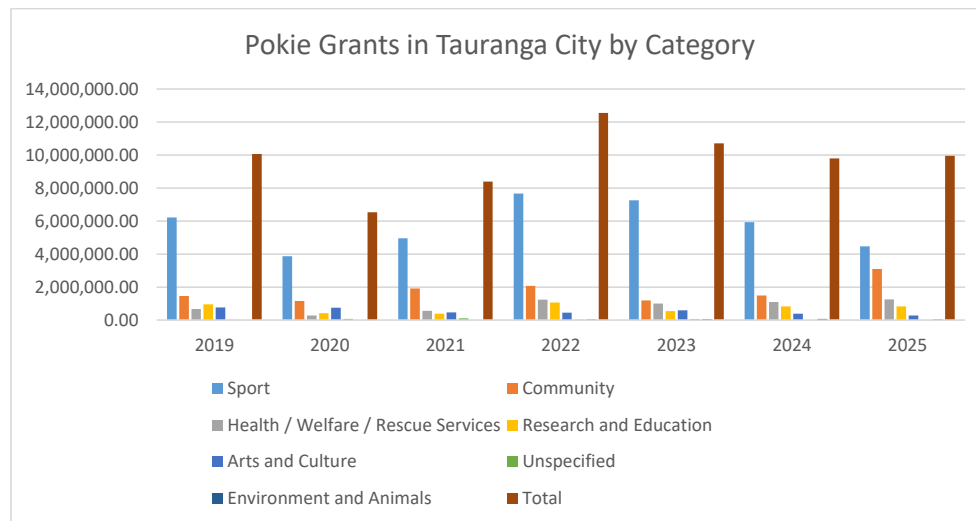


Figure 7: Pokie Grants in Tauranga City by Category³²

Engagement with stakeholders

We received 45 responses to our pre-engagement on the policy review, which can be grouped into three broad categories: 32 community, sport and social organisations, 7 health or social service organisations, and 6 gaming industry stakeholders (gaming trust, venue operator or representative association).

Engagement was also undertaken with Te Rangapū to provide input on the impacts of gambling within Māori communities and to support consideration of equity and cultural perspectives. Te Rangapū indicated support for a balanced approach, including consideration of capped models that maintain community funding alongside harm minimisation objectives.

Submitters broadly fall into two perspectives.

On one side, a smaller group of health and social service organisations support a harm-reduction approach, recommending that Council retain the current sinking lid policy, often with further strengthening (such as removing or tightly limiting relocations and mergers, and focusing on reducing exposure to gambling in higher-risk communities).

On the other side, the majority of submitters—primarily community, sport, and social organisations—emphasise the importance of Class 4 funding and seek a policy that maintains its availability. Within this group, submitters proposed a range of alternatives to the sinking lid, including:

- a population-based cap that allows venues and machines to increase in proportion to city growth (14 submitters)
- a fixed cap set at current or historic levels, or at specified limits (10 submitters)

³² <https://www.granted.govt.nz/dashboard>



- a more general balanced or funding-protection approach without a specific mechanism (12 submitters)

In addition to these overall positions, a small number of submitters proposed specific changes to policy provisions, particularly in relation to relocation and licensing requirements. These included amending the requirement for an alcohol licence to better align with application and fit-out timeframes, strengthening relocation rules (such as expanding exclusion distances and notification requirements), and clarifying the circumstances in which relocation should be enabled (for example, movement away from higher-risk locations or in response to natural hazards). One submission also focused on strengthening location-based restrictions near sensitive sites.

While these matters may affect the administration and implementation of the policy, they were raised by a relatively small number of submitters and did not emerge as significant drivers of gambling harm or community outcomes when compared with the broader discussion regarding the future policy approach.

Overall, the feedback identified differing views on the future policy approach. Most feedback focused on the future direction of the policy, while a smaller number of submitters proposed refinements to specific policy provisions:

- Retain or strengthen the sinking lid to prioritise harm reduction
- Replace the sinking lid with a population-based cap to maintain funding alongside growth
- Adopt a fixed cap to protect the current level of funding without enabling further growth
- Refine specific policy provisions, including relocation settings, notification requirements, merger provisions, alcohol licensing requirements, and other implementation matters.

These options reflect the central policy trade-off identified in submissions between minimising gambling harm and sustaining community funding.

Limitations

This assessment is based on available administrative and survey data, which has some limitations:

- gambling harm is likely to be under-reported
- there may be delays between policy changes and measurable outcomes
- GMP reflects expenditure but does not directly measure harm
- it is difficult to attribute changes solely to local policy due to national regulatory influences

These factors should be considered when interpreting the findings.

Policy Implications

The evidence in this social impact assessment indicates that the current policy settings are contributing to a gradual reduction in gambling availability, while gambling harm remains



present and unevenly distributed across the community. Māori, Pacific peoples, and those living in higher deprivation areas continue to experience disproportionate levels of harm, supporting the ongoing focus on harm minimisation and equitable distribution of gambling opportunities.

Class 4 gambling continues to provide a significant source of funding for community organisations. However, total funding appears to be gradually declining and is not evenly redistributed relative to where losses occur. While this funding supports a range of community, sporting, and social activities, it is derived from a form of gambling associated with higher levels of harm.

Taken together, the evidence suggests that the current policy is achieving a balanced outcome by reducing exposure to higher-risk gambling over time while allowing community funding to continue. There is limited evidence that further structural changes to the policy would materially improve harm outcomes in the short term. However, location-based measures, including venue distribution and relocation controls, remain recognised policy tools for influencing exposure to gambling opportunities, particularly within higher deprivation communities.

While a small number of operational and implementation matters were identified through stakeholder feedback, the evidence suggests that the primary policy question arising from the review relates to the overall approach to managing gambling availability within Tauranga.

The following implications can be drawn for policy options:

- Retaining the sinking lid policy is supported by continued reductions in venues and machines, alongside the persistence of gambling harm.
- Strengthening the sinking lid or location controls is supported by equity evidence showing disproportionate impacts in higher deprivation communities and among Māori and Pacific peoples.
- Population-based approaches are not supported by harm evidence, as increasing availability is associated with increased risk of harm.
- Fixed caps would maintain current availability levels but would not contribute to further reductions in harm.
- There is currently limited evidence that amendments to operational provisions, such as relocation processes, notification requirements, or licensing requirements, would materially affect gambling harm outcomes.

Overall, the evidence indicates that the current policy is functioning as intended, delivering gradual reductions in availability and incremental improvements in distributional outcomes over time.



9.5 Adoption of the Universal Design Toolkit

File Number: A20264932

Author: Tan Phuangdokmai, Strategic Advisor: Disability and Ageing
Paula Naude, Head of Community Outcomes & Emergency Management

Authoriser: Sarah Omundsen, General Manager: Regulatory and Community Services

PURPOSE OF THE REPORT

1. To seek endorsement of the Tauranga City Council Universal Design Toolkit.
2. To confirm the Toolkit as Council's guidance document describing best-practice universal design outcomes in the planning, design and delivery of Council assets, infrastructure and public spaces.

RECOMMENDATIONS

That the City Future Committee:

- (a) Receives the report "Adoption of the Universal Design Toolkit".
- (b) Endorses the Universal Design Toolkit as Tauranga City Council's guide to best-practice Universal Design outcomes.
- (c) Notes that the Toolkit is a non-statutory guidance document.
- (d) Supports the use of the Toolkit by Council staff when planning, designing and upgrading Council facilities, public spaces and infrastructure, where appropriate and reasonably practicable.

EXECUTIVE SUMMARY

3. The Universal Design Toolkit has been developed as an action within the Accessible Tauranga Action and Investment Plan.
4. Universal Design is an internationally recognised approach to designing places, spaces and services so they work well for the widest range of people possible. It considers the needs of older people, disabled people, families with young children, visitors, and people experiencing temporary injury or reduced mobility from the outset of a project.
5. The Toolkit is Council's endorsed guidance for integrating Universal Design into the planning, design and delivery of Council projects. While it is not a prescriptive design standard, it is expected to be considered in all relevant projects to support consistent, inclusive decision-making.
6. The Toolkit provides design principles, practical guidance and best-practice examples to help project teams achieve better accessibility, usability and inclusion. The guidance should be applied proportionate to the scale and nature of each project, recognising that project budgets, site constraints and other considerations may influence how the principles are implemented.
7. Universal Design benefits a much broader group than people with disabilities. It supports older people, families with young children, visitors, people carrying goods, delivery workers and those experiencing temporary injury or illness. Put simply, Universal Design seeks to create places and spaces that are easier for everyone to access, understand and use.

8. Endorsement of the Toolkit does not require every recommendation to be implemented in every project. Rather, endorsement signals Council's support for considering Universal Design outcomes when planning and delivering public infrastructure and facilities.
9. Endorsement of the Toolkit will establish a shared organisational understanding of what good inclusive design looks like across Tauranga City Council and provide a consistent reference point for staff, consultants and contractors involved in delivering Council projects.

BACKGROUND

What is Universal Design?

10. Universal Design is the practice of designing places, spaces and services so they work well for the widest range of people possible.
11. Rather than designing for an "average" user and then providing accessibility features as an add-on, Universal Design considers the needs of a diverse community from the outset. This includes older people, disabled people, parents with prams, children, visitors, people carrying goods, and those experiencing temporary injury or reduced mobility.
12. In practice, Universal Design is often simply good design. Examples include:
 - a step-free entrance used by everyone rather than a separate accessible entrance;
 - footpaths wide enough to comfortably accommodate wheelchairs, mobility scooters, prams and pedestrians;
 - clear and intuitive wayfinding;
 - seating, lighting and public facilities that are easier for a wider range of people to use.
13. Universal Design goes beyond minimum accessibility requirements. While accessibility standards are important and remain necessary, Universal Design focuses on creating environments that are easier, safer and more welcoming for everyone.

Why does it matter for Tauranga?

14. Tauranga's population is growing and changing. Approximately 27% of Tauranga residents identify as disabled, and the proportion of residents aged 65 years and over is projected to continue increasing significantly over coming decades.
15. As the population ages, more residents will experience changes in mobility, hearing, vision or cognition. Accessibility needs are not limited to a specific group and are often experienced throughout life as a result of ageing, injury, illness or temporary circumstances.
16. Designing places and spaces that work well for a broader range of people helps ensure Council infrastructure remains fit-for-purpose, usable and welcoming both now and into the future.
17. Accessibility needs are not limited to a specific group of people. Most residents will experience changing accessibility needs at some point in their lives, whether through ageing, injury, illness, caring responsibilities or other temporary circumstances. Universal Design recognises this reality and seeks to create environments that are flexible and usable across a person's lifetime.
18. Considering accessibility and usability early in the planning and design process can also reduce the need for costly modifications later and improve the long-term value of Council's investment in public assets.

What is the Universal Design Toolkit?

19. The Universal Design Toolkit was developed as a priority action within the Accessible Tauranga Action and Investment Plan.

20. The Toolkit was informed through engagement with Council staff, accessibility specialists and members of Tauranga's disability and access communities.
21. The Toolkit is not a policy, rulebook, design standard or regulatory requirement. It is a practical guidance document that describes what good Universal Design outcomes can look like across buildings, parks, playgrounds, public spaces, streetscapes and community facilities. The Toolkit describes what good looks like; it does not prescribe what must occur in every situation.
22. The Toolkit provides examples, design considerations and best-practice guidance covering a range of elements including:
 - parks and playgrounds;
 - footpaths and circulation spaces;
 - entrances and buildings;
 - parking;
 - toilets and changing facilities;
 - seating and furniture;
 - wayfinding and signage; and
 - meeting and community spaces.
23. The Toolkit is intended to support better decision-making and encourage consideration of Universal Design principles during project planning and delivery.
24. The Toolkit complements existing legislative and regulatory requirements. While the Building Code and NZS 4121 establish minimum accessibility requirements, the Toolkit illustrates what best-practice outcomes can look like beyond minimum compliance.
25. The purpose of the Toolkit is not to prescribe solutions or remove professional judgement. Rather, it provides a framework for considering accessibility, usability and inclusion alongside other project objectives and constraints.
26. The attached Universal Design Toolkit (attachment one) provides overall guidance on process. It also links to a set of specific guidelines that have been developed to help get details right. The links to these specific guidelines are not yet active within the toolkit so two examples are provided for reference: Ramps (attachment two) and Entrances, Exits and Doors (attachment three).

Use of Universal Design guidance elsewhere

27. The use of Universal Design guidance is well established internationally and is increasingly being adopted by public sector organisations in New Zealand.
28. Auckland Council has incorporated Universal Design guidance within the Auckland Design Manual since 2017. The guidance is used as a best-practice resource to support designers and project teams in creating places and spaces that are accessible, inclusive and usable for people of all ages and abilities. Similar guidance resources are increasingly being used by councils, government agencies and infrastructure providers to support more inclusive and future-focused design outcomes.

What will Council endorsement mean?

29. Endorsement of the Toolkit does not require every recommendation to be implemented in every project.
30. Project teams will continue to make decisions based on project scope, approved budgets, site constraints, technical requirements and expected community outcomes.
31. Existing governance, business case and budget approval processes remain unchanged.

32. Endorsement signals Council's support for Universal Design principles and outcomes when planning and delivering infrastructure, facilities and public spaces and establishes a shared understanding of what good practice looks like.
33. Endorsement does not change Council's statutory functions, regulatory responsibilities or planning requirements. The Toolkit does not create obligations for private developers, businesses or community organisations, nor does it establish mandatory design requirements for Council projects.

STRATEGIC ALIGNMENT

34. This contributes to the promotion or achievement of the following strategic community outcome(s):

	Contributes
We are an inclusive city	✓
We value, protect and enhance the environment	☐
We are a well-planned city that is easy to move around	✓
We are a city that supports business and education	☐
We are a vibrant city that embraces events	✓

35. Universal design supports the outcome of an inclusive city by removing barriers to participation and ensuring people of all abilities can access, use, and benefit from city spaces and services.
36. It also contributes to a well-planned city by embedding best-practice design into infrastructure and public spaces and supports movement by ensuring environments are easy to navigate and use.

FINANCIAL CONSIDERATIONS

37. Endorsement of the Toolkit does not commit Council to additional capital expenditure and does not require every recommendation within the Toolkit to be implemented.
38. The Toolkit is intended to support project planning and decision-making. Any project-specific costs associated with Universal Design features would continue to be considered through existing project planning, budgeting and governance processes.
39. Many Universal Design outcomes can be achieved through early consideration and thoughtful design rather than through significant additional expenditure.
40. Experience internationally and within New Zealand demonstrates that accessibility and usability considerations are generally easier and more cost-effective to accommodate during planning and design than through later modifications to completed infrastructure.
41. The primary financial benefit of the Toolkit is supporting accessibility and usability considerations at the beginning of a project, when changes are generally easier and less expensive to incorporate.
42. The Toolkit may also help reduce future retrofit costs by encouraging accessibility and usability considerations to be addressed during initial design and planning phases

LEGAL IMPLICATIONS / RISKS

43. There are no direct legal implications arising from endorsement of the Toolkit.
44. The Toolkit is a non-statutory guidance document and does not alter Council's regulatory responsibilities, statutory obligations or decision-making powers.
45. Endorsement does not create new legal obligations for Council, developers, businesses or members of the public.

46. Failure to consider accessibility and inclusion in the design of public assets can create reputational, service delivery and community wellbeing risks over time. The Toolkit provides guidance to assist Council in managing those risks through good planning and design practice.

TE AO MĀORI APPROACH

47. Endorsing and adopting universal design aligns with the following principles of our Te Ao Maori Approach:
- Manaakitanga - Ahurutanga/haumarutanga – a strong duty of care and safety for our people.
 - Rangatiratanga - Tikanga – best practise.
 - Tūmanako - Whai rawa/ōhanga – financial sustainability, economic health and business strategy.

ENGAGEMENT

48. The Toolkit was developed through engagement with Council staff, accessibility specialists and members of Tauranga's disability and access communities.
49. This engagement helped shape the content of the Toolkit and ensured it reflects both technical expertise and lived experience.
50. No further engagement is required prior to a decision being made.

SIGNIFICANCE

51. The Local Government Act 2002 requires an assessment of the significance of matters, issues, proposals and decisions in this report against Council's Significance and Engagement Policy. Council acknowledges that in some instances a matter, issue, proposal or decision may have a high degree of importance to individuals, groups, or agencies affected by the report.
52. In making this assessment, consideration has been given to the likely impact, and likely consequences for:
- (a) the current and future social, economic, environmental, or cultural well-being of the district or region
 - (b) any persons who are likely to be particularly affected by, or interested in, the decision.
 - (c) the capacity of the local authority to perform its role, and the financial and other costs of doing so.
53. In accordance with the considerations above, criteria and thresholds in the policy, it is considered that the decision is of low significance.

NEXT STEPS

54. Following endorsement, staff will:
- (a) make the Toolkit available for use across relevant Council teams;
 - (b) incorporate the Toolkit into project planning and design discussions where appropriate;
 - (c) provide awareness and capability-building opportunities for staff;
 - (d) communicate the availability and purpose of the Toolkit across the organisation; and
 - (e) periodically review and update the Toolkit to reflect emerging best practice and community needs.

ATTACHMENTS

1. **Draft Universal Design Toolkit - A19322948** [↓](#) 
2. **Universal Design Guidelines - Ramp Guidelines - A19322612** [↓](#) 
3. **Universal Design Guidelines - Entrances, Exits and Doors - A19322480** [↓](#) 

Tauranga City Council



Universal Design Toolkit





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Introduction

Tauranga is growing, and so are the expectations for inclusive, accessible spaces. With 27% of residents identifying as disabled and the 65+ population set to rise from 21% to 26% by 2048 (Tauranga City Council, 2023) - along with neurodivergent individuals and parents with young children - the demand for universally designed, accessible places has never been higher. And that's just the residential population. Tauranga also attracts a significant number of tourists over 65, further increasing the need for thoughtful, inclusive design (Buhalis, D., & Darcy, S). This shift presents both a challenge and a major opportunity for the city.

Traditionally, public spaces and buildings have been designed to suit the physical abilities of the "average" person, often excluding many people with different needs.

Over the past 20 years, the principles of universal design and accessibility have been increasingly adopted worldwide, ensuring that spaces and services are designed for everyone, not just a select few.

As the population ages and accessibility expectations rise, developments that enable diverse needs are essential. Accessibility isn't just about compliance - it's about creating buildings, public spaces and streetscapes that work for everyone, from young families with strollers to older adults and disabled people. The question is no longer should we incorporate universal design, but can we afford not to?

This Universal Design Toolkit is an outcome of the Accessible Tauranga Action & Investment Plan. It has been designed for Tauranga City Council city planners,

designers and project managers to increase community participation in public realm environments such as parks, playgrounds, community buildings and facilities, footpaths, parking, signage etc.

The toolkit provides best practice universal design recommendations that go above and beyond the minimum New Zealand requirements for accessibility to ensure upgrades or redevelopments of buildings, public spaces and streetscapes are fully accessible.

The recommendations draw from national and international standards, universal design principles, and lived experience. They apply to any new relevant elements within a public space. Where possible, existing elements should be upgraded to align with these recommendations as part of any renovation or redevelopment.

The toolkit will be updated over time as knowledge evolves and as budget and time allows.

Acknowledgements

Stakeholder engagement has been a critical part of compiling this toolkit. We would like to thank the Tauranga City Council staff that participated in the workshops. Their time and input helped us to better understand where the gaps were and what the city's planners, designers and project managers need to be successful in creating fully accessible places and spaces.

We would also like to thank members of Tauranga's disabled and access community who participated in workshops so we could understand their experience of Tauranga and the desired outcomes of this toolkit, but also what current accessible features and facilities in Tauranga we could confidently showcase as great examples in this toolkit.

The toolkit has been compiled by Lauren Wetini from Purpose-led. and Colleen Jones from Jones Consultancy. Specific graphics have been designed by Jessica Brown from Veera Access to support the recommendations. A special thank you to Auckland Council and Recreation Aotearoa who are doing fantastic work in this space in New Zealand and have given us permission to use material from their own accessibility and universal design guides. See the full list of references in **Appendix 5**.

Language

The language used in this toolkit has been chosen to reflect respect for individual preferences and the diverse experiences of disability. Language is shaped by historical, cultural, social, and personal factors, and different people identify in different ways.

For consistency, this toolkit uses the term "disabled people" in alignment with the New Zealand Disability Strategy and the social model of disability, which recognises that people are disabled by societal barriers rather than their impairments (Office for

Disability Issues, 2016). Additionally, "access community" or "people with access needs" is used to encompass the broad range of experiences and requirements considered in universal design.

This approach ensures inclusivity while acknowledging the varied ways people identify and engage with accessibility.



Building Code requirements

Building Act

The Building Act 1991 integrated accessibility requirements into general building regulations, making the inclusion of accessible facilities legally enforceable. These requirements remain in effect in the current edition of the Building Act.

clauses in the New Zealand Building Code, **it is strongly recommended that NZS 4121 be used as the benchmark for compliance, as it is a much more comprehensive approach.**

NZS 4121 outlines key dimensions and spatial requirements to ensure public and private spaces, along with their facilities, are accessible and usable for disabled people.

New Zealand Standard (NZS) 4121:2001

New Zealand Standard (NZS) 4121:2001 (NZS 4121) is cited in Section 119 of the Building Act as an accepted method for meeting Building Code requirements. The accessibility provisions of the Act apply to most new buildings and existing buildings undergoing alterations or a change of use - excluding private residential properties. Although compliance with the Building Act can be achieved by relying primarily on the relevant

While NZS 4121 sets a baseline for what is considered "reasonable and adequate" access, it is only a minimum standard. It does not account for every situation, meaning that building owners and designers must go beyond minimum compliance and use universal design to provide the same level of convenience and usability for disabled people as for those without disabilities across the full range of activities and functions within a space.

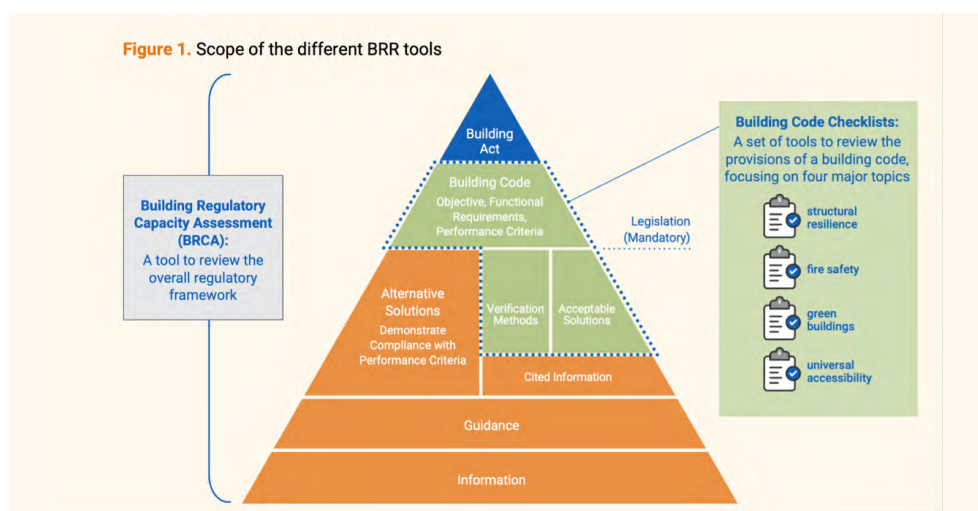


Figure 1: Scope of the different BRR tools. Adapted from Building Code Checklist for Universal Accessibility (World Bank, 2025), originally based on a figure from MBIE's Building and maintaining New Zealand's homes and buildings. Used under the World Bank's open access policy for non-commercial use.



The difference between accessibility and universal design

Accessibility outlines the “must haves” for those with disabilities while universal design is the step beyond, the “better to haves” of the built environment (Jones Consultancy, 2018).

Accessibility and universal design are terms are often used interchangeably. There are some overlaps, but they have important distinctions, and the motivation behind each comes from different places.

Accessibility is a compliance-based approach to access and is a good starting point for ensuring that people with impairments have a way to enter spaces and carry out basic necessary activities. However, it may not always feel very inclusive or inviting to the people it is intended to benefit. For example, a ramped entry at a different end of the building from the main entrance with steps that most people will use.

Universal design goes beyond accessibility. It is about considering the needs of everyone, regardless of size, age, ability, impairment, or culture, to achieve a built environment with spaces and facilities that can be used by all, with equal dignity.

This concept aims to provide places that can be independently accessed, understood, and used by everyone, to the greatest extent possible, without the need for adaptation or specialised design. It is about finding a solution that works universally. For example, an entrance everyone can use, rather than a separate ramped entry at the back of the building.

The goal of universal design is to foster diversity and social inclusion by encouraging participation in society with a built environment that adapts to the human condition and its lifetime of changing needs and abilities. This environment doesn't need to cost more. With thoughtful and creative planning from the very beginning of a project, universal design can be implemented as cost-effectively as the required accessibility features.

7



How to use the toolkit

This toolkit has been developed as an introductory resource to guide designers toward universal design in buildings, public spaces and streetscape - helping them move beyond minimum requirements and create truly inclusive environments. **It does not provide information on the accessibility minimum requirements, which can be found in the Building Act or NZS 4121:2001.**

While we recognise that full implementation of universal design recommendations may not always be possible in every environment, we strongly encourage design teams to strive for the highest standard that is reasonably practicable.

Our goal is to create a city that is welcoming, inclusive, and accessible for everyone - these recommendations set the standard for what that future looks like in Tauranga.

While many simple, low-cost design elements can enhance usability for everyone, a best practice approach often relies on nuanced details that can't be fully captured in a toolkit. Therefore, when successfully designing an environment for the whole community, the toolkit must be used in conjunction with:

- planning
- community consultation
- specialist design guidance.

The toolkit is a starting point and will be updated as knowledge evolves and as budget and time allows.



Planning



Figure 2: Local disabled community and council staff at the beach mat entrance. Location: Mount Maunganui.

Embedding universal design as a core principle from the very start of a project is essential. When integrated early, it ensures spaces are inclusive, functional, and future proof, reducing the need for costly retrofits later. In contrast, treating accessibility as an afterthought can lead to avoidable barriers and missed opportunities for true inclusivity.

Universal design is more than meeting a set of standards - it's a deliberate, proactive approach that considers the diverse needs of all users from day one. This toolkit is designed to go beyond compliance, equipping you with the guidance needed to create environments that work for people of all ages, abilities, and circumstances.

For specific planning guidance, see **Appendix 1**.

Community consultation



Figure 3: Locals at the top of Mauao, Mount Maunganui.

Collaboration with representatives from the disabled and access community, and Tauranga's diverse cultures is essential. Their feedback, insights, and guidance help ensure our designs reflect the needs of those who use them.

However, successful co-design must happen at the beginning of the design phase, and throughout the process and not at the end when most design decisions have already been made. The possibilities that can open when the disabled and access community are engaged early on will be beneficial to any project and where authentic inclusion can emerge.

For specific guidance on navigating successful community engagement see **Appendix 2**. For a list of community groups to consult with please see **Appendix 3**.



Specialist design guidance

This toolkit is a big step in the right direction and will give those who are designing and implementing developments guidance on what is best practice. For renovation and redevelopment projects, or new build projects, it is recommended that an independent accessibility advisor is engaged to be a

sounding board and provide further support to the design team on implementing accessibility, and universal design.

For specific guidance on finding an accessibility advisor and process see **Appendix 3**.



The economic benefits of universal design

Meeting regulatory and social expectations

The current minimum standards in accessibility in New Zealand do not go far enough to include the huge amount of people that require accessible places and spaces. As policies shift and accessibility becomes a key focus in urban planning, organisations that get ahead of these trends will mitigate future compliance risks while positioning themselves as leaders in sustainable, inclusive design.

Beyond compliance, there's also a growing expectation from consumers who are making more ethical choices—supporting businesses and spaces that prioritise accessibility and social impact.

Future-proofing developments

A well-designed city benefits everyone. By designing our buildings and public spaces with an accessible lens we ensure that Tauranga is a place where people of all ages and abilities can live, work, and visit. By prioritising universal design, you will create spaces that stand the test of time - delivering better returns, stronger communities, and a more inclusive future for Tauranga.

Cost savings over time

Retrofitting for accessibility later is expensive and disruptive. By integrating universal design from the outset, you future-proof your development. You don't necessarily spend

more money, but avoid costly modifications while ensuring long-term viability (Centre for Universal Design Australia, n.d.).

Competitive edge and reputation boost

Cities worldwide are prioritising accessibility, and early adopters in Tauranga have an opportunity to set a new benchmark in New Zealand. Organisations that embrace universal design will gain a reputation for innovation and social responsibility, making their projects more attractive to investors, funders, and tenants.

An accessible development appeals to a wider range of tenants, buyers, and businesses. International research shows that accessible homes sell faster and at higher values, and businesses in accessible commercial spaces see increased foot traffic and customer engagement (Orchard, 2023).

Unlocking the accessible tourism market

Research shows that travelers with disabilities and access needs take longer trips, spend more per visit, and often travel with at least two companions, amplifying their economic impact. Yet, globally, 50% of people in this group would travel more if they could trust that destinations met their requirements (Buhallis, D., & Darcy, S. 2011). Prioritising accessibility is a strategic move for organisations in Tauranga to tap into a growing and underserved market.

8 Goals of universal design

According to the [Centre for Universal Design Australia](#), there are eight goals of universal design that provide a framework to achieve social inclusion, wellbeing, and equity through design.

1. Body fit

Spaces accommodate a wide range of body sizes and abilities including people using mobility aids such as wheelchairs, walkers, and prams, as well as those carrying luggage or requiring assistance.

Traditional design often follows 'average' body dimensions, which can exclude many people. Instead, inclusive design considers a wider spectrum of body shapes and movement needs, ensuring environments are spacious, adaptable, and comfortable for all users.

Figure 3: The width and spaciousness of the Mount Maunganui boardwalk is a great example of designing with 'body fit' in mind, allowing various users with equipment to easily and safely use it.



2. Comfort

A well-designed space reduces physical strain and effort. Factors like strength, flexibility, grip, and dexterity vary between individuals. Built environments incorporate:

- adjustable facilities and features that accommodate different heights and needs e.g. adjustable tables and seating
- ergonomic design elements such as lever handles and desks
- well-placed supports for people with limited strength and balance to use.

Figure 4: Ergonomic office desks that are easily adjusted by a push button, allowing people to work comfortably depending on their need. Location: Tauranga City Council administration building



3. Awareness

People engage with their surroundings using multiple senses - sight, sound, touch, and movement. Spaces provide clear, multi-sensory cues to help everyone navigate safely and confidently. Examples include:

- visual indicators, such as well-lit signage and color contrast for wayfinding
- tactile and auditory elements, like textured paving for visually impaired pedestrians and audio signals at crossings
- emergency communication that is accessible to all, including flashing lights for hearing-impaired individuals and clear spoken instructions for those with low vision.

Figure 5: An example of building greater awareness using colour identifying different carparking levels. This helps people to remember which level they parked on. Location: Farmers Carpark, Elizabeth Street.



4. Understanding

A well-designed space reduces physical strain. The layout of a space feels natural and easy to understand. People make split-second decisions when moving through public spaces, and intuitive design helps ensure accessibility without confusion. Strategies include:

- using consistent patterns, materials, and textures to signal changes in function (e.g., soft carpeting in quiet areas, durable tiles in high-traffic zones)
- avoiding unnecessary complexity - wayfinding should be simple, with clear sightlines and minimal obstacles.

Figure 6: Wide accessible route, with minimal obstacles and a seating area differentiated by colour and texture is a great example of designing in understanding. Location: Bayfair Shopping Centre.

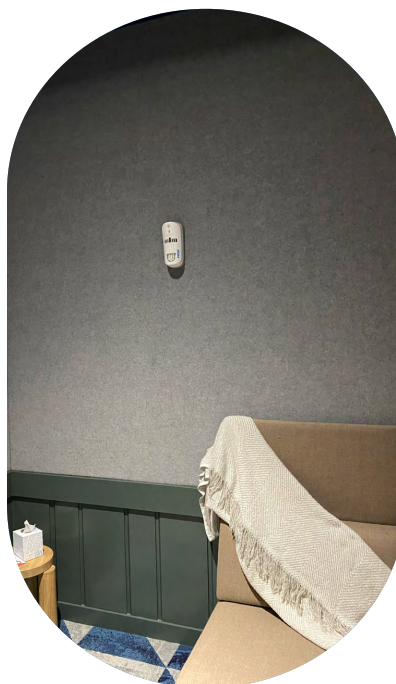


5. Wellness

Spaces contribute positively to both physical and mental health. Thoughtful design can promote movement, reduce stress, and minimise health risks. Some considerations include:

- access to natural light, fresh air, and green spaces, which enhance well-being
- designing for injury prevention, such as safe pedestrian routes in car parks and well-placed seating for resting points
- reducing environmental stressors like excessive noise or poor lighting, which can make spaces uncomfortable or disorienting.

Figure 7: An example of designing with "wellness" with a quiet room at Bayfair Shopping Centre



6. Social integration

Public spaces play a key role in fostering community engagement and social interaction. To support this, environments are designed to be welcoming and inclusive for all. Factors influencing social integration include:

- thoughtful acoustic and lighting design, ensuring spaces like libraries or community centers provide appropriate sound levels
- public areas that encourage interaction, such as well-positioned seating, shade, and gathering spaces.

Figure 8: A good example of designing in 'social integration' with the accessible Waterfront Playground, which allows disabled children and adults to fully participate.

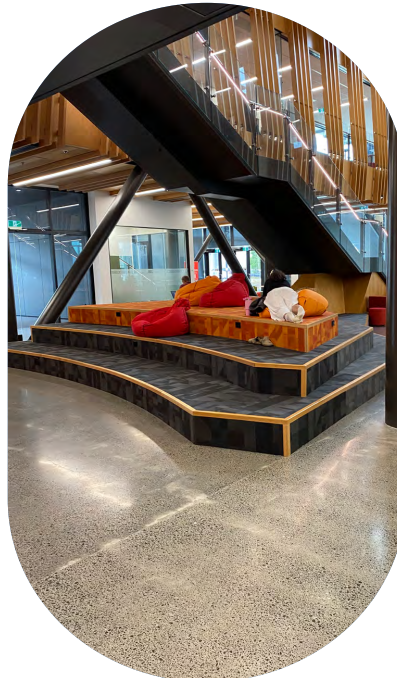


7. Personalisation

Everyone has different needs, and good design allows for choice and adaptability. People can adjust spaces to suit their preferences, making them feel more comfortable and in control. Examples of flexible design include:

- moveable and variable seating in public areas, allowing people to adjust their space
- adjustable office furniture and ergonomic workstations that accommodate different body types and mobility needs.

Figure 9: An example of a unique seating area in a large public space. The elevated height can be preferred by neurodivergent individuals. The bean bags are also a great additional option. Location: Waikato University Campus, Tauranga.



8. Cultural appropriateness

Tauranga has a rich cultural heritage, and this can be reflected in the built environment by integrating Te Ao Māori design principles, incorporating bilingual signage, and providing culturally appropriate spaces for gathering and reflection.

Beyond Māori culture, Tauranga's population and tourism market is increasingly diverse, with many residents speaking languages other than English. Inclusive design ensures that facilities, wayfinding, signage, and communication methods cater to this diversity - such as multilingual signage, pictograms, and universally recognised symbols to assist navigation.

Figure 10: The use of Māori design to provide glazing contrast and patterning. Location: Tauranga City Council administration building.



Personas to consider

Ensuring equal access and inclusion is essential for disabled people and the access community. The local disabled community in Tauranga want to:

- enjoy the same experiences as everyone else
- access services and spaces “without thinking”
- take part in fun activities with their whānau.

Designing for inclusivity and independence means considering a range of needs to ensure everyone can navigate and participate with ease.

To achieve these goals and design for inclusivity and independence, it's helpful to consider certain people and their needs. Auckland Council has created 14 personas to support inclusive design, illustrating the diverse experiences of different users.

The persona text included in this toolkit is reproduced verbatim with permission from Auckland Council's Auckland Design Manual – Universal Design. Images accompanying the personas have been recreated for this toolkit. We acknowledge and thank Auckland Council for granting permission to share this valuable resource, which represents best practice in supporting universal design.

Here are examples of what to consider for different groups.

People using crutches need:

- slip-resistant surfaces
- even and unobstructed footpaths
- resting seats with arm supports
- gentle gradient ramps
- step-free entrances
- wide automatic doors
- enough space to turn around
- accessible bathrooms.

People who are blind or have low vision need:

- level, wide and unobstructed footpaths
- strong tonal contrast between street furniture and pavements
- texture and colour contrast to provide pathway guidance
- audible or tactile indicators to provide warning or wayfinding information
- clear signage with appropriate colour contrast and font.

Adults with young children need:

- family bathrooms/changing facilities
- child sized toilets, lower basins and hand dryers
- space for breastfeeding mothers
- slip-resistant and even footpaths
- playgrounds and play areas for children of all ages and abilities
- water fountains children can use.

People using a wheelchair need:

- step-free entrances
- well-designed accessible toilets
- gentle gradient ramps
- level and slip-resistant surfaces
- wide corridors
- wide automatic doors
- linkage buildings to help manage steep streets
- enough turning space
- enough time to safely cross at pedestrian crossings
- dropped kerbs.

People with luggage need:

- wide even footpaths
- ramps without tight corners
- step-free entrances
- wide doors and entrances
- access to lifts within buildings
- extra space within toilets.



People with a pushchair need:

- wide, level entrances
- automatic or easy to open doors
- ramps with generous turning space
- dropped kerbs on footpaths
- access to drinking fountains children can use
- easy access to playgrounds and parks
- accessible or parent and child toilet facilities.

Pregnant people need:

- handrails on both sides of stairs
- even, slip-resistant surfaces
- resting seats with arm and back supports
- easy to open doors
- large and easy to find toilets.

Delivery people need:

- ramps
- loading dock same height as floor of vehicle
- step-free entrances
- slip-resistant surfaces
- easy to open or automatic doors
- dropped kerbs
- level, wide paths without obstructions.

Tourists need:

- clear wayfinding maps in obvious places with key destinations
- pictograms and translation of information
- landmarks to orientate myself
- accessible toilets that are easy to find
- clear public transport information
- seating, especially near public transport stops.

Older people need:

- slip-resistant, wide and level footpaths
- seats with arms and back supports at regular intervals
- even and sufficient lighting
- landmarks for orientation
- handrails on both sides of ramps and stairs
- clear and easy to read signage
- good sightlines to help find our way
- automatic or easy to open doors.

Ambulance officers need:

- wide corridors
- lifts able to accommodate stretchers
- wide automatic doors
- emergency vehicle parking with dropped kerbs
- even, slip-resistant surfaces
- gentle gradient ramps
- step-free entrances.



People who are Deaf or hard of hearing need:

- seating where we can directly face others
- even, diffused lighting
- clear sightlines, mirrors for blind corners
- carpeting to reduce echo
- quiet areas with less background noise
- background colours which enhance skin tones for sign language communication
- wide corridors/footpaths for sign language communication
- visual/flashing alarms for emergencies
- handrails for steep gradients to assist with balance.

Wheels need:

- cycle and micromobility-friendly infrastructure that is direct, attractive, comfortable and safe
- physical separation from high traffic speeds and/or volumes through rumble strips or kerbs
- step-free, barrier-free, continuous, smooth, and wide cycle lanes
- cycle lanes well-connected and lead to logical destinations
- wheel-friendly storm water grates and catch pits
- clear demarcation between wheels and pedestrians
- well-maintained surfaces
- good corridor maintenance
- easy and wide access to footpath from cycle lane/ crossing
- dropped and chamfered kerbs
- traffic signals have control buttons of varied heights.

People who are Neurodivergent need:

- continuous lighting without flickering, noise, or shadowing
- lighting transitions between places/spaces that is gradual
- glare and reflective surfaces significantly minimised
- subdued colour palette particularly for furnishings
- colour contrast to enhance wayfinding
- good acoustic design, echo and reverberation minimised
- "quiet times" promoted when noise is minimised
- soft furnishings that absorb sound
- rest areas/spaces that are quiet and calm, particularly important in large buildings and busy places
- wide pathways with clear sightlines and without busy/3D ground art
- well recognised and familiar landmarks to assist navigation – plain, literal and easy to understand
- internationally recognised symbols and plain English/Te Reo Māori signage
- indication of where to line up to join a queue, can be at ground level
- lifts that have at least one solid/opaque wall and one glazed wall
- heating/cooling elements that do not blow directly on faces.



Dimensions that work for everyone

For detailed guidance on accessible spatial planning, refer to [Auckland Design Manual – Accessible Space Dimensions](#)

This document provides 31 illustrated examples of best-practice dimensions for a wide range of scenarios, including accessible bathrooms, reception counters, kitchenettes, lifts, ramps, and parking spaces. Each diagram includes recommended measurements that support universal usability, ensuring spaces are functional for a wide range of users, including wheelchair users, people with mobility aids, and caregivers with prams.

Universal design guidelines

Accessibility starts before someone even enters a space. Whether arriving on foot, by public transport, in their own vehicle, or via drop-off, every stage must be considered - from arrival and entry to moving through the environment, using its features, and safely exiting, including in an emergency. If any part of the journey is inaccessible, the entire experience is compromised.

The guidelines follow a universal design approach with examples and checklists that go above and beyond minimum standards, to ensure every step of that journey is fully accessible and welcoming for all. While some constraints - such as existing infrastructure, geography, natural habitat, or budget - may pose challenges, universal design is rarely more expensive. In most cases, it's simply about getting the details right.

How to use the universal design guidelines

The guidelines and checklists are designed to help embed universal design into new buildings, developments, and renovations wherever reasonably practicable.

They provide best-practice recommendations that go beyond the minimum accessibility requirements outlined in NZS 4121:2001. Much of the content is drawn from respected sources such as the Auckland Council's Auckland Design Manual, Centre for Excellence in Universal Design, and the Ministry of Business, Innovation & Employment, as well as insights from local lived experience.

These guidelines are intended to be used alongside NZS 4121:2001. Some best-practice elements are already included in that standard and are not repeated here.

Please note: These guidelines are not a substitute for minimum accessibility standards. For compliance, refer to the Building Act, New Zealand Building Code, and NZS 4121:2001.

List of guidelines

The following guidelines are provided as separate documents to allow easier navigation and usability. This list will be added to as time and budget allow.

- Changing rooms
- Circulation spaces – interior and exterior
- Colour contrast and luminance
- Entrances, exits and doors
- Furniture and seating – indoor and outdoor
- Lifts
- Lighting
- Meeting rooms and workspaces
- Parent rooms
- Parking
- Parks
- Playgrounds
- Quiet rooms
- Ramps
- Stairs
- Surfaces
- Toilets and toilet/shower rooms
- Wayfinding



Appendix

1. Universal design planning process

1. Set the vision

- Define the project's purpose and how universal design principles will shape it.
- Identify key user groups, including disabled people, members of the access community such as older adults and parents with young children, and cultural groups.
- Establish inclusivity goals beyond just compliance - consider functionality, usability, and long-term adaptability.

2. Engage early and often

- Consult with the diverse group of stakeholders - disabled people, accessibility advisors, community representatives, and end users.
- Conduct accessibility impact assessments to anticipate potential barriers before design work begins.
- Integrate Māori and Pasifika perspectives on access and inclusion where relevant.

3. Embed universal design in planning and design

- Ensure all consultants and designers understand universal design principles.
- Use a co-design approach where users help shape design decisions.
- Apply best-practice accessibility standards rather than just meeting minimum legal requirements.
- Conduct inclusive design workshops to explore innovative solutions.

4. Test and refine

- Develop prototypes, models, or mock-ups to test accessibility features.
- Facilitate user testing with people of varying abilities before finalising designs.
- Identify potential challenges and adjust plans accordingly to improve usability.

5. Monitor, evaluate and adapt

- Implement a mid and post-construction evaluation with user feedback to assess effectiveness.
- Address any unforeseen accessibility issues through continuous improvement.
- Ensure maintenance and management teams are trained in preserving accessibility features.



2. Community engagement process

Embracing co-design is an ongoing, iterative process. While no process is perfect, here are some ways to ensure we are designing with the community rather than for them.

1. Provide effective facilitation

A skilled facilitator helps manage frustrations and ensures discussions remain productive. Consider providing space for the disabled and access community to express concerns before moving into solution-focused discussions.

It's inevitable that concerns and frustrations beyond the consultation scope, or even outside TCC's mandate, will come up during discussions. Rather than dismissing them, a good approach is to acknowledge these issues, take note of them, and, where possible, commit to looking into them later. However, to keep progress on track, it's important to refocus the conversation on today's objectives.

Facilitators should ask questions that reveal real barriers, capture user experiences, and inspire forward-thinking solutions. The conversation should go beyond technical requirements, fostering holistic and inclusive discussions that consider the full user experience. Here are some questions that could be used.

- How do you want to feel and interact in this space now and in the future?
- What features or design elements would make this space welcoming and easy to use for you and others with diverse needs?
- What challenges or barriers have you faced in similar spaces, and how did they impact your experience?

While some projects may face unavoidable barriers, such as existing infrastructure or difficult geography, it's important to communicate these constraints without assuming they limit meaningful solutions. Engaging the community in a holistic discussion may uncover creative ways to navigate these challenges.

2. Engage early and widely

Involve a diverse representation of disabled people, access groups, and cultural communities from the outset—not just as a final check. Their insights can shape better outcomes and prevent costly retrofitting. Be mindful of underrepresented groups, such as Deaf and non-verbal community members, and find meaningful ways to engage them.

3. Respect time and capacity

Many disabled people face daily challenges that limit their ability to participate in consultations. Those who engage frequently can feel exhausted from repeated requests. Expect lower participation numbers and ensure the process values their time and energy.

4. Acknowledge and compensate expertise

Disabled and access communities are the experts in their own experiences. Their perspectives are as valuable as technical knowledge when designing accessible spaces. Just as consultants are paid for their expertise, recognise the contributions of community members through fair compensation or other meaningful acknowledgments.

5. Build long-term relationships

Engagement should be continuous, not transactional. Maintaining relationships with communities fosters trust, accountability, and sustained improvements in accessibility.



6. Navigate differing perspectives with best practice

Not every solution will work for every individual. When conflicts arise consider the following principles and questions to ask.

- Anchor the discussion in universal design principles
- How does this solution align with universal design's goal of being flexible, intuitive, and inclusive for the widest range of users?
- Identify the core needs behind different perspectives.
- What specific challenges or barriers does each perspective address? Are there common goals we can build on?
- Consider the range of users, not just the most vocal needs.
- Who might still face barriers with this approach? How can we refine the solution to be more inclusive?
- Prioritise evidence-based decisions.
- What do accessibility standards and best-practice research suggest as the most effective solution?
- Consult an independent accessibility advisor if needed.

Would an external expert help resolve this impasse by providing an objective, best-practice perspective?

7. Ensure accessible engagement

All materials - invitations, surveys, presentations, websites, and meetings - must be accessible. Offer multiple communication and participation options, such as online forums, in-person meetings in accessible venues, and one-on-one discussions. Consider barriers like transport, time of day, language differences, and sensory sensitivities.

8. Close the feedback loop

Show participants how their input has influenced decisions. Clearly communicate what was considered, what was implemented, and why certain choices were made. This builds trust and reinforces the value of engagement.

By embedding these principles into community engagement, we can ensure that accessibility is integrated into design from the start.

3. Specialist accessibility guidance process

To ensure inclusive, future-focused design, it is recommended that both specialist advisors and local disability representatives are engaged early in the development process. This ensures projects are informed by technical expertise and lived experience.

For all development projects - including renovations, redevelopments, and new builds - we recommend engaging an independent accessibility advisor before concept design begins. Their input should be sought at each design milestone and continue through the construction phase. This supports cohesive, practical, and accessible outcomes that go beyond minimum compliance.

Choose advisors who are well-versed in New Zealand accessibility standards and experienced in working collaboratively with both design teams and disabled communities. This is a highly specialised field in Aotearoa, so local expertise may be limited - but remote support is often effective and widely used.

Recommended advisors

- **Jones Consultancy** – specialist in universal design and built environment accessibility.
- **Barrier Free NZ Trust** – provide built environment audits, education, and training.

Community consultation with local disabled people and their representative organisations is critical to ensuring real-world needs are reflected in design outcomes. In the



Tauranga and Western Bay of Plenty region, the following organisations can support meaningful engagement.

Tauranga Special School – provides education and support for students aged 5–21 with intellectual, physical, sensory, and neurodiverse needs. Their insights are particularly valuable when designing inclusive spaces for children and young people.

Support Net (Te Whatu Ora – Hauora a Toi) – offers needs assessment and service coordination for disabled people and their whānau.

Western Bay of Plenty Disability Support Trust – a collective of more than 30 local disability organisations, providing connections to diverse community voices.

Momenta – delivers coaching and empowerment programmes for people with disabilities to live meaningful lives.

Parafed Bay of Plenty – supports participation in sports and recreation for people with physical disabilities.

Your Way | Kia Roha – provides equipment, information, and support services for disabled people.

Parent to Parent NZ (Bay of Plenty) – supports families raising children with disabilities, including peer support and information.

CCS Disability Action – Bay of Plenty – offers inclusive community support and mobility services.

Deaf Aotearoa – Bay of Plenty – provides services, advocacy, and NZSL access for the Deaf community.

Blind Low Vision NZ – Tauranga – supports people who are blind, deafblind, or have low vision.

Autism NZ – Bay of Plenty – provides information, advocacy, and support for autistic individuals and their families.

4. Design guides

These are some additional guides and resources to help you apply universal design principles to your project.

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6. Disclaimers

Tauranga City Council

The Universal Design Toolkit recommendations are non-obligatory and illustrate what Tauranga City Council considers to be best practice design standards (based on above listed references). Tauranga City Council is not responsible for any actions taken or not taken on the basis of such information and to the fullest extent permitted by law Tauranga City Council expressly excludes any liability for any inaccuracies or errors within this Universal Design Toolkit. Tauranga City Council has certain regulatory and statutory functions, responsibilities and obligations in its capacity as a local authority. Those functions, responsibilities and obligations fall outside of this Universal Design Toolkit.

This document is intended as a non-statutory guide only and should not be relied upon as legal advice or regulatory instruction. Users are encouraged to seek independent advice before applying any recommendations in practice.

Purpose-led

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 tauranga.govt.nz

 info@tauranga.govt.nz

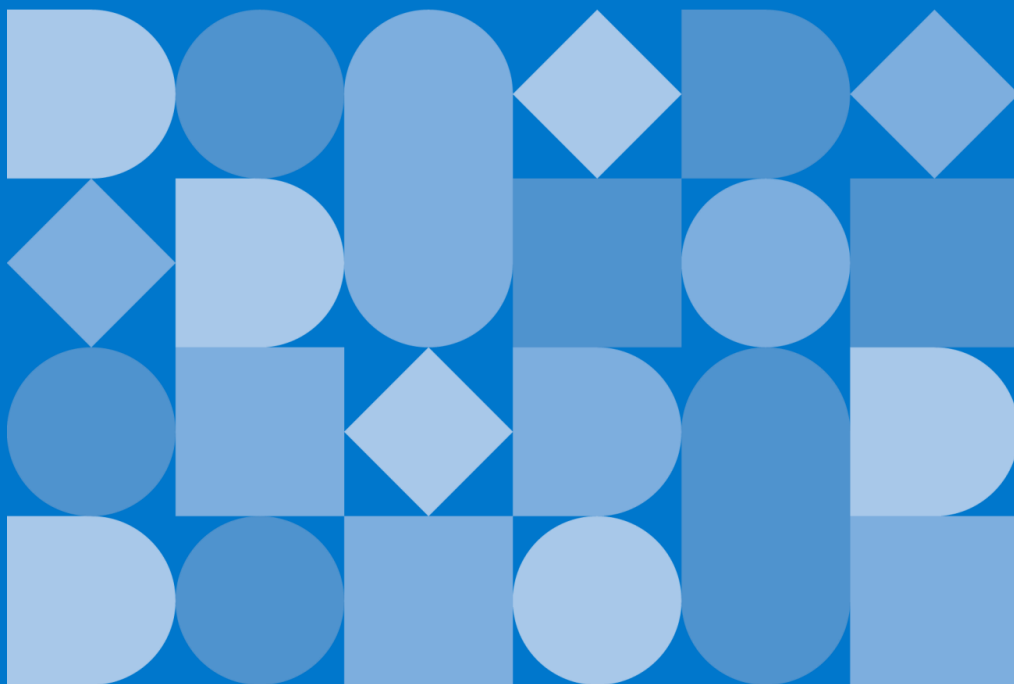
 **Customer Service Centre**
He Puna Manawa,
21 Devonport Road





Universal Design Toolkit

Ramp Guidelines



Universal Design Toolkit

Ramp Guidelines

Ramps provide essential access for many people - especially those using wheelchairs, mobility scooters, walkers, or prams. Well-designed ramps support safe and dignified movement by offering gentle gradients, slip-resistant surfaces, handrails, and level landings. Good ramp design also benefits people carrying items, experiencing fatigue, or navigating temporary injuries.

The following guidelines represent Universal Design and aim to go beyond the minimum accessibility requirements under New Zealand law. While we recognise that full implementation may not always be possible in every environment, we strongly encourage design teams to strive for the highest standard that is reasonably practicable.

Our goal is to shape a city that is welcoming, inclusive, and accessible for everyone - these recommendations set the standard for what that future looks like in Tauranga.

References in this guide correspond to documents in the reference list at the bottom of the guide.



1. Ramp Design

- a. Avoid the need to provide accessibility ramps wherever possible. Do this by creating level entryways into buildings and designing all access through sites to have a maximum 1:20 gradient (Auckland Council [ADM], n.d.)

Where possible, ramps (exterior or interior) with a gradient of 1:20 are easier to use for people using a manual wheelchair, people with reduced stamina, or people who have difficulty travelling on a slope.

Note: In existing environments that are being renovated, a 1:14 ramp could be considered only where a 1:20 ramp cannot possibly fit.

- b. Integrate ramps with main accessways or locate them as close to main accessways as possible (Ministry of Business, Innovation & Employment [MBIE], 2019).

Integrating ramps with main access ways ensures people will have shorter travelling distances. This can be particularly important for those with mobility impairments (ADM, n.d.)

- c. Co-locate means of vertical movement together (i.e. locate stairs and ramps next to each other) (MBIE, 2019).

Co-locating means of vertical movement provides people with choice, which can differ on different days. For example, someone walking with luggage may choose the ramp when on other days they would choose the stairs (ADM, n.d.)

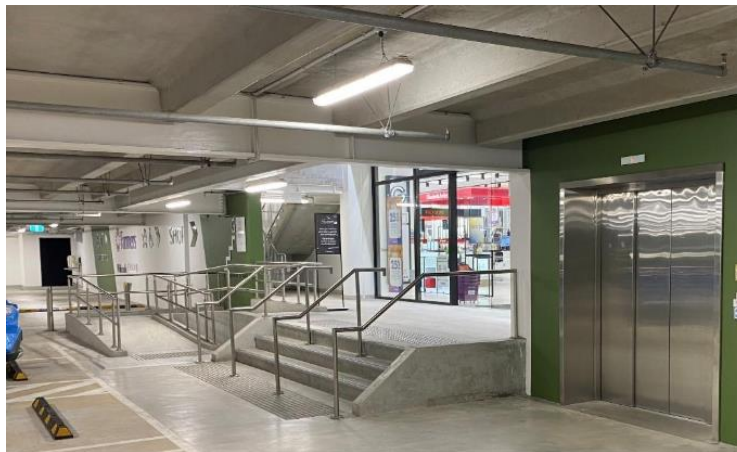


Figure 1: Co-location of ramp, stairs and lift.

Note: The ramp design would be improved by using colour contrasted handrails, and Tactile Ground Surface Indicators (TGSi) at the top and bottom.

- d. Use ramps instead of stairs if a stairway will only have 1-2 steps (Waka Kotahi NZ Transport Agency [NZTA], n.d.)



One or two steps pose a tripping hazard (ADM, n.d.).

- e. Apart from landings, design ramps to have a consistent incline, with no steeper and shallower sections (Centre for Excellence in Universal Design [CEUD], 2012).
- f. Provide ramps with a clear width of no less than 1500mm. where many people will be using the ramp in both directions at the same time a clear width of 1800mm may be appropriate (CEUD, 2012).

If the ramp is the only means of access, the recommended minimum width is 3000mm (NZTA, n.d.)

See Figure 2.

An 1800mm ramp width enables two wheelchair users to pass each other safely. A 3000mm ramp enables a variety of users including emergency services such as paramedics (ADM, n.d.)

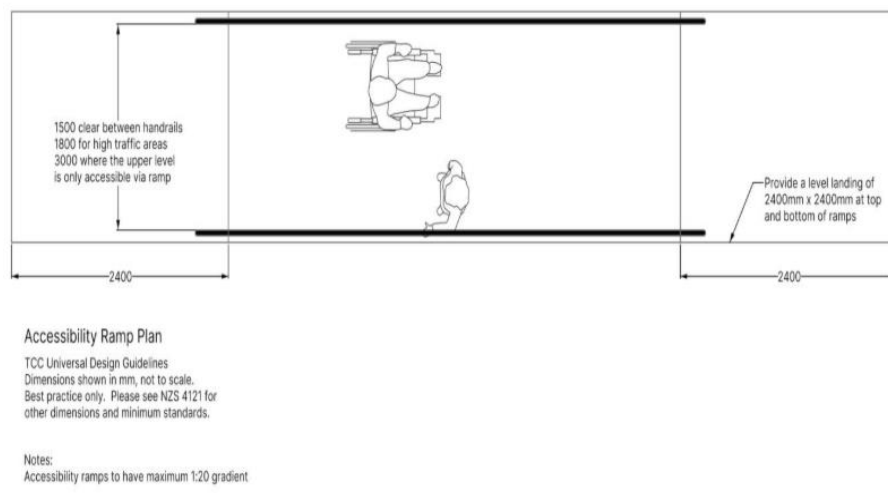


Figure 2: Accessibility Ramp Plan outlining width options.

Drawing by Jessica Brown a Veera Access.

- g. Provide top and bottom ramp landings with a minimum clear floor space of 2400x2400mm (CEUD, 2012).

This provides manoeuvring space for manual and power wheelchair users, parents with prams, people accompanied by an assistance animal, etc.

Ensure the landings are clear of door swings and other obstacles.

Longer top and bottom landings provide manoeuvring and turning space for wheelchair users, parents with prams, people accompanied by an assistance animal, and people using walking or mobility aides (walking frame, crutches, cane, etc.).

- h. Provide intermediate landings 2000mm long and equal to the width of the ramp (CEUD, 2012).



Ensure the landings are clear of door swings and other obstacles.

Longer intermediate ramp landings (2000) provide manoeuvring and turning space for wheelchair users, parents with prams, people accompanied by an assistance animal, and people using walking or mobility aides (walking frame, crutches, cane, etc.).

2. Handrails

- a. If a central handrail is provided, there should be at least 1200mm clear width on either side of the handrail (ADM, n.d.)
- b. Provide two handrails at different heights, installed at a consistent height above floor level (CEUD, 2012).

Position the lower rail a minimum of 760mm above floor level to comply with the requirements of NZBC F1/AS1 (MBIE, n.d.)

A lower rail is useful for people using a wheelchair and also using the handrail to help navigate the ramp, people short in stature, and children.

See Figure 3.

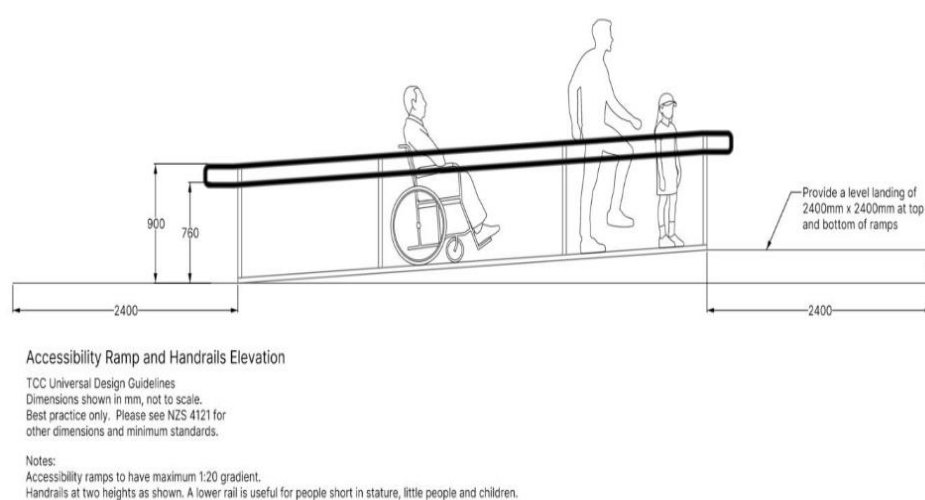


Figure 3: Accessibility Ramp and Handrails Elevation showcasing Universal Design recommendations only.

Drawing by Jessica Brown a Veera Access.

- c. Handrails should be colour contrast to their background (Auckland Transport, 2019).



Colour contrasted handrails enables people to easily identify the handrail, this particularly important for those with low vision (ADM, n.d.)

Refer to toolkit category **Colour Contrast & Luminance** for more information.

- d. Ensure the handrails on exterior ramps are made of materials that are not affected by extremes of temperature.

This is particularly important for small children and people with reduced sensation who may not be aware of a very cold or hot surface that could result in injury.

- e. Handrail fixings and uprights should be free of sharp edges or corners.



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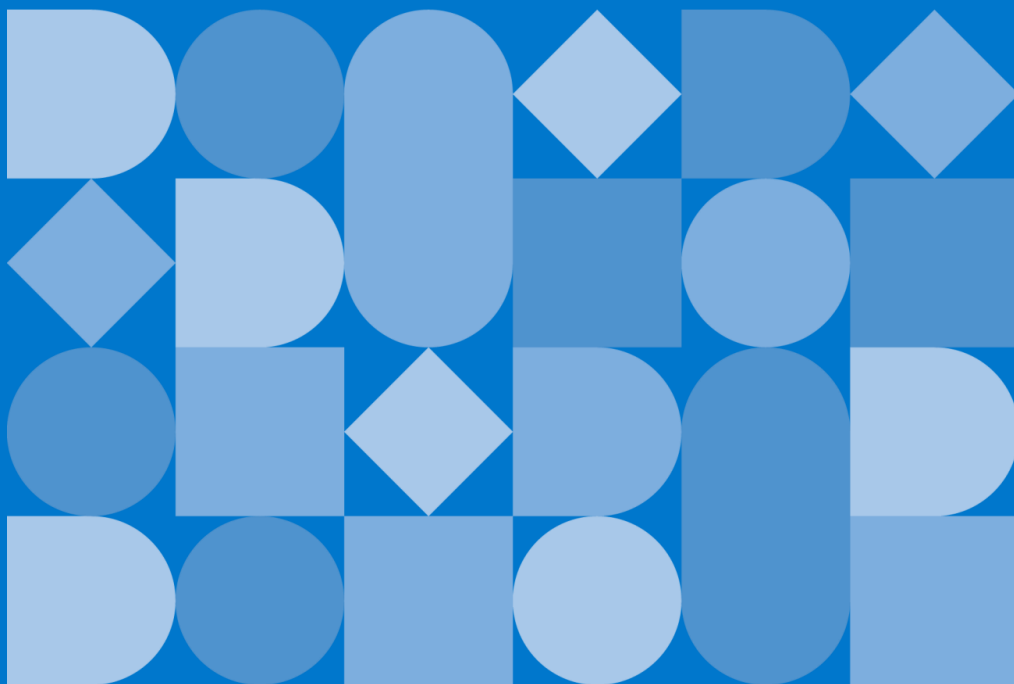
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Universal Design Toolkit

Entrances, Exits, and Doors Guidelines



Universal Design Toolkit

Entrances, Exits, and Doors Guidelines

Accessible entrances and doors support a wide range of people - including children and adults who are disabled, parents with strollers, courier drivers, ambulance paramedics, and anyone carrying goods or assisting others. Level access, wide clear openings, and easy-to-operate or automated doors make it safer and more dignified for everyone to move through a space. Entrances and exits should also be clearly identifiable and intuitive to locate, ensuring people can navigate with confidence.

The following guidelines represent Universal Design and aim to go beyond the minimum accessibility requirements under New Zealand law. While we recognise that full implementation may not always be possible in every environment, we strongly encourage design teams to strive for the highest standard that is reasonably practicable.

Our goal is to shape a city that is welcoming, inclusive, and accessible for everyone - these recommendations set the standard for what that future looks like in Tauranga.

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1. Entrances, Exits, and Doors

- a. Ensure entrances are easy to locate and easy to distinguish from the rest of the building (Centre for Excellence in Universal Design [CEUD], 2012).



Figure 1: The shelter over the main entrance, as well as the bright red Entry signage identifies where the entrance is.

Location: New World, Tweed Street.

- b. Provide cover over entrances to help protect people who are entering and leaving the building from the weather (see Figure 1).
- c. Where possible, provide automated doors at all main entrances, and with a clear opening width of 1000mm (CEUD, 2012). (see Figure 1).

Wide entrances are more welcoming for everyone and make it easier to enter and exit a building, including parents with single or double prams, people accompanied by an assistance animal, delivery people, and people using larger wheelchairs and mobility scooters.

- d. Ensure entrance mats are firm and flush with adjacent floor finishes, and extend far enough beyond the entrance to keep water from being tracked into the building.
- e. Design all entrance, exit, and emergency exit doors to be accessible with level thresholds at every door (CEUD, 2012).

A threshold even as low as 20mm can be a trip hazard for people unable to lift their feet / toes and people using a mobility aide such as a walking frame.



Ensure each accessible door has a minimum 1200x1200mm landing clear of door swing(s) on each side with a step-free assessable route to / from the door.

- f. Provide secondary entrance, exit, and interior doors with a minimum clear opening width of 850mm for single doors, one leaf of a double doors, or an automatic sliding door (CEUD, 2012).

Wider doors make it easier for parents with prams, people accompanied by an assistance animal, delivery people, and people using larger wheelchairs and mobility scooters to safely use the door.



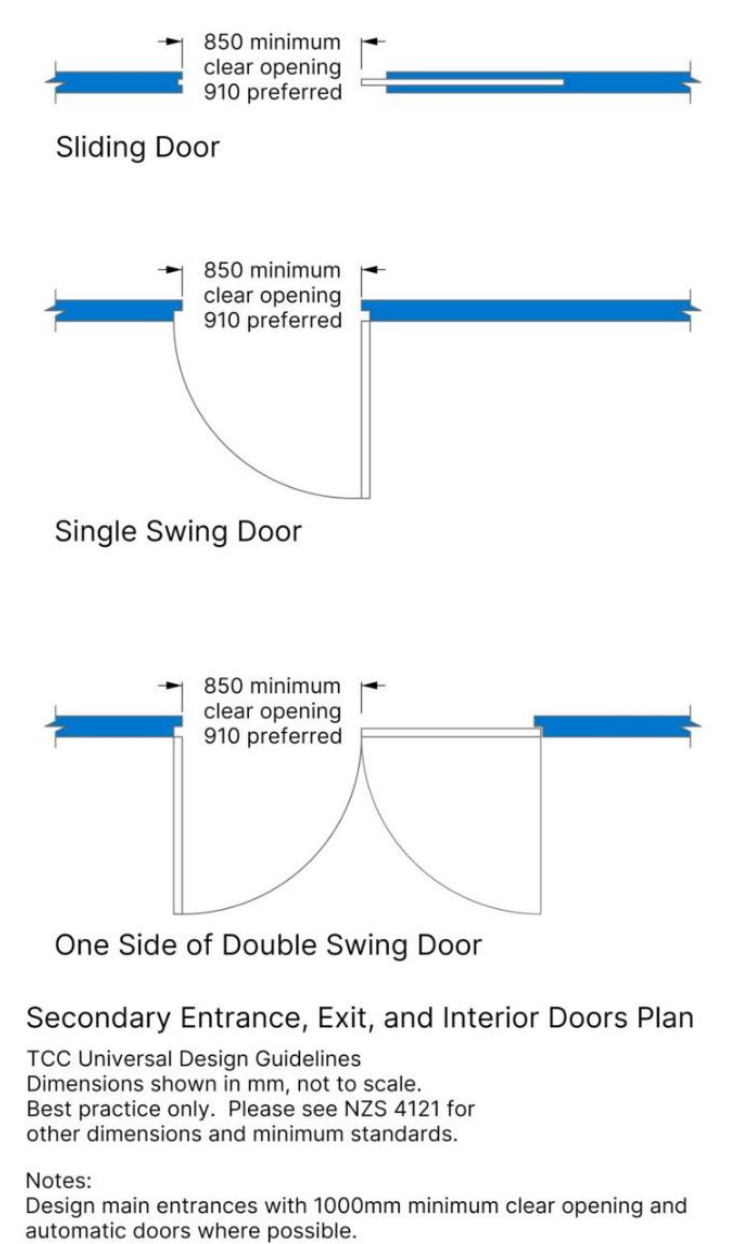


Figure 2: Secondary Entrance, Exit and Interior Doors Plan showcasing Universal Design recommendation on clear door widths.

Drawing by Jessica Brown a Veera Access.



- g. Avoid using door closers where possible, as they can create barriers for many users by increasing the force or complexity needed to open a door (CEUD, 2012).

Avoid installing door closers as they can pose a barrier if they require too much force or close too quickly, making it difficult for wheelchair users, people with limited upper body strength, older people and people carrying children or heavy items.

A door closer is a mechanical device that automatically returns the door to the closed position after it has been opened. While important for fire safety and energy efficiency, they must be specified and installed with inclusive access in mind.

Where door closers are required (e.g. for fire safety), ensure:

The operating force does not exceed 15 newtons (N).

The closing speed and resistance are adjustable and set to support ease of use.

The door remains open long enough to allow safe and comfortable passage for all users.

Where practicable, particularly on fire doors which tend to be heavier, use magnetic hold-open devices. These keep the door open under normal conditions and allow automatic closing during an emergency, improving accessibility without compromising safety.

- h. Include the following to improve visibility on all full height glass doors and full height glass walls (CEUD, 2012):

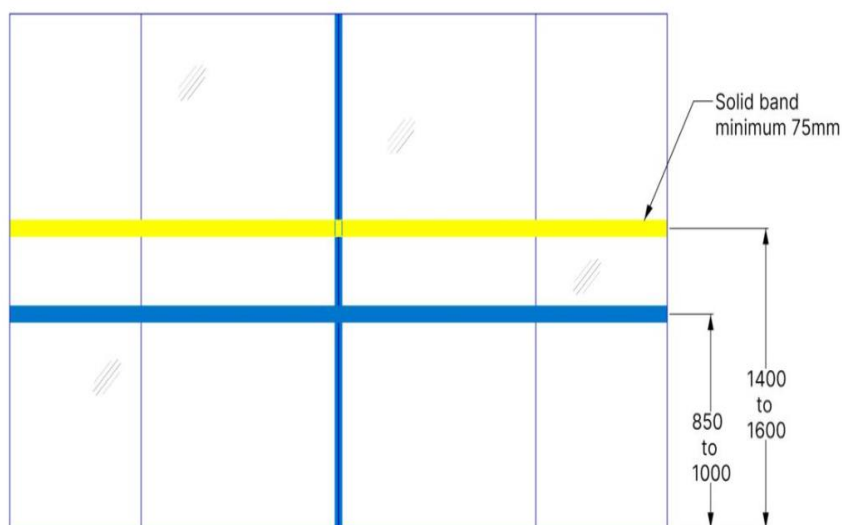
visibility markings at two levels, 850–1000mm high and 1400–1600mm high

visibility markings with a strong colour contrast to the background when viewed from either travel direction as well as in all lighting conditions

use two-tone markings to improve visibility

Refer to toolkit category **Colour Contrast & Luminance** for more information.





Glazed Facades and Door Markings Elevation

TCC Universal Design Guidelines
 Dimensions shown in mm, not to scale.
 Best practice only. Please see NZS 4121 for
 other dimensions and minimum standards.

Notes:
 Markings to be visible from both sides.
 Use two-tone markings to improve visibility.

Figure 3: Glazed Facades and Door Markings Elevation showcasing Universal Design recommendations for horizontal glazing.

Drawing by Jessica Brown a Veera Access.

- i. Wherever practical, incorporate vision panels on hinged doors, at a height usable from both a seated and standing position, to improve safety when using the doors (CEUD, 2012).

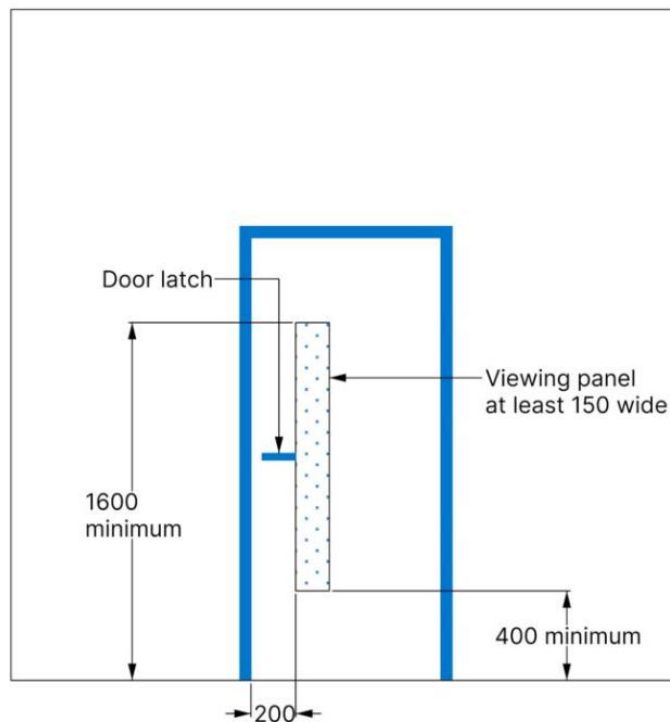
The zone of visibility should be:

extend a minimum of 400 – 1600mm above the floor

have glazing not less than 150mm wide

be positioned no more than 200mm from the latch edge of the door





Viewing Panels on Doors Elevation

TCC Universal Design Guidelines
 Dimensions shown in mm, not to scale.
 Best practice only. Please see NZS 4121 for
 other dimensions and minimum standards.

Figure 3: Viewing Panels on Doors Elevation showcasing Universal Design recommendations.

Drawing by Jessica Brown a Veera Access.

- j. Provide a minimum maneuvering space of 600mm between the handle side of a hinged door opening towards a user and a wall that is perpendicular to the doorway (CEUD, 2012).



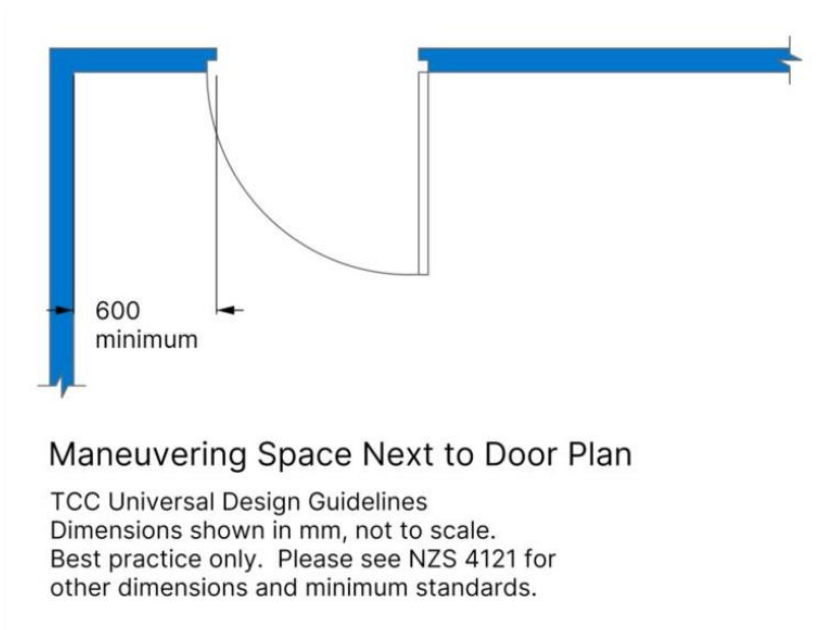


Figure 4: Maneuvering space next to a door plan, showcasing Universal Design recommendation.

Drawing by Jessica Brown a Veera Access.



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Disclaimer

The Universal Design Toolkit recommendations are non-obligatory and illustrate what Tauranga City Council considers to be best practice design standards (based on above listed references). Tauranga City Council is not responsible for any actions taken or not taken on the basis of such information and to the fullest extent permitted by law Tauranga City Council expressly excludes any liability for any inaccuracies or errors within this Universal Design Toolkit. Tauranga City Council has certain regulatory and statutory functions, responsibilities and obligations in its capacity as a local authority. And those functions, responsibilities and obligations fall outside of this Universal Design Toolkit.

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9.6 Transport System Operating Framework Endorsement

File Number: A20419810

Author: Parth Sheshodia, Team Leader: Transport Planning

Authoriser: Reneke van Soest, General Manager: Operations & Infrastructure
Mike Seabourne, Head of Transport

PURPOSE OF THE REPORT

1. This report seeks endorsement of the Western Bay of Plenty Transport System Operating Framework (TSOF) 2026, noting that the timing of investment and project delivery will be confirmed through Council's Long-Term Plan and Regional Land Transport Plan processes.
2. This report seeks direction on the preferred engagement with the community' pathway for the Western Bay of Plenty Transport System Plan (TSP), incorporating TSOF outputs. The options are to consult through the Long-Term Plan process or undertake a separate public engagement process before Long-Term Plan consultation.

RECOMMENDATIONS

That the City Future Committee:

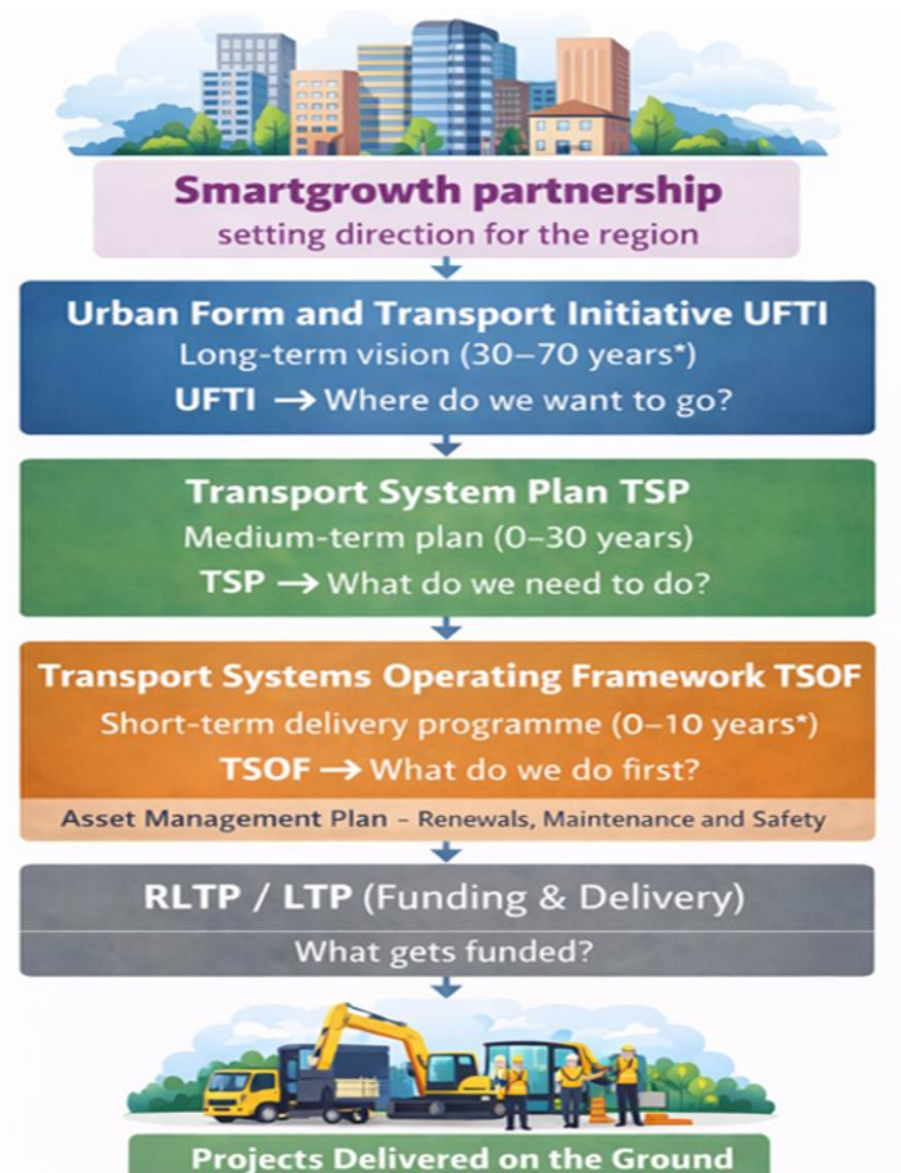
- (a) Receives the report "Transport System Operating Framework Endorsement".
- (b) Endorses the TSOF 2026 Update as the agreed sub-regional framework for transport system prioritisation.
- (c) Notes that the TSOF 2026 Update has been developed collaboratively through the TSP Partnership, comprising Tauranga City Council, Western Bay of Plenty District Council, Bay of Plenty Regional Council, NZ Transport Agency Waka Kotahi, and iwi partners.
- (d) Agrees that the TSOF 2026 Update will inform the RLTP and LTP processes and provide the basis for funding prioritisation through the NLTF.
- (e) Notes that the indicative cost estimates within the TSOF are high-level and will be refined through future project-specific business case processes.
- (f) Notes that the report was endorsed by Western Bay of Plenty transport committee on 5th June.
- (g) Notes that, at its 5 June 2026 meeting, the Western Bay of Plenty Transport Committee resolved to undertake engagement with the community on the TSP, incorporating TSOF outputs. Two options exist for Council to resolve either;
 - (i) Approves engagement with the community on the TSP, incorporating TSOF outputs, be undertaken as a separate process before LTP consultation; or
 - (ii) Approves that projects identified through the TSOF and included in the draft LTP be consulted on through the LTP consultation process.

EXECUTIVE SUMMARY

3. The Transport System Operating Framework (TSOF) is the Western Bay of Plenty's agreed strategic framework for prioritising transport investment across the sub-region. It was first developed in 2020 and reviewed in 2023; this is the third version (2026). In short, the TSOF sets: the priorities and gaps across the transport network; a prioritised programme of projects over three time horizons (0–3, 4–10, and 10+ years); and the evidence base used for

Regional Land Transport Plan (RLTP), Long-Term Plan (LTP), and National Land Transport Programme (NLTP) decisions. The TSOF does not approve funding or commit Council to delivering any project, and it does not replace statutory consultation processes.

4. The TSOF sits within a wider family of strategies and plans. The SmartGrowth Strategy sets the long-term direction for the sub-region; the Urban Form and Transport Initiative (UFTI) translates that into a land use and transport vision (the Connected Centres approach); the Transport System Plan (TSP) sets out what needs to happen over the medium term; the TSOF then determines what should be done first; and the RLTP and LTP processes fund and deliver it.



5. This report seeks endorsement of the TSOF 2026 Update as the agreed basis for sub-regional transport priorities. It also seeks direction on how engagement with the community should occur for the TSP, which includes TSOF outputs.
6. At its 5 June 2026 meeting, the Western Bay of Plenty Regional Transport Committee resolved to consult on the TSP. Council now needs to confirm whether this engagement with the community should occur through the LTP process or as a separate process before LTP consultation.
7. The 2026 update responds to changes in national transport policy, funding settings, and delivery conditions since the 2023 TSOF. It reflects GPS 2024, including the focus on economic growth, productivity, value for money, and Roads of National Significance (RoNS).

8. Key Changes: TSOF v2 (2023) vs TSOF v3 (2026)

Change Area	v2 (2023)	v3 (2026)	Net Impact
New Objective	Four objectives: Access, Safety, Urban Growth, Emissions	Five objectives — Prosperity added (freight/strategic network focus)	↑ Road and freight projects
Multi criteria Weighting	Benefits/Cost ~14%, Affordability 14%, System Enabling 14%	Benefits/Cost 25% (+11%), Affordability 10% (–4%), System Enabling 10% (–4%)	High BCR projects ranked ↑
PT & Cycling	Accessible Streets (A&B), PT enhanced services — Years 0–3	All deferred to Years 4–10 or beyond. GPS24 funding withdrawn.	Significant delays
TDM / Behaviour Change	Prioritised for delivery 2024–2026	Deferred — Government funding removed under GPS24	Cancelled short-term
Modal Shift Target	15% bus+cycle mode share modelled as achievable	Without PT/cycle funding, this target will not be realised in modelled timeframes	↓ Mode shift outcomes
Cost Estimates	2023 values	2026 values — approx. 5% uplift applied to all projects	Higher programme cost
New Projects Added	Not included	Cameron Rd (Chapel–Elizabeth), 11th Ave, Welcome Bay Rd (rural), Te Puke Spatial Plan	4 new entries
RoNS Projects	Tauriko Stage 1 only in programme	Tauriko Stages 3 & 4, TNL Stage 2 — all confirmed RoNS; managed outside TSOF	Significant committed spend

9. Projects were assessed through a Multi criteria framework MCA framework. This tested how well each option responds to transport gaps, supports UFTI and planned growth, and can be delivered within funding and resource limits. The strongest weighting was given to feasibility and alignment with UFTI.
10. RoNS projects were not assessed through the MCA. They are prioritised through separate Government-led processes. NZTA still needs to confirm the scope and indicative cost for SH29 Tauriko West RoNS Stage 2.
11. The updated programme gives more weight to committed projects in the short term. The 0–3-year programme focuses on committed works, network efficiency, and minor safety improvements. The 2030–37 programme has a stronger focus on public transport, walking, cycling, growth support, and resilience.
12. The update identifies high-impact transport system gaps across the network, including Hewletts Road, Totara Street, SH29 Tauriko, SH29A, and Takitimu Drive / SH2. New gaps have also been added for Cameron Road North, 11th Avenue, and Te Puke. These gaps provide the evidence base for future programme development and project prioritisation.
13. Endorsing the TSOF does not commit Council to capital spending. Costs are indicative and will be refined through future business cases and LTP decisions. Delivery will depend on available funding, including the NLTF, local funding, developer contributions, and other funding tools.

14. Staff recommend that Council endorse the TSOF 2026 Update. Endorsement will provide a shared investment framework, support partner alignment, and strengthen future funding bids. Staff will report back before consultation starts, so Council can confirm the approach, timing, scope, resourcing, and cost.

BACKGROUND

15. The TSOF was first developed in 2020 as the main sub-regional planning tool to turn the Urban Form and Transport Initiative (UFTI) Connected Centres vision into a prioritised investment programme. It was updated in 2023. This 2026 update is the third version and responds to changes in transport policy, funding, and delivery since the last update.
16. At its 5 June 2026 meeting, the Western Bay of Plenty Regional Transport Committee resolved to consult on the TSOF. Council now needs to confirm the consultation pathway.
17. The purpose of the 2026 update is to:
 - (a) consider the effects of GPS 2024, which shifts national transport investment toward economic growth, productivity, and the Roads of National Significance (RoNS) programme.
 - (b) update the prioritised list of transport activities to guide the RLTP and LTP processes;
 - (c) balance sub-regional outcomes with partner strategic priorities; and
 - (d) test programme affordability and deliverability within current funding limits.
18. The TSOF is built around five investment objectives. These were updated in this refresh to retain continuity with earlier versions while also reflecting the current policy environment, including the addition of a Prosperity objective.
19. The objectives guide both the identification of transport system gaps and the evaluation of project options through the MCA framework as outlined in Figure 1 below:

Objective	Description
Access	Maintain or improve accessibility to key destinations for a range of modes and abilities, including improved resilience to unplanned closures resulting from natural hazards and climate change.
Safety	Contribute to an outcome where no one is killed or seriously injured in road crashes, and where the experience and perception of safety for vulnerable road users is improved.
Sustainable Urban Growth	Support sustainable urban growth and quality urban form outcomes by prioritising projects that integrate best-practice land use, urban design, and transport planning approaches.
Emissions	Increase mode share for public transport, active transport, and low and zero emission modes as a means of reducing the environmental impact of transport and supporting healthy community outcomes.
Prosperity	Improve the efficiency and effectiveness of the core freight and regional strategic transport networks (road and rail). [New objective added in 2026 update.]

Figure 1: TSOF investment objectives

Multi-Criteria Analysis Framework

20. The TSOF update used a structured multi-criteria analysis (MCA) to test transport system gaps and project options against the agreed investment objectives. This approach provides a consistent and evidence-based method for prioritising projects across the sub-region.

Gap Analysis

21. The TSP Working Group identifies network gaps. These are locations or network issues where current performance does not meet TSOE objectives. Examples include poor level of service on Hewletts Road, limited safe cycling facilities, and constrained bus access. New gaps added in 2026 include 11th Avenue safety and access issues and Te Puke accessibility issues.
22. This step ensures project decisions are based on identified network problems and supporting evidence, rather than project preference alone.

Assess project options against the identified gaps

23. Project options were scored using three weighted criteria. These tested how well each option responds to identified gaps, supports the investment objectives, and can be delivered within funding and resource limits.
24. The MCA gives the strongest weight to feasibility and alignment with UFTI. This helps prioritise projects that support the agreed growth strategy, provide value for money, and are realistic to deliver.
25. The programme was tested for affordability and deliverability to ensure the proposed sequencing is high value and realistic. Affordability depends on potential central government co-funding.
26. To secure potential NLTF funding, projects need to align with Government priorities. Council will still decide which projects proceed, and when, through the LTP and Annual Plan processes.
27. The MCA criteria and weightings were developed collaboratively through the TSP Working Group during the TSOE refresh. They were reviewed as part of Stage 2 of the methodology and agreed through working group workshops and discussions.
28. The TSOE prioritises projects using a two-step Multi-Criteria Analysis: gaps in the transport network are first ranked against the five TSP objectives, and the projects that address those gaps are then scored on gap impact, alignment to UFTI, and feasibility.
29. In this update, the overall prioritisation structure was kept the same but the weighting was rebalanced to put more emphasis on value for money — Feasibility rose from 42% to 45%, driven entirely by Benefits/Cost increasing from 14% to 25% while Affordability and System Enabling each dropped to 10%. This shift reflects GPS 2024's focus on economic return and the National Land Transport Fund's growing emphasis on benefit-cost performance
30. Figure 2 summarises the three criteria used to assess project options.

Criterion	Weight	Description
Gap impact	14%	How significantly the project addresses identified problems or closes an existing gap in the network.
Alignment to UFTI	42%	The extent to which the project supports the regional urban growth strategy. This includes whether it supports planned growth areas, improves urban form, and serves key travel corridors.
Feasibility (investment efficiency)	44%	Whether the project can be delivered affordably and provides good value for money. The largest sub-factor is benefit-to-cost ratio (25%), which was increased in this update to prioritise projects that deliver the greatest benefit for the investment.

Figure 2: Multi-criteria analysis assessment criteria

Key rationale for programme sequencing

31. Projects already in construction, design, or business case phases were prioritised to maintain delivery momentum and make best use of work already completed.

32. New major projects were generally sequenced into Years 4–10 because the near-term programme is already constrained by committed projects, available funding, and delivery capacity.
33. Some public transport, walking, cycling, and travel demand management projects remain in the programme but have longer timeframes because current Government funding priorities provide less support for these activities.
34. Roads of National Significance, including SH29 Tauriko and Takitimu North Link Stage 2, are treated separately because their prioritisation, funding, scope, and timing are led by central government.

Project Stocktake

35. Each project was assigned to the relevant agency for a status update. Projects were then grouped as complete, underway, progressing outside the TSOF, or retained for review in the updated TSOF.

New Options and TSOF update summary

36. Additional projects were identified through partner input and transport modelling outputs from the Tauranga Transport Strategic Model 2023 and were assessed for inclusion in the TSOF evaluation. After Working Group review, the following new projects were added:
 - (a) Cameron Road – Chapel Street to Elizabeth Street corridor improvements (access and safety)
 - (b) 11th Avenue Safety and Access Improvements (access and safety)
 - (c) Welcome Bay Road – Rural section safety and resilience improvements (resilience and safety)
 - (d) Te Puke Spatial Plan improvements (access and safety)
 - (e) Three new transport system gaps were also added to the gap register. These reflect modelling evidence of level of service issues at Cameron Road North, 11th Avenue / Devonport Road, and Te Puke Highway.
37. Since the 2023 TSOF, several projects have been completed or moved into delivery, including public transport facilities, Cameron Road Stage 1, Prole Road urbanisation, and major state highway and interchange works. Other projects have been delayed, reprogrammed, or retained for future review due to funding constraints, delivery capacity, and changes in Government priorities. A full project-by-project comparison is provided in Attachment B.

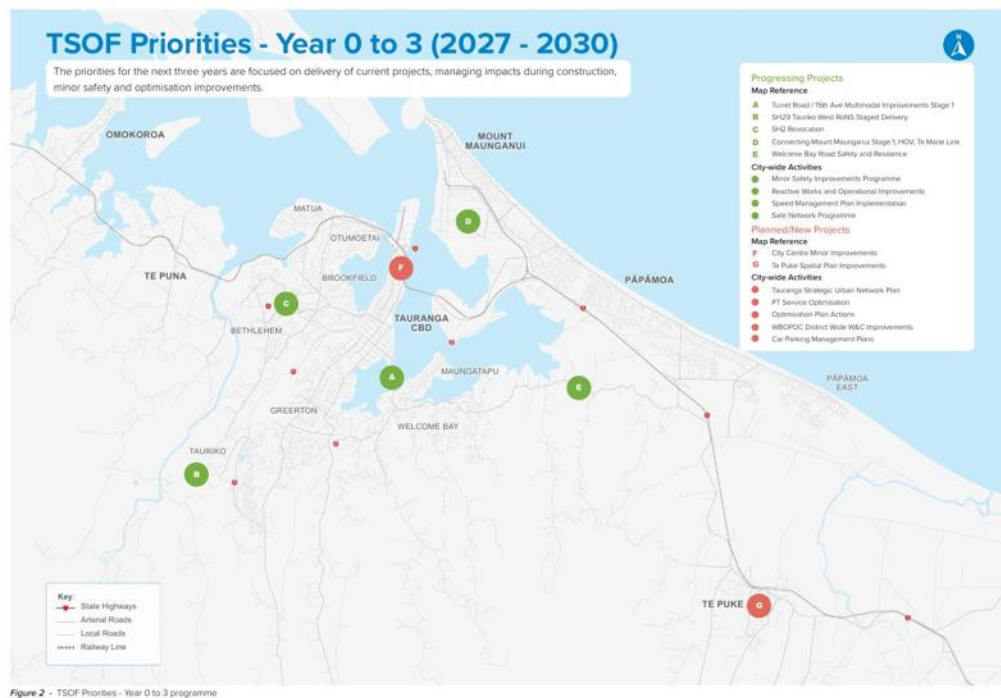
High-Impact Transport System Gaps

38. Twenty high-impact transport system gaps were identified across the network. The top five gaps, based on their effect on TSP objectives, are:
 - (a) Hewletts Road – poor level of service (LOS) across all periods
 - (b) Totara Street – poor LOS during peak periods
 - (c) SH29 Tauriko – safety and accessibility deficiencies
 - (d) SH29A – poor LOS on a primary route during peak periods
 - (e) Takitimu Drive / SH2 – poor LOS
39. Three new gaps were added in this update: Cameron Road North intersection level of service, 11th Avenue level of service and safety, and Te Puke area level of service and accessibility. A full gap map is included in the TSOF Summary Report (Attachment A).

Programme themes and proposed TSOF programme

40. Several programme themes emerged from the evaluation:

- (a) The 0–3-year programme is constrained by committed projects, available funding, and delivery capacity. It therefore focuses on completing committed works, improving network efficiency, and delivering minor safety improvements.



- (b) The 2030–37 programme has a stronger multimodal focus, with more emphasis on public transport, walking, and cycling. These projects generally score lower for Prosperity than near-term projects, but higher for Sustainable Urban Growth.



- (c) RoNS projects were not assessed through the MCA. They are prioritised through separate Government-led processes. The scope and indicative cost for SH29 Tauriko West RoNS Stage 2 still need to be confirmed by NZTA.

- (d) Sustainable Urban Growth remains important across both programme periods. This supports planned growth areas and maintains progress toward the Connected Centres approach, while allowing delivery to be staged.
41. Transport infrastructure costs have increased by approximately 5% since the 2023 TSOF update. All costs in this update are indicative 2026 values.
42. The proposed TSOF programme is grouped into short-term, medium-term, and longer-term priorities, as outlined in Attachment A. These include:
- (a) **Short Term: 0–3 Years (2027–2030)** The near-term programme focuses on delivering committed projects efficiently, managing construction effects, and putting optimisation and safety improvements in place.
 - (b) **Medium Term: 4–10 Years (2031–2037)** The medium-term programme supports urban growth and intensification, delivers multimodal improvements, and addresses key resilience and safety gaps.
 - (c) **Longer-Term Projects (2038+)** Projects planned for delivery beyond 2037 include major corridor upgrades, strategic growth infrastructure, and more investment in the public transport network.
43. Longer-term projects will need further business case work, cost refinement, and future funding decisions through the RLTP and LTP processes.

Coordination with Tauranga Strategic Urban Network Plan

44. NZTA is developing the Tauranga Strategic Urban Network Plan (TSUNP) to identify and prioritise State Highway improvements in the Tauranga urban area. The TSOF programme will inform the TSUNP. Once both processes are complete, a combined delivery plan is recommended to coordinate improvements, reduce delivery risks, and support system-wide benefits.

What Has Changed Since the 2023 TSOF?

45. This section summarises the key differences between the 2023 TSOF (TSP V2) and the 2026 update (TSP V3), as shown in Figure 3.

Project / Activity	TSP V2 Timing	TSP V3 (2026) Timing	Change / Reason
Completed / Delivered			
Cameron Road Multimodal Stage 1	Complete construction	Complete	Delivered
Baylink	Complete construction	Complete	Delivered
Papamoa East Interchange	Complete construction	Complete	Delivered
Rangiuru Business Park Interchange	Complete business case	In construction	Progressing
City Centre Bus Facility	2024–2026	Complete	Delivered early

Arataki Bus Facility	2024–2026	Delivered	Delivered
On Demand PT Trial	2024–2026	Delivered	Delivered
Delayed / Reprogrammed			
Cameron Road Stage 2	2024–2026	2027–2030	Delayed – change of government, design changes; still progressing
PT Services & Infrastructure – Enhanced Services	2027–2033	2031–2037	Delayed – change of government, PT funding constraints
Bus Service Optimisation (short-term)	2024–2026	2027–2030	Delayed – change of government, PT funding
Arataki to Papamoa East Multimodal	2027–2033	2031–2037	Delayed – affordability / deliverability
Accessible Streets – Area A	2027–2033	2031–2037	Delayed – change of government, cycle funding, affordability
Accessible Streets – Area B	2024–2026	2031–2037	Delayed – change of government, cycle funding, affordability
Keenan Road Access to Urban Growth	2027–2033	2031–2037	Delayed – linked to growth area planning
Brookfield Road Network Improvements	2027–2033	2031–2037	Delayed – affordability, deliverability
Cambridge Road Multimodal Upgrade	2027–2033	2038+	Delayed – affordability, value for money
Western Corridor Ring Route (SH29–SH36)	2027–2033	2031–2037	Delayed – linked to RoNS, affordability
Removed / Consolidated			
Transport Choices Programme	Design and construct	Cancelled	Cancelled – government policy change
TDM and Behaviour Change Delivery	2024–2026	Removed	Deferred – change of government, deliverability
Chapel Street Railway Bridge Resilience	2027–2033	Removed	Removed – Kiwirail responsibility
Matapihi Bridge Resilience	2027–2033	Removed	Removed – Kiwirail responsibility
Fraser Street Optimisation	2024–2026	Combined	Combined into another project
SH29A Corridor Upgrade	2027–2033	Combined	Consolidated into TSUNP

Gloucester Street Extension	2024–2026	2038+	Delayed – developer delivered
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Figure 3: Key project changes since the 2023 TSOF

46. Connecting Mount Maunganui remains important. Stage 1 remains in the 0–3-year programme. Stage 2 has moved to the 4–10-year programme to reflect funding, project readiness, and programme delivery constraints. This sequencing also helps manage disruption on Hewletts Road and 15th Avenue / Turret Road.

STATUTORY CONTEXT

47. The TSOF is not a statutory document. However, it helps align statutory planning and funding processes by:
- (a) informing the RLTP and LTP, which are statutory processes under the Land Transport Management Act 2003 and the Local Government Act 2002;
 - (b) supporting prioritisation for the NLTP, where Government funding is allocated against GPS priorities;
 - (c) responding to GPS 2024, which prioritises economic growth, productivity, and major infrastructure delivery; and
 - (d) bringing together the land use and transport outcomes identified through SmartGrowth and UFTI into one investment programme.
48. The TSOF does not create decision-making powers. Council endorsement confirms it as the agreed basis for prioritising sub-regional transport investment and supports a coordinated approach to statutory planning, funding bids, and delivery.

STRATEGIC ALIGNMENT

49. This contributes to the promotion or achievement of the following strategic community outcome(s):

	Contributes
We are an inclusive city	✓
We value, protect and enhance the environment	✓
We are a well-planned city that is easy to move around	✓
We are a city that supports business and education	✓
We are a vibrant city that embraces events	□

50. The TSOF sits within a clear strategic planning hierarchy:
- (a) SmartGrowth Strategy (2024): Sets the 30-year sub-regional growth direction. It supports better integration of land use and transport, compact urban growth, efficient freight and public transport, and safer access for all users.
 - (b) UFTI Business Case (2020): Establishes the Connected Centres approach. This supports transport investment that enables mode shift, urban intensification, and less reliance on private vehicles.
 - (c) GPS 2024: Directs national transport investment toward economic growth, productivity, and the RoNS programme. The TSOF has been updated to reflect current Government priorities while retaining long-term sub-regional outcomes.
 - (d) RLTP and LTP processes: The TSOF informs regional and local planning, prioritisation, and funding decisions.

OPTIONS ANALYSIS

51. Two options are presented for Council's consideration, as shown in Figure 4.

Option	Advantages	Disadvantages / Risks
Option 1: Endorse the TSOF 2026 Update (recommended)	- Provides a shared, evidence-based framework for sub-regional transport investment. - Aligns partner agencies on priorities and reduces duplication. - Strengthens future NLTP funding bids. - Supports consistent input to RLTP and LTP processes.	Individual project funding and delivery will still require future decisions.
Option 2: Do not endorse the TSOF 2026 Update	No immediate resource impact.	- Reduces partner alignment and weakens investment prioritisation. - Weakens the evidence base for NLTP funding bids. - Makes it harder to present a coordinated sub-regional programme to Government.

Figure 4: Options analysis

52. Staff recommend Option 1. Endorsing the TSOF 2026 Update will help the sub-region prepare for the RLTP and LTP processes and support future NLTP funding bids.

FINANCIAL CONSIDERATIONS

53. The TSOF does not commit Council to capital spending by itself. The cost estimates are high-level and were prepared only to assess the programme. Affordability was a key consideration in determining the timing and delivery of the programme.

54. Key financial considerations are:

- All cost estimates are in 2026 dollars and reflect about 5% construction cost escalation since the 2023 TSOF.
- Total programme costs cover all funding partners, including TCC, WBOPDC, BOPRC, NZTA/NLTF, and private or development contributions. They are not Council-only costs.
- Project costs will be refined through future business cases and considered through Long Term Plans when scope and timing are clearer.
- Delivery depends on available funding from the NLTF, local government, and developer contributions where relevant.

55. Near-term priority has been given to committed or progressing projects, such as Cameron Road Stage 2 and Fifteenth Avenue / Turret Road, before further major projects are brought forward.

56. Timing is also influenced by co-funding sources, especially the NLTF, where projects need to align with Government transport priorities.

LEGAL IMPLICATIONS / RISKS

57. The main implementation risks are summarised in Figure 5.

Risk	Mitigation
Government priorities or GPS settings change, reducing funding	Keep the programme aligned with RLTP and GPS priorities, maintain joint advocacy, and consider alternative

for key projects.	funding tools.
Costs increase due to inflation, scope changes, or market conditions.	Stage delivery, refine costs through business cases, and prioritise high value-for-money projects.
Limited professional services capacity or approval delays affect project timing.	Engage professional services early and maintain resourcing focus through TSP governance.
Low community support affects project delivery.	Use early engagement and clear messaging on benefits, trade-offs, and project timing.
Limited tangata whenua engagement may lead to objections or delays.	Continue early partnership with tangata whenua through existing TSP relationships.
Poor coordination between asset owners and delivery agencies weakens system-wide outcomes.	Use TSP governance, clear roles, shared milestones, and regular reporting.
Project scope changes reduce alignment with TSOF outcomes.	Review scope through TSP governance and confirm the next TSOF refresh in 2029.
Short-term affordability pressures displace long-term Connected Centres outcomes.	Test short-term decisions against long-term outcomes through regular TSP and TSOF reviews.
The programme depends on NLTF co-funding and other external funding outside Council control.	Continue joint advocacy and stage projects so they can be scaled if funding changes.
Future funding reforms, fiscal limits, or rates constraints affect affordability, timing, or delivery.	Review the programme regularly, use staged delivery, and investigate local, developer, and alternative funding tools.

Figure 5: Key implementation risks and mitigations

TE AO MĀORI APPROACH

58. The TSOF was developed through the TSP Partnership, which includes iwi as a formal partner. The framework supports outcomes that reflect Te Ao Māori principles:
- (a) Manaakitanga – The programme promotes safe, accessible, and inclusive transport networks that support the wellbeing of all people within the sub-region, including whānau and communities across urban and rural areas.
 - (b) Kaitiakitanga – The framework supports sustainable transport outcomes through mode shift, emissions reduction, and integration of land use and transport planning, contributing to the health of the environment for future generations.
 - (c) Whanaungatanga – The TSOF has been developed through genuine collaboration with iwi and partner agencies, fostering a shared sense of responsibility for transport outcomes across the sub-region.
59. The TSOF aligns with the SmartGrowth Strategy, which is itself a partnership between governing bodies and tangata whenua, and with its transport growth directives. Effective iwi engagement will remain a priority during project-level business case and design work.

CLIMATE IMPACT

60. The TSOF supports Council's climate objectives by promoting public transport, walking, cycling, and better integration of land use and transport planning. These outcomes are more likely to be achieved as medium and longer-term projects are funded and delivered.

- (a) public transport infrastructure and service improvements, including the PT Hybrid Network;
 - (b) walking and cycling investment on priority corridors, including Ōtūmoetai, Mount Maunganui, and Pāpāmoa;
 - (c) compact growth that helps reduce trip lengths; and
 - (d) travel demand management and behaviour change initiatives that help reduce vehicle kilometres travelled.
61. Transport modelling for the 2023 TSOF programme showed combined bus and cycle mode share could increase to about 15%, compared with a baseline of about 8%. Some public transport and cycling projects have since been delayed due to funding constraints and changes in Government priorities.
62. The full climate benefits are unlikely to be achieved in the near term. However, benefits will still be realised through major projects proposed for the LTP.

CONSULTATION / ENGAGEMENT

63. The TSOF 2026 update was developed with TSP partners, including Tauranga City Council, Western Bay of Plenty District Council, Bay of Plenty Regional Council, and NZTA Waka Kotahi. This included project reviews, MCA workshops, and review of draft outputs.
64. At its 5 June 2026 meeting, the Western Bay of Plenty Regional Transport Committee recommended that partner councils engage with the community' on the TSP, incorporating TSOF outputs, before LTP consultation.
65. Each council will decide its preferred consultation pathway. Council can choose full public consultation, councillor-led engagement with staff support, or consultation through the LTP process.
66. Officers considered a range of options for community engagement on the 2026 Transport System Operating Framework (TSOF), including broad public consultation, digital engagement, in-person engagement, and a hybrid approach. Following assessment, the recommended approach is not to undertake broad public consultation on the TSOF at this stage.
67. The TSOF is a technical investment prioritisation framework designed to inform the sequencing of transport investment across the sub-region. It does not allocate funding or approve individual projects, with those decisions occurring through statutory Long Term Plan (LTP) and Regional Land Transport Plan (RLTP) processes.
68. Broad consultation on the TSOF presents a number of risks, including:
- (a) creating unrealistic expectations that project priorities or rankings can be changed through consultation;
 - (b) confusion regarding the purpose and status of the TSOF;
 - (c) consultation fatigue given concurrent LTP, RLTP and project-specific engagement;
 - (d) increased legal, reputational and governance risks where community expectations cannot be met; and
 - (e) significant resource requirements that are better directed towards statutory consultation and project-level engagement.
69. Instead, it is recommended that the final TSOF be publicly released to ensure transparency, supported by:
- (a) a plain-language summary of the programme;
 - (b) targeted briefings with key stakeholders, including iwi, business groups, freight operators and accessibility representatives; and

- (c) community engagement occurring through future RLTP, LTP and individual project business case and design processes, where feedback can more directly influence outcomes.
70. Regardless of the pathway chosen, further public input will be available through statutory and project-level processes, including:
- (a) TP consultation, where the TSOF programme will inform capital programme proposals;
 - (b) RLTP consultation on regional investment priorities; and
 - (c) project-level engagement as individual activities move through business case and design phases.

SIGNIFICANCE

71. The Local Government Act 2002 requires an assessment of the significance of matters, issues, proposals and decisions in this report against Council's Significance and Engagement Policy. Council acknowledges that in some instances a matter, issue, proposal or decision may have a high degree of importance to individuals, groups, or agencies affected by the report.
72. In making this assessment, consideration has been given to the likely impact, and likely consequences for:
- (a) the current and future social, economic, environmental, or cultural well-being of the district or region
 - (b) any persons who are likely to be particularly affected by, or interested in, the decision.
 - (c) the capacity of the local authority to perform its role, and the financial and other costs of doing so.
73. In accordance with the considerations above, criteria and thresholds in the policy, it is considered that the matter is of medium significance.
74. This matter is of medium significance because it relates to endorsement of the TSOF rather than committing Council to funding decisions or sequencing of projects through the LTP
75. Decisions on specific projects through future Long-Term Plan processes are likely to be of higher significance for local communities.

ENGAGEMENT

76. Community input will be sought through the consultation pathway confirmed by Council.
77. Further engagement will also occur through LTP, RLTP, and project-level processes.

NEXT STEPS

78. Subject to endorsement, the TSOF will:
- (a) Inform development of the Regional Land Transport Plan (RLTP).
 - (b) Support prioritisation within the Long-Term Plan (LTP).
79. Provide a coordinated framework for funding applications to the National Land Transport Programme.

ATTACHMENTS

1. **Appendix A - Proposed TSOF Programme - A20796162** [!\[\]\(039cd6b2e7148ba5690aa619b922c426_img.jpg\)](#) [!\[\]\(8b9db310e3bd56ffa44f3d5130ea99e2_img.jpg\)](#)
2. **Appendix B - TSP Version 3 Final Report 06072026 1 -** [!\[\]\(49f66b396e80c47181c1b6b90370748d_img.jpg\)](#) [!\[\]\(f186cdc5336a7be142e8eda07f4bdfc8_img.jpg\)](#)

PROPOSED TSOF PROGRAMME**Short Term: 0–3 Years (2027–2030)**

The near-term programme focuses on delivering committed projects efficiently, managing construction effects, and putting optimisation and safety improvements in place. Key priorities include:

Project / Activity	Type	Status
Connecting Mount Maunganui Stage 1 (HOV, Te Marie Link)	Progressing	Detailed business case
Turret Road / 15th Ave Multimodal Improvements Stage 1	Progressing	Design
SH29 Tauriko West RoNS – Staged Delivery	Progressing (RoNS)	Delivery
SH2 Revocation Stage 1	Progressing	Planning
City Centre Minor Improvements	New / Planned	Implement
Te Puke Spatial Plan Improvements	New / Planned	Detailed business case & implementation
Bus Network Short-Term Optimisation	City-wide	Implement
Minor Safety Improvements Programme	City-wide (ongoing)	BAU
Speed Management Plan Implementation	City-wide (ongoing)	BAU
Tauranga Strategic Urban Network Plan (TSUNP)	City-wide	Planning
PT Service Optimisation	City-wide	Implement
WBOPDC District-Wide Walk & Cycle Improvements	City-wide	Implement
Car Parking Management Plans	City-wide	Implement
Welcome Bay Road Safety and Resilience (rural section)	New / Planned	Implement

Medium Term: 4–10 Years (2031–2037)

The medium-term programme supports urban growth and intensification, delivers multimodal improvements, and addresses key resilience and safety gaps. Key priorities include:

Project	Priority	Indicative Cost (\$000000)	Way Forward
Takitimu North Link Stage 2 (RoNS)	Prioritised	1,000	Planning
SH29 Tauriko West RoNS Stage 2	Prioritised	1,600	Delivery
Connecting Mount Maunganui Stage 2	High	600–700	Detailed Business Case
Cameron Road Multimodal Upgrade Stage 2	High	99	Detailed Business Case
Connecting the People – 15th Ave to Welcome Bay	High	140	Design
PT Services and Infrastructure – Enhanced Services	High	45 p/a	Implement
Welcome Bay Road Safety and Resilience (15th Ave Stage 2)	High	TBC	Implement
Arataki to Papamoa East Multimodal Improvements	Medium	76	Detailed Business Case
Ōtūmoetai Area Walk and Cycle Improvements	Medium	75	Business Case
Chapel Street Bridge Resilience	Medium	135	Implement
Keenan Road Access to Urban Growth	Medium	177	Planning
Mount Maunganui Walk and Cycle Improvements	Medium	50	Detailed Business Case
Wairakei Te Tumu Collector Roads and Bus Facility (developer delivered)	Medium	130	Implement
Cameron Road – Chapel Street to Elizabeth Street	Medium	TBC	Planning
11th Avenue Safety and Access Improvements	Medium	TBC	Planning
Brookfield Town Centre Access Improvements (OSP)	Medium	44	Detailed Business Case

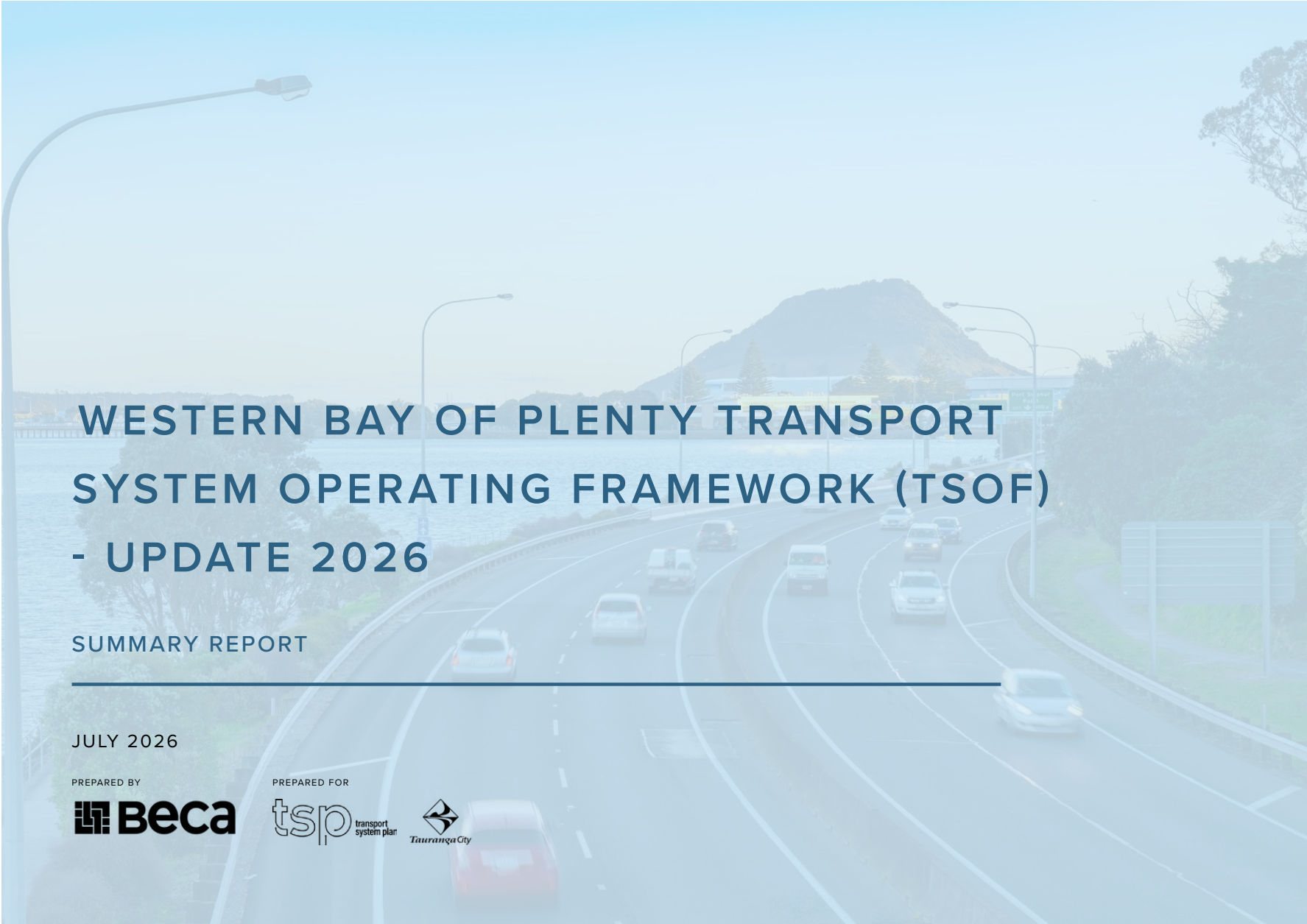
Western Corridor Ring Route (SH29 to SH36 – Stage 3)	Medium	145	Single-Stage Business Case
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Longer-Term Projects (2038+)

Projects planned for delivery beyond 2037 include major corridor upgrades, strategic growth infrastructure, and more investment in the public transport network, including:

Project	Priority	Indicative Cost (\$000000)	Way Forward
Fraser Street multimodal improvements	Future	144	Future planning
Cambridge Road multimodal upgrade	Future	300	Future planning
Pyes Pa Road multimodal upgrade	Future	44	Future planning
Te Papa active mode off-road connections and park-and-ride sites	Future	TBC	Future planning
PT Hybrid Network and Supporting Infrastructure	Future	TBC	Future planning
Tauranga Strategic Urban Network Plan delivery	Future	TBC	Future planning
Domain Road upgrade and eastern corridor park-and-ride	Future	40	Future planning
Bethlehem, Brookfield, and Papamoa bus facilities	Future	TBC	Future planning

Longer-term projects will need further business case work, cost refinement, and future funding decisions through the RLTP and LTP processes.



WESTERN BAY OF PLENTY TRANSPORT SYSTEM OPERATING FRAMEWORK (TSOF) - UPDATE 2026

SUMMARY REPORT

JULY 2026

PREPARED BY



PREPARED FOR



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EXECUTIVE SUMMARY

The Western Bay of Plenty Transport System Operating Framework (TSOF) sets out the agreed transport system priorities for the Western Bay subregion. The TSOF is developed through collaboration between Tauranga City Council, Western Bay of Plenty District Council, Bay of Plenty Regional Council, New Zealand Transport Agency Waka Kotahi (NZTA) and Iwi (the TSP Partnership). The TSOF was first developed in 2020 and reviewed in 2023. This refresh (2026) aims to update progress, review project prioritisation and monitor outcomes against the TSP objectives.

1.1 PROCESS

The process for updating the TSOF followed three stages with regular contribution and review through the TSOF working group consisting of staff from the TSP Partnership.

A key element of updating the TSOF is reviewing the project evaluation through the TSOF Gap and Option Evaluation Tool which was developed as part of the initial TSOF in 2020. This two-step MCA evaluation is used to rank the issues (gaps) that have an impact on achieving our objectives and subsequently the options (projects) that can address the gaps. This informs programme development based on both the significance of the issue and benefit of delivering the option. The programme is also informed by affordability and deliverability considerations.

1.2 TSP OBJECTIVES

Table 1 - TSP Objectives

Access	Safety	Sustainable Urban Growth	Emissions	Prosperity
				
Maintain or improve accessibility to key destinations for a range of modes and abilities. This includes improved resilience to unplanned closures as a result of natural hazards and climate change.	Contribute to an outcome where no one is killed or seriously injured in road crashes and there are improved experiences and perceptions of safety for vulnerable users.	Support sustainable urban growth and quality urban form outcomes by prioritising projects that integrate best practice land use, urban design and transport planning approaches.	Increase mode share for public transport, active, low and zero emission modes as a means of reducing the environmental impact of transport and supporting healthy community outcomes.	Improve the efficiency and effectiveness of the core freight and regional strategic transport networks (road and rail).

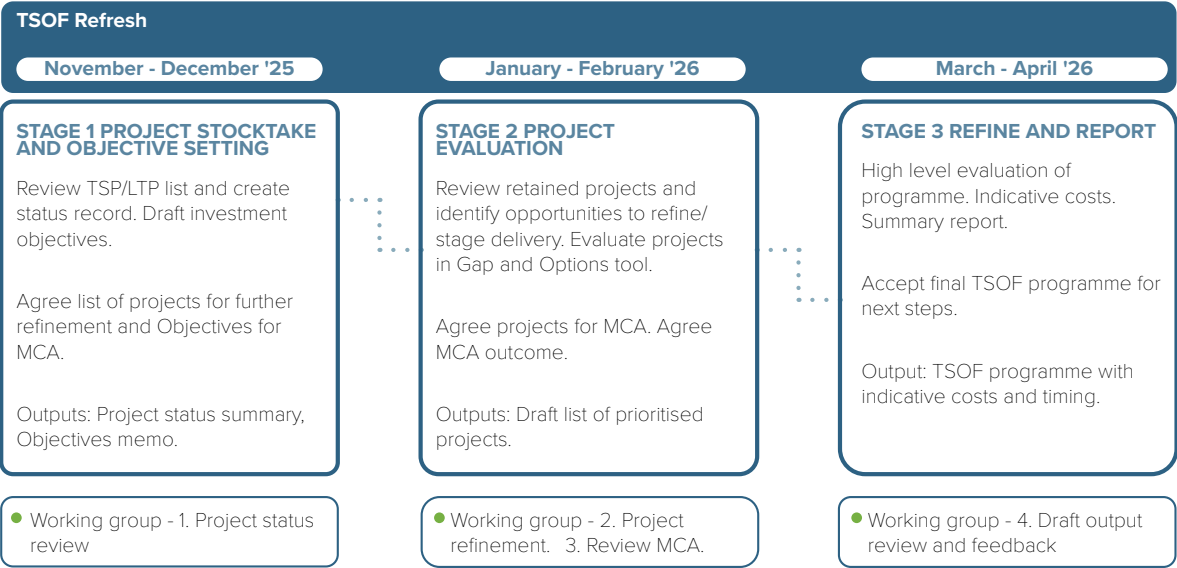


Figure 1 - TSP Refresh Programme

1.3 FINDINGS

1.3.1 PROJECT STOCKTAKE

From the 2023 TSOF programme, the following projects have been completed in the last three years:

- City Centre (Stage 1), Arataki and Tauriko bus facilities.
- Cameron Road Stage 1
- On demand PT trial
- Prole Road urbanisation.

A number of other projects have progressed either in planning and design or are in construction, such as:

- Tauriko West (enabling works in construction and State Highway upgrade progressing as a RoNS) and Takitimu North Link (Stage 1 in construction and Stage 2 a RoNS).
- Cameron Road stage 2, Connecting Mount Maunganui and Fifteenth Avenue / Turret Road, progressing stages of business case or design.
- Omokoroa Road intersection and corridor upgrade.
- Papamoa East and Rangiuru interchanges in construction.

Several prioritised projects have not progressed and it was noted that funding of some projects is more difficult with current Government transport priorities (GPS).

- Arataki to Papamoa East Multimodal.
- Accessible Streets - areas A and B (cycleways).
- PT infrastructure and services,

enhanced services.

- TDM and behaviour change delivery.

1.3.2 ADDITIONAL PROJECTS

A list of projects not previously included in TSOF was developed with input from the working group. Following working group review the following projects (and gaps each seeks to address) were included in the TSOF evaluation:

- Cameron Road – Chapel Street to Elizabeth Street. Access and safety.
- 11th Avenue corridor. Access and safety.
- Welcome Bay Road rural section. Resilience and safety.
- Te Puke Spatial Plan improvements. Access and safety.

The additional project review and outcome is described in Appendix A.

1.3.3 GAP AND PROJECT EVALUATION

The updated TSOF list was evaluated by the working group to rank the issues / gaps that impact on achieving the TSP objectives through the MCA process. Each gap and option was ranked (low – high) against the criteria in Table 2.

Table 2 - Gap and option ranking

Gap Ranking	Option Ranking
The anticipated impact each gap has on the objectives being realised:	The anticipated benefit of the option against the following criteria:
Accessibility	Supporting Urban Growth

Safety	Improving Urban Form
Sustainable Urban Growth	Supporting the UFTI Strategic Journeys
Mode Share	Affordability / Staging
	System enabling (contribution to wider improvements)

The refreshed TSOF programme is provided in Section 4. Priorities for the next three years and the three to ten year period are shown on the maps in the following pages.

Project delivery remains dependent on RLTP/LTP outcomes and funding availability.

Appendix D provides a summary of changes between the current programme and previous TSOF update (2023).

1.4 ANTICIPATED OUTCOMES

1.4.1 BENEFITS

Detailed benefit realisation analysis such as transport modelling (Tauranga Transport Strategic Model) was not undertaken as part of this TSOF refresh. Transport modelling of the 2023 TSOF programme found the previous programme achieved a combined bus and cycle mode share of approximately 15% within the urban area, up from approximately 8%. Without funding of initiatives such as PT services and cycle projects this level of mode shift (and resulting reduction in traffic demand) will not be realised. The timeframes for some projects have shifted in the

current TSOF update due to affordability and deliverability constraints. Again this will mean that benefits assumed to be realised in the timeframes previously considered will instead be longer term.

There will be impacts of project delivery in the short term as some projects proceed to construction. The priorities in the 0-3 years will need to be focused on efficient delivery, minimising impact of disruption on movement, safety and businesses and minor safety and resilience improvements. Planning for projects identified to be delivered in the 4-10 year period will also be important. Once the TSOF programme is confirmed (refer to figures 2 and 3) and agreed by the TSP Partners, updated transport modelling could be undertaken to better understand benefits and the likely system constraints as urban growth proceeds over time.

1.4.2 COSTS

Detailed cost estimates were also not undertaken as part of this TSOF refresh and it is noted that cost certainty depends on the form of projects when they are delivered and the timeframe for delivery, both of which are uncertain at this strategic planning stage. Transport infrastructure delivery costs have typically increased by around 5% since the previous TSOF update was completed in 2023. Costs for specific projects will need to be developed and considered in Long Term Plans when there is more detail and certainty on delivery.

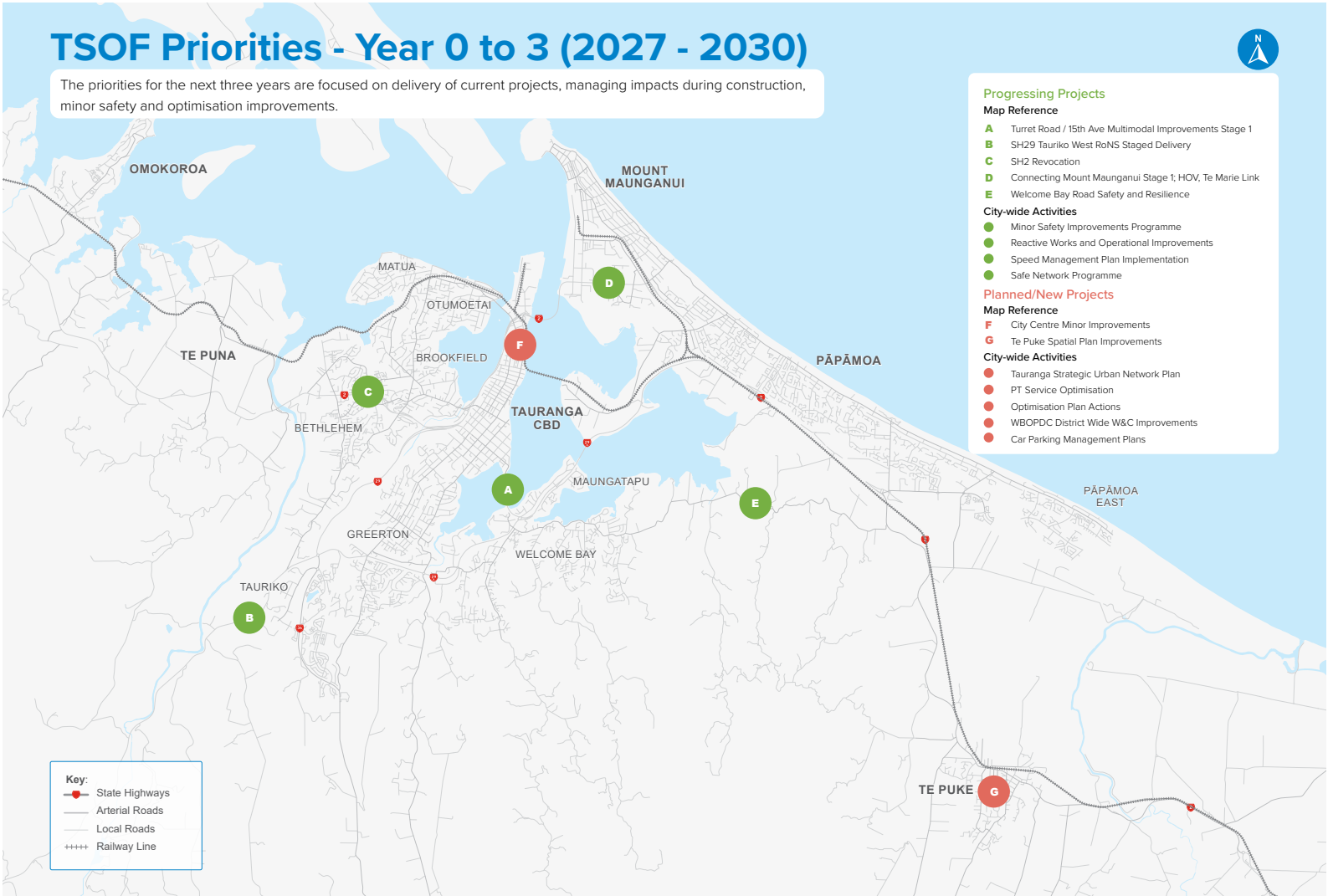


Figure 2 - TSOF Priorities - Year 0 to 3 programme

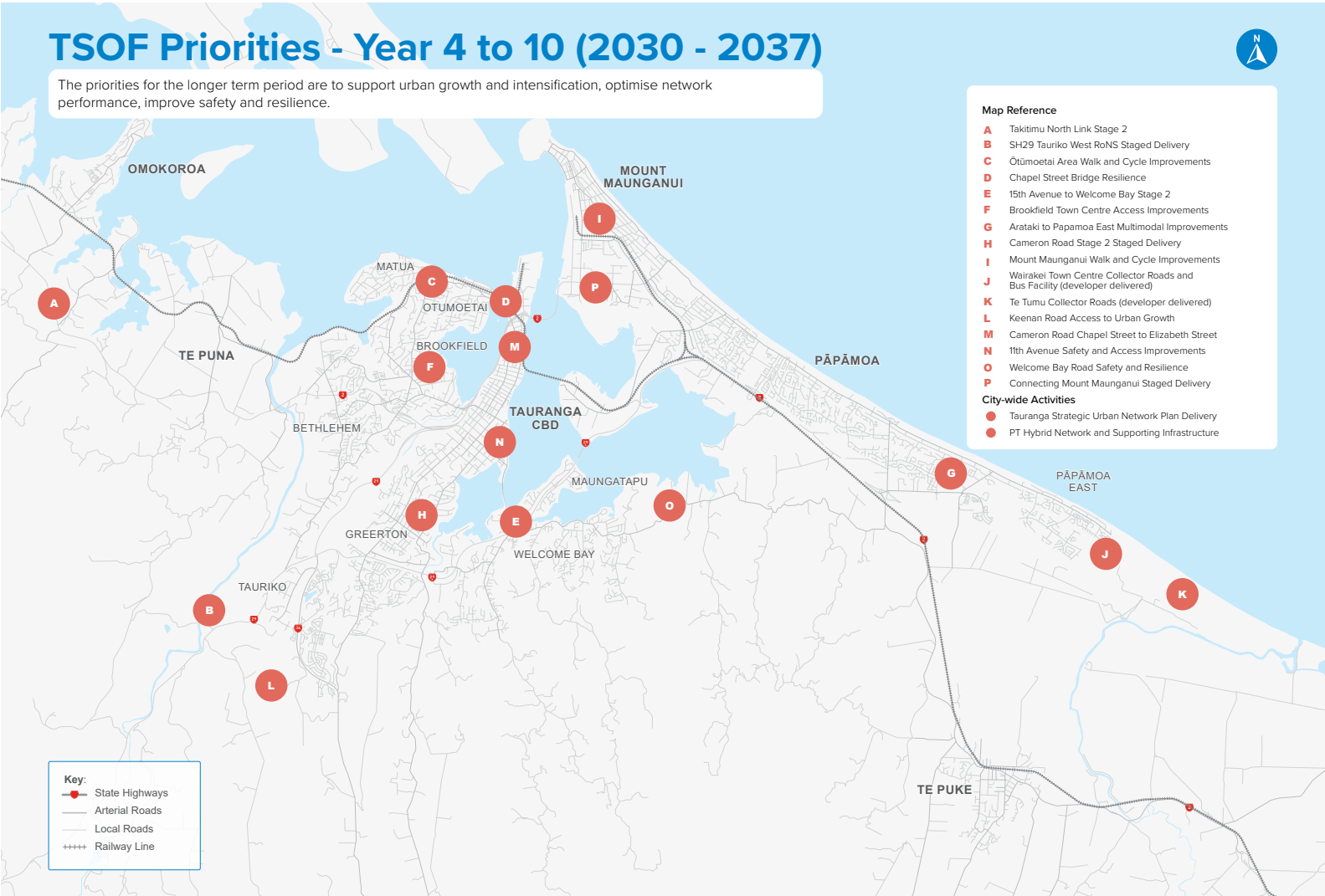


Figure 3 - TSOF Priorities - Year 4 to 10 programme



2. INTRODUCTION

2.1 BACKGROUND

Beca Ltd. (Beca) has supported Tauranga City Council (TCC) to collaborate with the transport partners as stated in section 2.2 in updating the western Bay of Plenty Transport System Operating Framework (TSOF). This builds upon the previous TSOF activity and findings in 2023 (refer to figure 4) and original programme development in 2020. The purpose of the current TSOF refresh is to:

- Consider the implication of current government policy settings i.e. Government Policy Statement on Land Transport 2024 (GPS24)
- Balance regional outcomes and priorities with partners strategic goals
- Update the proposed list of activities as an input to the Regional Land Transport Plan (RLTP) and Long Term Plans (LTP).

The Urban Form and Transport Initiative (UFTI) has documented the transport and land use challenges that the WBOP sub-region is experiencing. The TSP supports the UFTI Connected Centres Programme by defining how to best cater to the growing population and transportation needs in the WBOP sub-region.

Additionally, the programme must be affordable and achievable. Affordability is influenced by co-funding sources such as the National Land Transport Fund (NLTF), for which projects need to demonstrate alignment with Government transport priorities.

2.2 TSP WORKING GROUP

This TSOF update has been undertaken with the Western Bay of Plenty working group (TSP working group), with representatives from the following transport partners:

- NZ Transport Agency Waka Kotahi (NZTA)
- Bay of Plenty Regional Council (BOPRC)
- Tauranga City Council (TCC)
- Western Bay of Plenty District Council (WBOPDC).

Once agreed, this TSP update can be used to inform the Regional Land Transport Plan (RLTP) and Long Term Plan (LTP) processes, with the aim of supporting prioritisation and funding for key projects in the NLTF.

2.3 SMARTGROWTH STRATEGY AND UFTI

The SmartGrowth Strategy is a 30 year comprehensive plan that sets out the vision and direction for the growth and development of the Western Bay of Plenty sub-region. It is a partnership between various governing bodies and tāngata whenua.

The strategy sets out the vision for the sub-region which is, Western Bay – a great place to live, learn, work and play. The Urban Form and Transport Initiative (UFTI) business case (2020) sets out the Connected Centres scenario and vision for the sub-region which focusses on more sustainable urban development resulting in urban intensification and a

shift away from private car dependence. It emphasises the interconnection within and between connected centres. Transport plays an important role in this vision. The SmartGrowth strategy builds on and incorporates the direction and programme established through UFTI.

The SmartGrowth strategy provides eight transport growth directives which focus on important outcomes and functions of the transport system. Transport and land use need to be integrated to create compact, connected neighbourhoods that reduce travel distances and support live, learn, work, and play outcomes. The system needs to support efficient movement of people and freight, particularly supporting the Port of Tauranga, through reliable public transport, safe and connected cycling networks, and protected future rail opportunities (interregional and intra-regional).

The transport system needs to improve safety and accessibility for all ages and abilities. Travel behaviour change is to be promoted in communities to reduce emissions and air pollution. Technology and other transport solutions need to provide for a future proofed, adaptable transport system that optimise existing corridors, integrates all modes, and improves efficiency, safety, and impacts on the environment.

The TSOF aligns with this future growth pattern and Connected Centres scenario. These aspects influence the prioritisation of projects for those that 'support planned urban growth' and 'support urban form outcomes' in the Multi-Criteria Analysis process. This

enables projects that best align with the SmartGrowth Strategy and UFTI are prioritised to help achieve this vision and outcome.

The SmartGrowth Strategy also identifies the current policy context which includes the GPS24 directing transport investment to support economic growth and productivity and the reintroduction of the Roads of National Significance programme. The strategy touches on Long Term Plans (2024-34), Housing and Business, Emissions Trading Scheme, Resource Management Reform and identifies key priorities directed by central and local government.

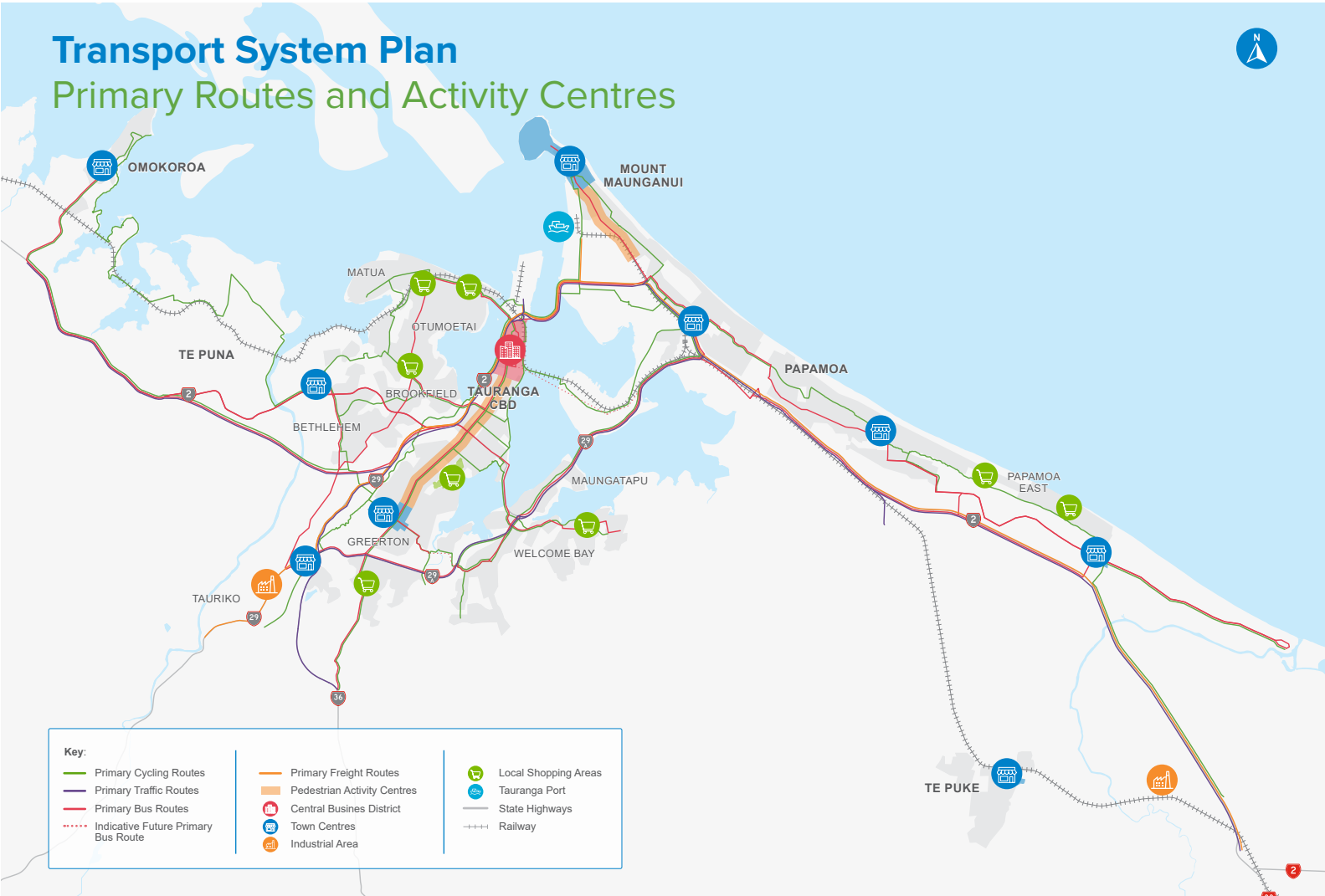


Figure 4 - Primary Routes and Activity Centres. Source: SmartGrowth Strategy 2024



3. METHODOLOGY

3.1 INVESTMENT OBJECTIVES AND KPIS

The aim for updating the investment objectives was to review and remain consistent with previous TSP objectives (v1 and v2) but ensuring they are still relevant (refer to figure 6 for programme). The TSP v1 and v2 objectives were derived from the SmartGrowth strategy's key transport challenges (2024-2074), processed and reviewed through the working group (refer to table 3). Key changes are detailed below as agreed by the working group:

- Access was amended to be more government agnostic and resilience remains a key aspect.
- Prosperity was added as a fifth objective. This objective is derived from the original Urban Form and Transport Initiative (UFTI) objectives with an amendment to focus on the core strategic networks.
- Affordability was identified as an important aspect but was not included as an objective. It was agreed that value for money is given a higher weighting in the desired outcomes of the evaluation framework tool.

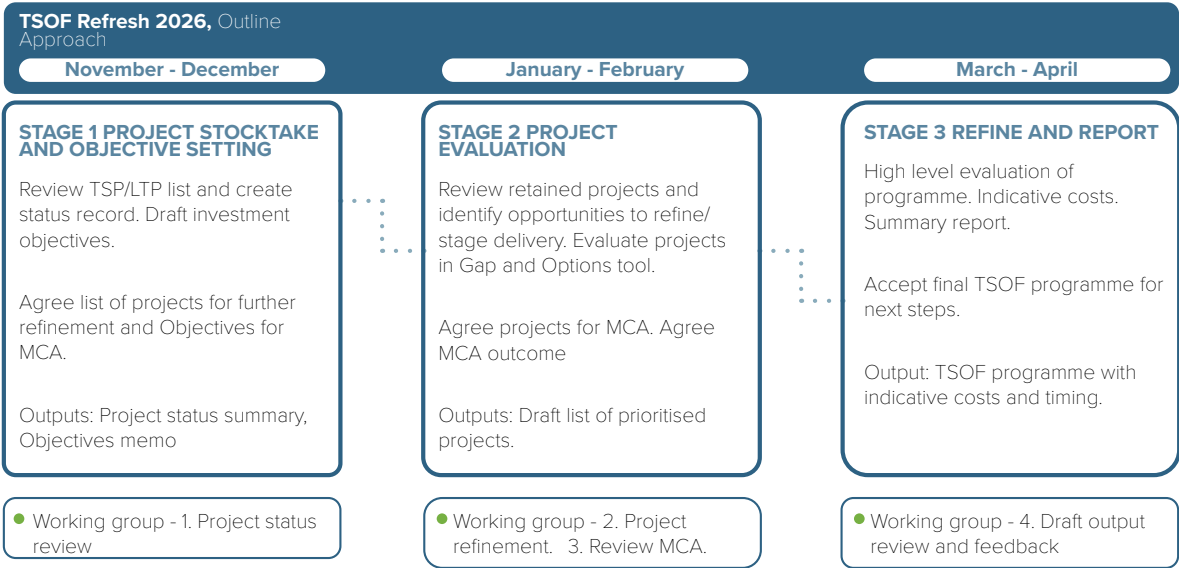


Figure 5 - TSP Refresh Programme

Table 3 - TSP Objectives

Access	
	Maintain or improve accessibility to key destinations for a range of modes and abilities. This includes improved resilience to unplanned closures as a result of natural hazards and climate change.
Safety	
	Contribute to an outcome where no one is killed or seriously injured in road crashes and there is improved experiences and perceptions of safety for vulnerable users.
Sustainable Urban Growth	
	Support sustainable urban growth and quality urban form outcomes by prioritising projects that integrate best practice land use, urban design and transport planning approaches.
Emissions	
	Increase mode share for public transport, active, low and zero emission modes as a means of reducing the environmental impact of transport and supporting healthy community outcomes.
Prosperity	
	Improve the efficiency and effectiveness of the core freight and regional strategic transport networks (road and rail).

3.2 OPERATING GAP UPDATES AND EVALUATION

Transport route and operating gap information and findings from TSP v2 were reviewed and updated. This included strategic corridors (refer to figure 6), and operating high impact gaps (figure 7).

3.2.1 STRATEGIC CORRIDOR MAP

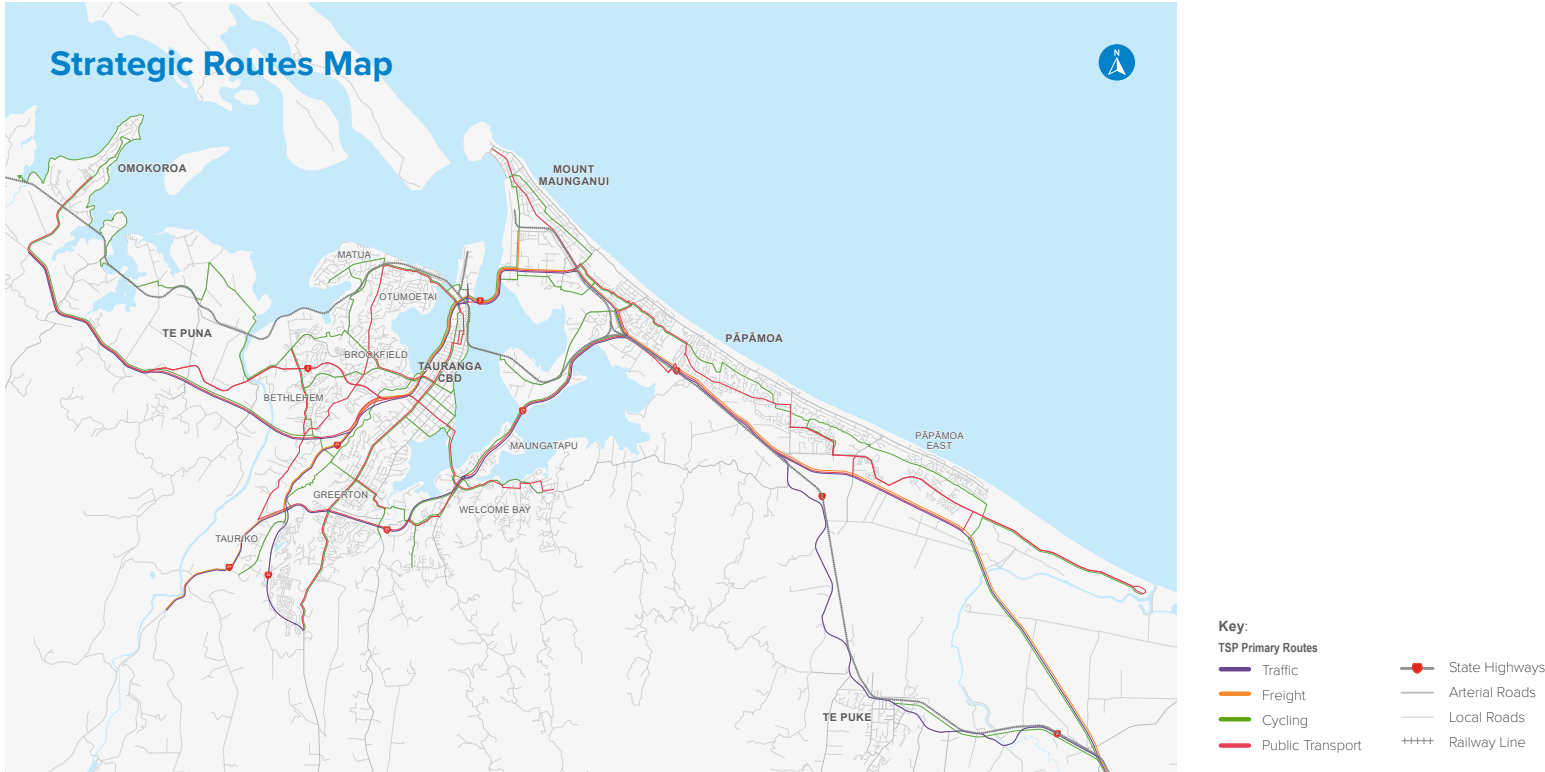


Figure 6 - Strategic Corridor Map

3.2.2 HIGH IMPACT GAPS

Existing gap ratings were reviewed and new gaps were identified with the working group. The high impact gaps (top 20) are identified in the map below. Three new gaps were included, see bullet points below.

- Cameron Road North (Stage 1 area) LOS - Transport modelling shows LOS issues at intersections with Harrington Street, Hamilton Street, Spring Street, Elizabeth Street, Pyes Pa Road, 11th, 15th and 16th Avenue in the long term.
- 11th Avenue poor LOS and Safety
- Transport modelling shows LOS issues at 11th Avenue intersection with Devonport Road in the medium term and there are safety issues due to traffic volumes, freight volumes and lack of safe infrastructure.
- Te Puke area poor LOS and

accessibility – Due to conflicting movements of Freight and General Traffic, there are LOS issues along Te Puke Highway, local roads and key intersections such as No. 1 Road/ Te Puke Highway. This impacts accessibility within Te Puke.

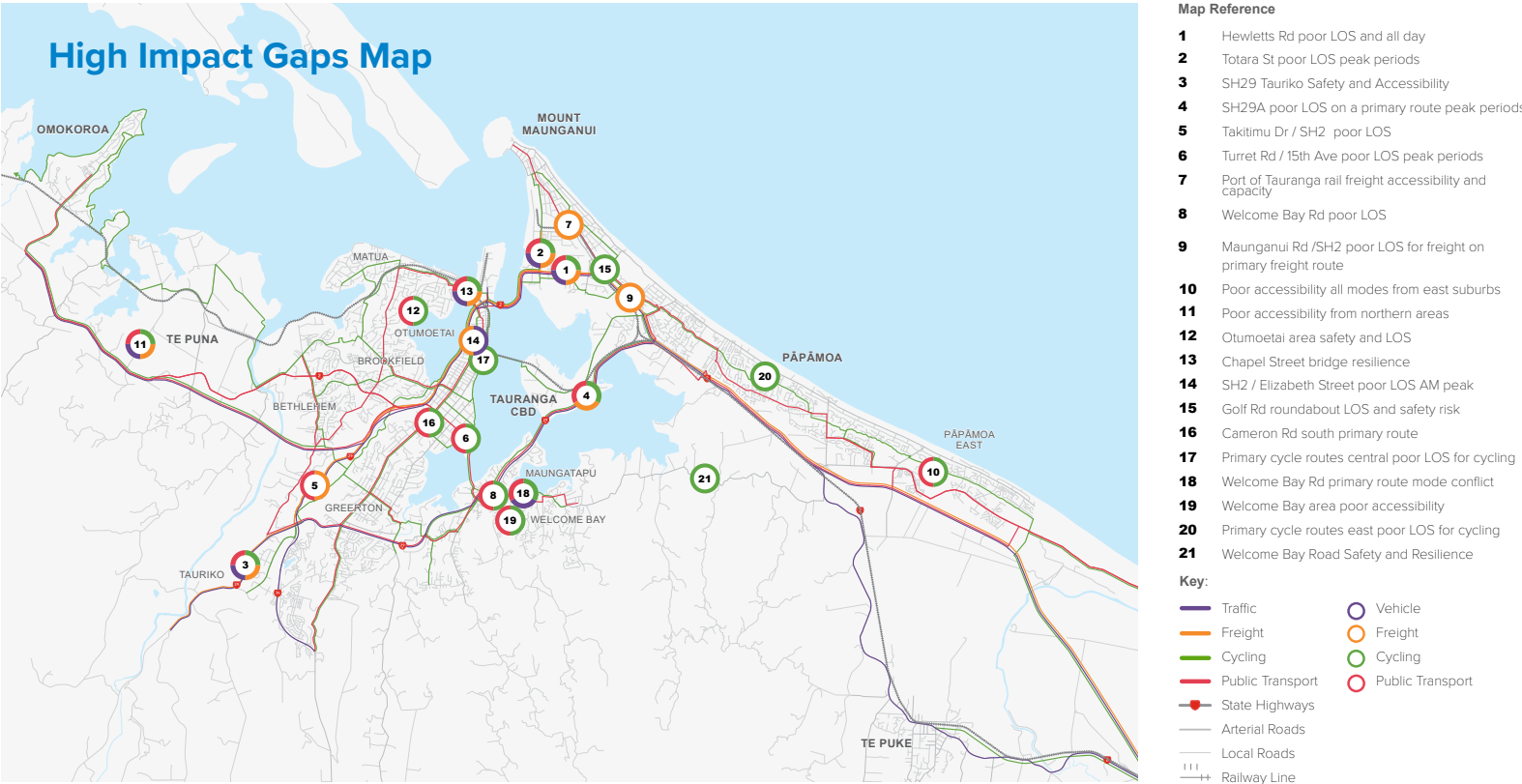


Figure 7 - High Impact Gap Map

3.3 NEW OPTIONS

A long list of interventions and projects that could be implemented to address the operating gaps (see figure 9 for more details) and deliver the TSP objectives were developed from TSOF v2. Some new projects were added from the Tauranga Transport System Model 2023 (TTSM23).

Additional projects include:

- Cameron Road Chapel Street to Elizabeth Street Corridor Improvements
- Cameron Road North (CBD to 16th Ave) Longer Term Corridor Improvements
- 11th Avenue Corridor Improvements
- Welcome Bay Road Rural Improvements Section 1 (RP 1.9-3.8km)
- Welcome Bay Road Rural Improvements Section 2 (RP 7.0km)
- Te Puke Network Improvements to support Spatial Plan.

The TSP working group provided updates to projects planned by TCC, WBOPDC, BOPRC and NZTA.

3.4 GAP AND OPTION EVALUATION

The TSP Gap and Options Engagement Tool was updated to include the new projects identified in Section 3.3. The projects were matched to the gaps that each will address and evaluated against a multicriteria analysis, as shown in the table below. The criteria and weighting were agreed with the TSP working group. Each project is then given a

rating based on: 1) the gap/s the project will address; 2) how it aligns to UFTI and; 3) feasibility. The resulting rating for each project ranges from 0-100% with 100% being the highest.

Feasibility ratings were adjusted to put more weighting on Benefits/Cost which reduced affordability and system enabling weightings. This prioritises projects which have a higher benefit/cost rating.

The initial ratings were presented to the TSP working group in a workshop. Ratings were adjusted based on the group discussions and feedback. The final list of projects and how they will be packaged were also developed in collaboration with the working group.

Table 4 - Project ratings

Criteria and Base Weighting	Rating Considerations
Gap impact rating (14%)	From the gap assessment (14%)
Alignment to UFTI (42%)	Support planned urban growth (14%) Support urban form outcomes (14%) Support strategic journeys (14%)
Feasibility (45% - increased 3%)	Affordability (10% - decreased 4%) System enabling (10% - decreased 4%) Benefits / Cost (25% - increased 11%)

3.5 SENSITIVITY TESTING

Sensitivity tests were undertaken by adjusting the weightings for the criteria in the option evaluation. The sensitivity testing did not justify changes to the base output.



4.1 PROPOSED PROGRAMME

4.1.1 PROPOSED LIST OF ACTIVITIES

The following ongoing programmes contribute to the TSP objectives by providing essential minor improvements and mitigation for unplanned disruptions.

- Western Bay of Plenty Bus Service ongoing funding
- Minor Safety Improvements Programme
- Safe Network Programme
- Speed Management Plan Implementation
- Reactive Works and Operational Improvements
- WBOPDC District Wide Walk and Cycle improvements
- Car Parking Management Plan.

NZTA is currently developing the Tauranga Strategic Urban Network System Plan (TSUNP). This will identify and prioritise State Highway transport improvements within the Tauranga area that support strategic state highway journeys. State Highway projects and timing will be defined through the TSUNP to inform the RLTP, NLTP and State Highway Investment Proposal. The TSUNP work will take account of the projects prioritised through the TSOF. Once both are complete it is recommended that a combined delivery plan/programme is agreed so that future improvements are coordinated, risks minimised and system wide benefits delivered.

4.1.2 COMPLETED OR IN CONSTRUCTION

The projects identified in the table below are in construction or have been completed in the past three years.

Table 5 - Projects completed or in construction in the past three years

Project	Status
Cameron Road Multimodal Stage 1	Complete
Maunganui Road Safety Improvements	Complete
Baypark to Bayfair Link (B2B)	Complete
City Centre Transport Hub (Stage 1)	Complete
Arataki PT Facility	Complete
Bus Facility Tauranga Crossing	Complete
On Demand PT Trial	Ongoing
Arterial Route Review	Ongoing
Waihi to Ōmokoroa safety improvements	In construction
Takitimu North Link Stage 1	In construction
Tauriko West Enabling Works	In construction
Papamoa East Interchange	In construction
SH2 / Ōmokoroa intersection and Francis Road / Industrial Road intersection on Omokoroa Road	In construction
Rangiu Business Park TEL Interchange	Complete

4.1.3 PROPOSED LIST OF ACTIVITIES

The following projects are prioritised for delivery and contribute toward the TSP objectives. The projects are sorted by priority and sequencing undertaken through the TSOE refresh.

Actual delivery timing will depend on RLTP/LTP outcomes and funding availability.

(Colour coded by lead agency: **TCC**, **BOPRC**, **WBOPDC**, **Waka Kotahi**)

Key to colour coding of activity timings	
Business case and design	
Implementation	

Project	Priority	Supports TSP Objectives					Indicative cost estimate ²	Way forward	Period		
		Access	Safety	Urban Growth	Emissions Reduction	Productivity			2027 to 2030	2031 to 2037	2038+
Roads of National Significance Upgrades – funding and timing to be confirmed											
SH29 Tauriko West RoNS*	Prioritised outside of TSOF	✓	✓	✓		✓	\$2.80B - \$3.29B	Delivery	Timing of RoNS Projects is to be confirmed, subject to Government funding decisions.		
Takitimu North Link Stage 2*		✓	✓	✓		✓	No Estimate	Planning			
SH2 Revocation Stage 1			✓	✓		✓	\$25M	Planning			
Projects Progressing in Business Case or Design											
Connecting the People Fifteenth Avenue to Welcome Bay	High	✓	✓		✓	✓	\$140M	Design			
Connecting Mount Maunganui Stage 1 Local Road Improvements	High	✓	✓	✓		✓	No Estimate	DBC			
Cameron Road Multimodal Upgrade Stage 2	High	✓	✓	✓			\$99M	Implement			
New Projects Prioritised for Delivery in Years 0 to 3											
Bus network short term improvements (network reviews)	High	✓		✓	✓		BAU	Implement			
City Centre Action and Investment Plan	High		✓	✓			No Estimate	Implement			
Optimisation Strategic Plan	High	✓		✓	✓	✓	No Estimate	Implement			

²Includes risk and contingency excludes business case and design unless stated. High level indicative costs only.

Project	Priority	Supports TSP Objectives					Indicative cost estimate ²	Way forward	Period		
		Access	Safety	Urban Growth	Emissions Reduction	Productivity			2027 to 2030	2031 to 2037	2038+
Welcome Bay Road safety and resilience (RP 1.9-3.8km)	High	✓	✓				\$12M	Implement			
Te Puke Spatial Plan improvements	High		✓	✓		✓	No Estimate	DBC and Implement			
Projects Prioritised for Delivery in Years 4 to 10											
PT services and infrastructure enhanced services	High	✓		✓	✓		\$45M p/a	Implement			
Connecting Mount Maunganui Longer Term Improvements*	High	✓	✓	✓		✓	\$276 - 373M	DBC			
Arataki to Papamoa East Multimodal	Medium	✓	✓	✓	✓		\$76M	DBC			
Brookfield road network improvements to support OSP outcomes	Medium		✓	✓			\$44M	DBC			
Mount / Papamoa Area Walk and Cycle Improvements	Medium	✓	✓		✓		\$50M	DBC			
Otumoetai / Bellevue / Brookfield Walk and Cycle Improvements	Medium	✓	✓	✓	✓		\$75M	DBC			
Chapel Street bridge resilience (strengthening assumed)	Medium	✓		✓		✓	\$135M	Implement			
Wairakei town centre collector roads and bus facility (developer delivered)	Medium	✓		✓			\$47M	Implement			
Te Tumu collector roads (developer delivered)*	Medium	✓		✓			\$369M	Implement			
Mt Maunganui bus facility	Medium	✓			✓		\$8.5M	DBC			
Keenan Road access to planned urban growth*	Medium	✓		✓			\$177M	Planning			
Western Corridor Ring Route (SH29 to SH36 - Tauriko Stage 3 Ring Route)*	Medium	✓		✓			\$145M	SSBC			
Cameron Road Chapel Street to Elizabeth Street	Medium	✓	✓	✓			No Estimate	Planning			

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Project	Priority	Supports TSP Objectives					Indicative cost estimate ²	Way forward	Period		
		Access	Safety	Urban Growth	Emissions Reduction	Productivity			2027 to 2030	2031 to 2037	2038+
11th Avenue Safety and Access Improvements	Medium	✓		✓			No Estimate	Planning			
Welcome Bay Rd Safety and Resilience (RP 7km)	Medium	✓	✓				\$4M	Implement			
Belk Road futureproofing*	Medium	✓		✓			\$9M	Implement			
Projects Prioritised for Delivery in Years 11 Onward											
Fraser Street multimodal improvements	Medium	✓	✓		✓		\$144M	DBC			
Access St Area C - Te Papa E/W connect	Medium	✓	✓		✓		\$30M	DBC			
Gloucester Street Extension	Medium	✓		✓	✓		\$2.5M	DBC			
Papamoa bus facility (Domain)	Medium	✓	✓				\$3M				
Park and ride sites northern corridor e.g. Omokoroa and Te Puna	Medium	✓		✓	✓	✓	\$5.3M	DBC			
Te Papa active mode off-road (north-south) connection	Medium	✓	✓	✓	✓		\$36M	DBC			
Park and ride sites eastern corridor, e.g. Domain Road, Papamoa East	Medium	✓		✓	✓	✓	\$40M	DBC			
Upgrade Otumoetai Road to support OSP outcomes	Medium	✓		✓	✓		\$8.5M	DBC			
11th Avenue Corridor Improvements	Medium		✓	✓		✓	No Estimate				
Bethlehem bus facility	Medium	✓		✓	✓		\$8.5M	DBC			
Brookfield bus facility	Medium	✓		✓	✓		\$3.2M	DBC			
Bethlehem to Otumoetai cycleway	Low	✓	✓	✓	✓		\$22M	DBC			

Project	Priority	Supports TSP Objectives					Indicative cost estimate ²	Way forward	Period		
		Access	Safety	Urban Growth	Emissions Reduction	Productivity			2027 to 2030	2031 to 2037	2038+
Existing Te Okuroa Drive Bus / HOV lanes (Parton Road east)	Low	✓		✓	✓		\$5.3M	DBC			
Domain Road upgrade (urbanisation of southern sections)	Low	✓	✓	✓			\$20M	DBC			
Te Puke to Rangiuru cycleway	Low	✓	✓		✓		\$13M	Implement			
Cameron Road north 16th Ave to CBD longer term improvements	Low	✓	✓				No Estimate				
Pyes Pa Road multimodal upgrade	Low	✓	✓	✓	✓		\$44M	DBC			
Te Puke Number 1 Road cycleway	Low	✓	✓		✓		\$5.3M	DBC			
Cambridge Road multimodal upgrade	Low	✓	✓		✓		\$300M	DBC			
Western corridor ring route (SH36 – Oropi Road/SH29a)	Low	✓		✓		✓	\$49M	DBC			
East west pedestrian and cycle connections to support Otumoetai Spatial Plan	Low	✓		✓	✓		\$30M	DBC			
Ohauti South transport infrastructure	Low	✓		✓			\$7.5M	DBC			
Waihi Road bridge resilience (strengthening assumed)	Low	✓				✓	\$2M	Design			

* Denotes projects also identified in the Western Bay of Plenty Regional Deal. Some projects in the WBOP Regional Deal are not also in the TSOF programme as they were prioritised outside of TSOF. These projects may still proceed in parallel with the TSOF programme.

4.1.4 COST ASSUMPTIONS

- Cost estimates are provided to give an indication of scale. Accuracy is low at this stage.
- Cost estimates exclude ongoing maintenance
- Cost estimates are 2026 values
- Cost estimates include total cost of the delivery (i.e., includes private sector and NLTF funding)
- All costs indicative, based on broad project definition.



5. PROGRAMME EVALUATION

This section provides a high-level evaluation of the projects in the TSOF programme. The following sections present qualitative assessment of the expected impacts and benefits of implementing the programme of activities.

This TSOF update has not included any new transport modelling. Cost information from the previous TSOF version has been updated based on general construction price increase factors.

5.1.1 IMPACT ON OBJECTIVES

The two staged programmes impact on objectives are compared in figure 9. These are compared using the activities in each programme and their impact on the system gaps. 2030-37 programme has less impact on safety, emissions and prosperity compared to the 2027-30 programme. The 2030-37 programme also provides more multi-modal projects which score lower for prosperity than other projects. Between the programmes, sustainable urban growth remains a consistent objective the activities contribute to which is important for future growth areas.

5.1.2 UPDATED COSTS FOR PROJECTS

The following points should be noted when referring to the cost estimates (as consistent with TSP v2):

- Cost estimates exclude ongoing maintenance
- Cost estimates are 2026 values compared to TSP v2 (2023 values)

- Cost estimates include total cost of the delivery (i.e., includes private sector and NLTF funding).

The values contained within this report are intended for high level evaluation purposes only. General care and acknowledgement of potential optimism bias is recommended when interpreting/using the estimated costs for internal reporting purposes.

5.1.3 RISKS

Key risks for implementation of the TSOF programme remain consistent with version 2. These are provided below, a comment is provided on mitigation but generally risks will need to be monitored over time and a specific risk management plan developed:

- The programme of projects may not achieve the improved levels of service and system capacity compared to previous TSOF programmes due to de-prioritisation of some projects.
- Changes in Government priorities and funding availability means some projects may not be funded. Monitoring and updating mitigates long term risks.
- Cost outcomes are higher than currently estimated. This TSOF update has not included any new cost estimates as estimates in the current environment quickly become outdated due to inflation and other factors. As such all cost information is indicative. Cost estimates can be developed on a project by project basis in future.

- Funding from agencies (e.g., NZTA) not being secured. Considering and seeking avenues to secure alternative funding such as the Infrastructure Acceleration Fund (IAF) and Infrastructure Funding and Financing Levy (IFF).
- Poor community acceptance for projects. Early community engagement and city-wide TSP messaging is recommended.
- Inability to deliver due to constrained professional services and resources. Early engagement and approaches to secure staff and resource is recommended.
- Delay in consenting and other

statutory approvals. Early planning work and investigation of potential issues such as property requirement is recommended.

- Tangata whenua objections or issues arising from poor engagement, effective partnering and collaboration is recommended
- Poor programme integration between asset owners/deliverers, delivery through TSP with clear communication and agreement is recommended.
- Project scope deviates from original intent. There is a risk that scopes are changed over time and this is not reviewed at TSP level therefore outcomes are not achieved.

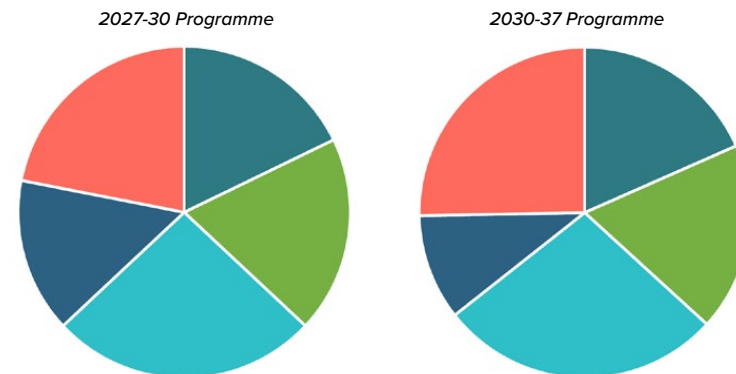
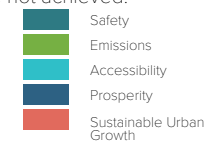


Figure 8 - Programme Impact on Objectives

5.1.4 PROGRAMME AND GAPS

See figure 9 for gaps that each programme addresses and the gaps that are not addressed in the programme.

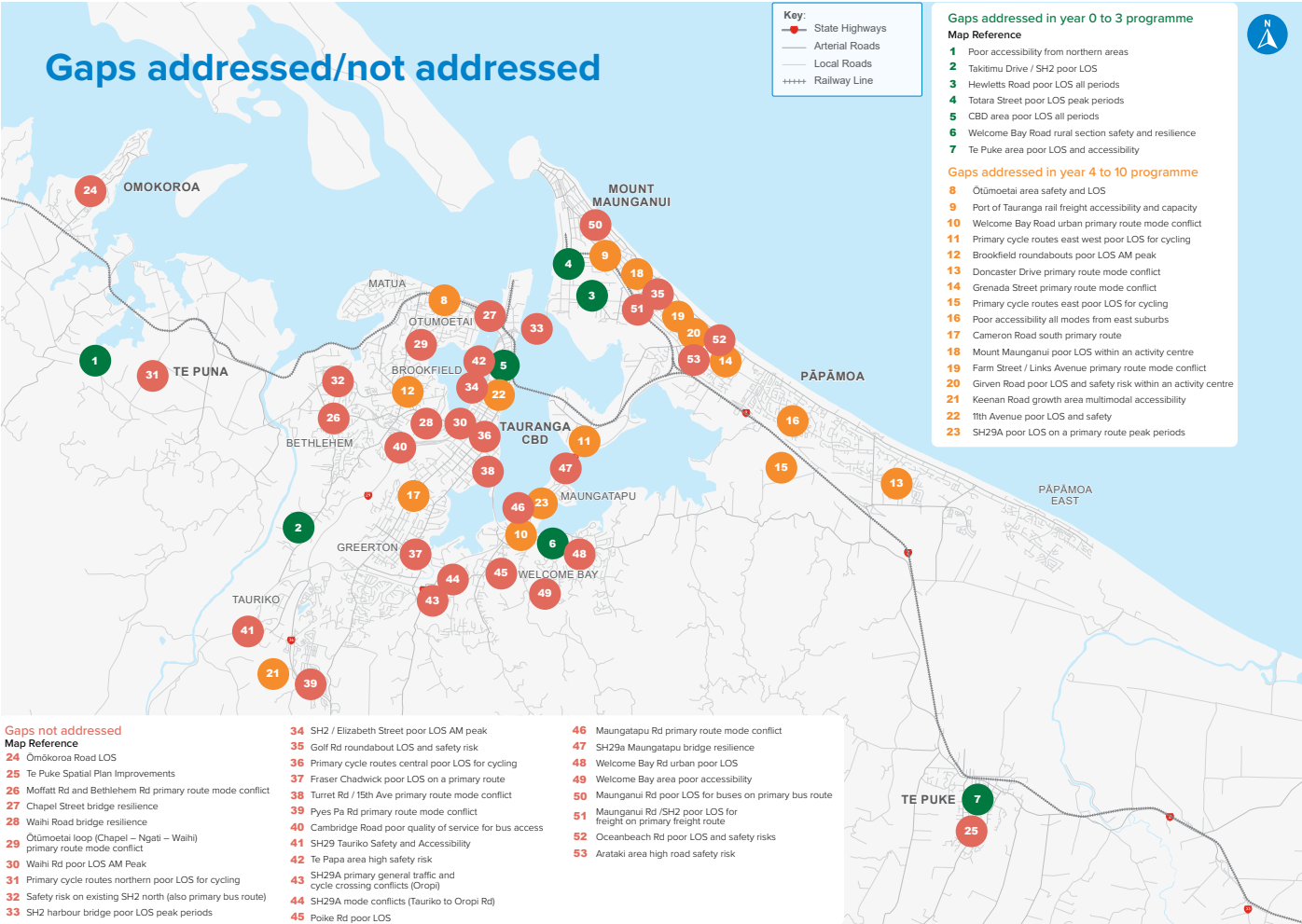


Figure 9 - Gap map



Monitoring of transport outcomes is undertaken by SmartGrowth along side monitoring of other indicators such as housing supply and costs. The key transport metrics monitored by SmartGrowth and desired trends are shown in the following table.

Table 6 - Benefits and Metrics from SmartGrowth

TSP Benefit	#	Key Performance Indicators	Desired Trend	Source	Monitoring Timeframe
Access	1	Length (time) of unplanned road closures due to natural hazards and climate change. (Improved Resilience).	↓	TREIS for State Highways and explore if this can be measured through Addinsight	Biennial – unlikely to change significantly on a yearly basis
	2	Improve travel time reliability for priority modes and routes to key destinations	↑	Set up key journeys in Mooven and monitor accordingly PT journey times (BOPRC)	Annually – Readily available data
Safety	3	Reduce road death and serious injuries within the Western BOP subregion by mode	↓	CAS – 5 Year rolling average	Annually – Readily available data
	4	Improve the experience and perception of safety for vulnerable road users	↑	Tailored questionnaire survey	Biennial – as not readily available data. Baseline data to be obtained
Sustainable Urban Growth	5	Average Dwelling Densities (intensification of existing residential growth area and new growth area) in the subregion	↑	TCC and WBOPDC	Biennial - unlikely to change significantly on a yearly basis
	6	Percent or number of jobs accessible from all dwellings within the objective travel time thresholds by PT, walk, cycle and private vehicles in the AM peak. Assumes 15min = walk & cycle. 30 and 45min = cycle, PT and private vehicle	↑	NZTA	Biennial - unlikely to change significantly on a yearly basis
	7	Percent of population or number of people within the objective travel time thresholds of 'sub-regional destinations' (CBD, town centres, hospital, university, secondary schools, major reserves) by all modes.	↑	NZTA	Biennial - unlikely to change significantly on a yearly basis
Emissions	8	Vehicle kilometres travelled (VKT) and vehicle hours travelled (VHT) by cars and light vehicles	↓	Estimate from transport model Or Addinsight Data	Annually Need baseline data
	9	Tonnes of harmful emissions emitted per year from transport	↓	TSP modelling	Annually 2018 baseline available
Prosperity	10	Predictability of interpeak travel times on freight priority journeys	↑	Set up key journeys in Mooven and monitor accordingly	Annually – Readily available data
	11	Mode share of domestic freight (% of freight moved by rail, and coastal shipping)	↑	MOT data	Annually – Readily available data



7.1 CONCLUSION

This TSOF update version 3 has been undertaken by building upon the findings and recommendations of the previous TSOF and understanding the new transport network gaps and option that need to be addressed now and in the future. This is an important step that will allow for the WBOP sub-region to translate the recommendations and vision of the UFTI to a programme of tangible activities.

Many of the projects prioritised in the previous TSOF update have been initiated and at least have business case processes underway. These projects are prioritised in this review. Completing the business case phase and implementing improvements is now a priority. Funding constraints will impact how much of the updated programme can be delivered in the proposed time periods. Seeking opportunities for alternative funding if these arise is recommended.

The process has been collaborative with the TSP working group and has followed a structured method from reviewing and identifying TSP objectives, understanding the current and future transport network gaps, considering previous projects and conceptualising new interventions, and evaluating the long list of projects.

7.2 NEXT STEPS

Once agreed the TSOF can inform RLTP and LTP processes and funding considerations to direct investment in transport system improvements that deliver our shared objectives over time.



8. APPENDIX

8.1 APPENDIX A - PROJECT STATUS MEMO



Memorandum

To: Western Bay of Plenty Transport System Plan (TSP) Project Management Group (PMG)

CC: Karan Sehgal

From: Craig Richards (Beca), Alyssa Greaney (Beca)

Date: 6 March 2026

TSOF v3 Update – Project Update Memo

Purpose

The purpose of this memo is to provide the TSP PMG with an update on the following work that has been progressed as part of updating the TSP Transport System Operating Framework:

- Background and purpose of the project
- Key activities and outcomes completed to date
- Next steps.

Background and purpose of the project

The TSOF is used to inform a preferred programme of major transport projects for the Western Bay sub region that support urban growth, safe movement and other objectives (contributing to the UFTI outcomes). It is typically developed every three years as an input to the Regional Land Transport Plan and Long Term Plans and through this, supports funding requests to the National Land Transport Programme. This is the third version of the TSOF. The original was developed in 2020 and the first refresh in 2023.

Key activities and outcomes completed to date

The following key activities have been completed to date.

1. The previous TSOF (version 2) programme was collated, reviewed and the status for each project was updated. Each project was allocated to the corresponding project partner (NZTA, WBOPDC, BOPRC and TCC) to review and update via the working group. This set a baseline of updated information (projects that have been completed, progressed or not progressed since the previous TSOF) to build on for this version.
2. Building on the baseline of existing projects, a small number of additional projects that have arisen since the last TSOF update were received from the working group and reviewed (this list is provided as an appendix). Following review and discussion by the Working Group, where some projects were combined or addressed in other ways, a selection of new projects were added to the project list. As follows:
 - Cameron Road Chapel Street to Elizabeth Street corridor improvements
 - Cameron Road North (CBD to 16th Ave) longer term corridor improvements
 - 11th Avenue corridor improvements



- Welcome Bay Road rural improvements section 1 and 2
- Te Puke network improvements to support spatial plan.

These projects will be evaluated alongside the existing projects as part of the TSOF update.

- The project list was then reviewed to identify projects that have been completed since the last TSOF version and those projects that are now being progressed outside of the TSP (as these projects do not need to be further prioritised).

Progressing outside of TSOF	Completed or In Construction
Turret Road / 15th Ave Multimodal Improvements SH29 Tauriko West Cameron Road Stage 2 SH2 Revocation Hewletts Road Sub Area Access (Connecting Mount Maunganui) Takitimu North Link Stage 2 Ongoing programmes • Minor Safety Improvements Programme • Reactive Works and Operational Improvements • TSP038 Speed Management Plan Implementation • TSP042 Safe Network Programme.	City Centre Transport Hub (Stage 1) On Demand PT Trial Arataki PT Facility Bus facility TGA Crossing Rangiuru Interchange Papamoa East Interchange SH2/Ōmokoroa Road Intersection Upgrade Stage 2 Ōmokoroa Road Urbanisation (completion by mid-2026) SH2 Waihi to Tauranga Corridor • Takitimu North Link Stage 1 in construction • SH2 Waihi to Ōmokoroa safety improvements .

- Three new gaps were identified from the list of new projects and included for prioritisation. As per the *TSOFv3 Update - Investment Objectives and Gap Review* (28 January 2026) memo, there was agreement to include prosperity as an objective and split the weighting evenly (20%) between all five objectives, Access, Safety, Sustainable Urban Growth, Emissions and Prosperity.

The separate Gap and Project Evaluation memo describes the gaps and project evaluation.

Next steps

The next step in the TSOF update process is updating the Multi-Criteria Analysis tool with refined projects, and rate them accordingly to produce the TSP proposed activity list.



Appendices

Appendix A - TSOF V3 Additional Projects Request List and Review Comments – Draft

Additional Project Submission	Local Road or State Highway	Timeframe	Included in Previous TSP?	Decision	Gap Alignment	Sub Area
Takitimu Flyover over Elizabeth - 2 lanes	SH	2035, 2048/63	No Tauranga Strategic Urban Network Plan	TSUNP to define solution in this location		
Left in left out movement from Aerodrome Road Airport to Hewletts Road	SH & LR	2035, 2048/63	Connecting Mount Maunganui	CMM to define solution in this location		
Bus only lanes into HOV lanes along Hewletts Road	SH	2035	Connecting Mount Maunganui	CMM to define solution in this location		
Harbour Bridge SB Tasman Quay - Dive Crescent Offramp - 3 lanes	SH	2035, 2048/63	No Tauranga Strategic Urban Network Plan	TSUNP to define solution in this location		
Takitimu Drive SB Chapel Onramp - Waihi Offramp - 3 lanes	SH	2035, 2048/63	No Tauranga Strategic Urban Network Plan	TSUNP to define solution in this location		
Harrington - Cameron Intersection Upgrade (Signalised)	LR	2035, 2048/63	No Add as a local road project	Add as one new project – Cameron Road Chapel Street to Elizabeth	18 CBD area poor LOS all periods	Central



Additional Project Submission	Local Road or State Highway	Timeframe	Included in Previous TSP?	Decision	Gap Alignment	Sub Area
Hamilton - Cameron Intersection Upgrade (Left Pocket Lane from Hamilton)	LR	2035, 2048/63	No	Street corridor improvements.	18 CBD area poor LOS all periods	Central
Spring - Cameron Intersection Upgrade (Left Pocket Lane from Spring)	LR	2035, 2048/63	No		18 CBD area poor LOS all periods	Central
Totara - Hull Roundabout Upgrade (Two right turn lanes from Totara to Hull)	LR	2035, 2048/63	Connecting Mount Maunganui	CMM to define solution in this location		
Elizabeth (Takitimu - Cameron) Road Upgrade (3 lanes each direction for main section)	LR	2035, 2048/63	No Add as a local road project	Add specific project	15 SH2 / Elizabeth Street poor LOS AM peak	Central
Elizabeth - Cameron Road Upgrade (4 lane approach from Takitimu)	LR	2035, 2048/63	No Add as a local road project	Part of above project, list as Cameron Road – Elizabeth Street local road connection.		
SH29A Poike Roundabout Upgrade	SH	2048/63	No Tauranga Strategic Urban Network Plan	TSUNP to define solution in this location		



Additional Project Submission	Local Road or State Highway	Timeframe	Included in Previous TSP?	Decision	Gap Alignment	Sub Area
Hewletts - Maru Intersection Upgrade - Additional one left turn lane from Airport	SH & LR	2048/63	Connecting Mount Maunganui	CMM to define solution in this location		
Maunganui - Golf Intersection Upgrade (add extra lane west and south approach).	LR	2048/63	Connecting Mount Maunganui	CMM to define solution in this location		
SH29A WB Ramp - Cameron Road - Pyes Pa Road intersection upgrade	SH	2048/63	No. Barks Corner. Tauriko West	Tauriko West to define solution in this location		
Cameron Road Flyover 15th Avenue - 1+1 Lanes	LR	2048/63	No Add as a local road project	Add as one combined project – Cameron Road North long term corridor improvements	New gap	Central
Bus lanes into HOV lanes along Cameron Road Stage 1	LR	2048/63	No Add as a local road project		New gap	Central
Cameron - 16th Intersection Upgrade - additional RT lane from 17th Avenue approach	LR	2048/63	No Add as a local road project		New gap	Central
Takitimu SB offramp to 11th Avenue eastbound intersection upgrade to signalised	LR & SH?	2048/63	No – existing?	Check – is this as existing?		



Additional Project Submission	Local Road or State Highway	Timeframe	Included in Previous TSP?	Decision	Gap Alignment	Sub Area
Hewletts/SH2 - convert restricted (truck only or HOV lane) lane to general traffic	SH	2048/63	Connecting Mount Maunganui	CMM to define solution in this location		
SH29A Ohauiti RAB upgrade	SH	2048/63	No Tauranga Strategic Urban Network Plan Poss – optimisation improvements. Oropi RB? Discuss with Karan.	Check what this option includes.	32 SH29A poor LOS on a primary route peak periods	
SH2 Mangatawa Link Intersection Upgrade (3 lanes from Sandhurst Approach)	LR	2048/63	No Add as a local road project	New bridge? State Highway project?	51 Poor accessibility all modes from east suburbs	East
SH29A southbound on-ramp from Taipari Street	SH	2048/63	No Tauranga Strategic Urban Network Plan	TSUNP to define solution in this location		
Chapel - Marsh Street intersection upgrade. Add through lane from Marsh Street and receiving lane at Takitimu Onramp	SH & LR	2048/63	No Tauranga Strategic Urban Network Plan	TSUNP to define solution in this location		
Hewletts - Newton Roundabout Upgrade	SH	2048/63	Connecting Mount Maunganui	CMM to define solution in this location		



Additional Project Submission	Local Road or State Highway	Timeframe	Included in Previous TSP?	Decision	Gap Alignment	Sub Area
Cameron Road - 11th Avenue intersection upgrade	LR	2048/63	No Add as a local road project	Add one specific project 11 th Ave long term corridor improvements	New gap	Central
11th Avenue upgrade - 2 lane main section each direction between Devonport and Cameron	LR	2048/63	No Add as a local road project		New gap	Central
11th Avenue - Devonport Signalised Intersection Upgrade	LR	2048/63	No Add as a local road project		New gap	Central
SH29 Kaweroa Drive to SH36 Ring Road – Upgrade to Two General Traffic Lanes, each way	LR	N/A	Western Corridor Ring Route (SH29 to SH36 - Tauriko Stage 3 Ring Route	Existing project		
SH36 Taurikura to Ring Road – Upgrade to Two Lanes (1 GT + 1 HOV), each way	SH	N/A	No Tauranga Strategic Urban Network Plan	TSUNP to define solution in this location		
Welcome Bay Road (WBOPDC section) 1.9-3.8 location	LR	Years 1-3 (27-30)	Welcome Bay Rd rural section safety improvements Note \$12M estimate	Include	37 Welcome Bay Rd primary route mode conflict	East-west



Additional Project Submission	Local Road or State Highway	Timeframe	Included in Previous TSP?	Decision	Gap Alignment	Sub Area
Welcome Bay Road (WBOPDC section) 7km location	LR	Years 4-10 (30-36)	Welcome Bay Rd rural section safety improvements Note \$4M estimate	Include	37 Welcome Bay Rd primary route mode conflict	East-west
Te Puke network improvements to support spatial plan	LR	N/A	Not previously, Te Puke Spatial Plan more recent.	Include as new project.	New gap	East
Youngson Road improvements post TNL	LR	N/A	Aligns to 'Local road connections to the Takitimu North Link (TNL) and SH2'	Retain as Youngson Road improvements. Years 4-10. Local road connections to the TNL	2 Poor accessibility from northern areas	

8.2 APPENDIX B - INVESTMENT OBJECTIVES AND GAP REVIEW MEMO



Memorandum

To: Western Bay of Plenty Transport System Plan (TSP) Project Management Group (PMG)

CC: Karan Sehgal

From: Craig Richards (Beca), Maf Cipriano (Beca)

Date: 6 March 2026

TSOFv3 Update – Gap and Project Evaluation

Purpose

The purpose of this memo is to provide the TSP PMG with an update on the following work that has been progressed as part of updating the TSP Transport System Operating Framework (TSOF):

- Project evaluation, which includes utilising the TSP Gap and Options Evaluation Tool to undertake a multicriteria analysis (MCA) of operating gaps and projects to inform prioritisation.

Project Refinement

The projects in the TSP v2 Programme were reviewed and updated, and additional projects were collated. This is discussed in *TSOF v3 Update – Project Update Memo* (06 March 2026).

Project Evaluation and Workshop

The TSP *Gap and Options Evaluation Tool* was developed for TSOF v1 to evaluate projects against TSP objectives and inform a draft prioritised list of projects. Changes have been implemented to align with current priorities whilst still supporting long term transport outcomes sought in regional and local policy. The changes in the tool and the rationale are discussed in *TSOFv3 Update - Investment Objectives and Gap Review* (28 January 2026) memo.

After finalising the list of projects, the updated *Gap and Options Evaluation Tool* was utilised to evaluate each new gap and project. Gaps and projects that were included in the last TSOF update were reviewed, but generally the gap and option ratings made previously were not changed as there has not been a significant shift in gap impact or option benefit. Although, where projects have been completed the associated gap was deemed to be resolved. The top 10 high impact gaps are shown on the map in Appendix A.

The following steps were followed in scoring of each new project:

- The *Gap and Options Evaluation Tool* was updated to include new projects.

New projects were matched to the gaps that each will address and evaluated against the criteria shown in

- Table 1. The criteria and weightings were agreed with the Working Group.
- Each project is then given a rating based on the gaps the project will address, how it aligns with UFTI and its Feasibility.
- The resulting rating for each project ranges from 0-100% with 100% being the highest.
- Sensitivity testing is undertaken by adjusting the ratings for Alignment to UFTI and Feasibility.



Table 1 Scoring for Project Evaluation

Criteria and Base Weighting	Rating Considerations
Gap impact rating (14%)	From the gap assessment (14%)
Alignment to UFTI (42%)	Support planned urban growth (14%)
	Support urban form outcomes (14%)
	Support strategic journeys (14%)
Feasibility (45%)	Affordability, considering staged approach (10%)
	System enabling (10%)
	Benefits / Cost (25%)

An MCA workshop was held with the working group on 16th February 2026 to discuss how the projects were evaluated. Ratings and scoring were adjusted based on discussions and feedback.

The Working Group then provided feedback on the draft scoring following the workshop.

Emerging Programme

A map showing the highest rated gaps (in terms of impact on achieving objectives is provided as an Appendix).

A number of projects are progressing outside of TSOF having being prioritised in previous versions and these will address some of the highest rated gaps i.e. the 15th Ave Turret Road project is progressing now and will in time address the gap in this location. This project was not reprioritised.

The final scoring will be used to inform the Draft Programme. Although noting the evaluation platform is a tool to inform prioritisation, rather than the sole source of prioritisation. The draft programme will be presented in the draft report around the end of March.

An emerging theme of the programme is that with many existing projects identified for delivery in the next three years and beyond, along with ongoing minor safety and maintenance programmes, the affordability and ability to deliver new projects in the next three years is low. The programme is likely to focus on optimisation and smaller initiatives that support the SmartGrowth directives around sustainable growth, with any new major projects outside the first three year period. Rather than proposing to advance additional major projects at this time. We welcome PMG feedback on this approach.

Next steps

The Draft Programme will be developed, informed by the scoring in the Gap and Evaluation Tool. We will then define draft sequencing and staging (0-3, 3-10, 10+ years) to align with expected affordability and deliverability.

The draft TSOF update report will be circulated around the end of March.

Appendices

High Impacts Gaps and Existing Project Maps – DRAFT

8.3 APPENDIX C - PRIMARY AND SECONDARY TRANSPORT ROUTES

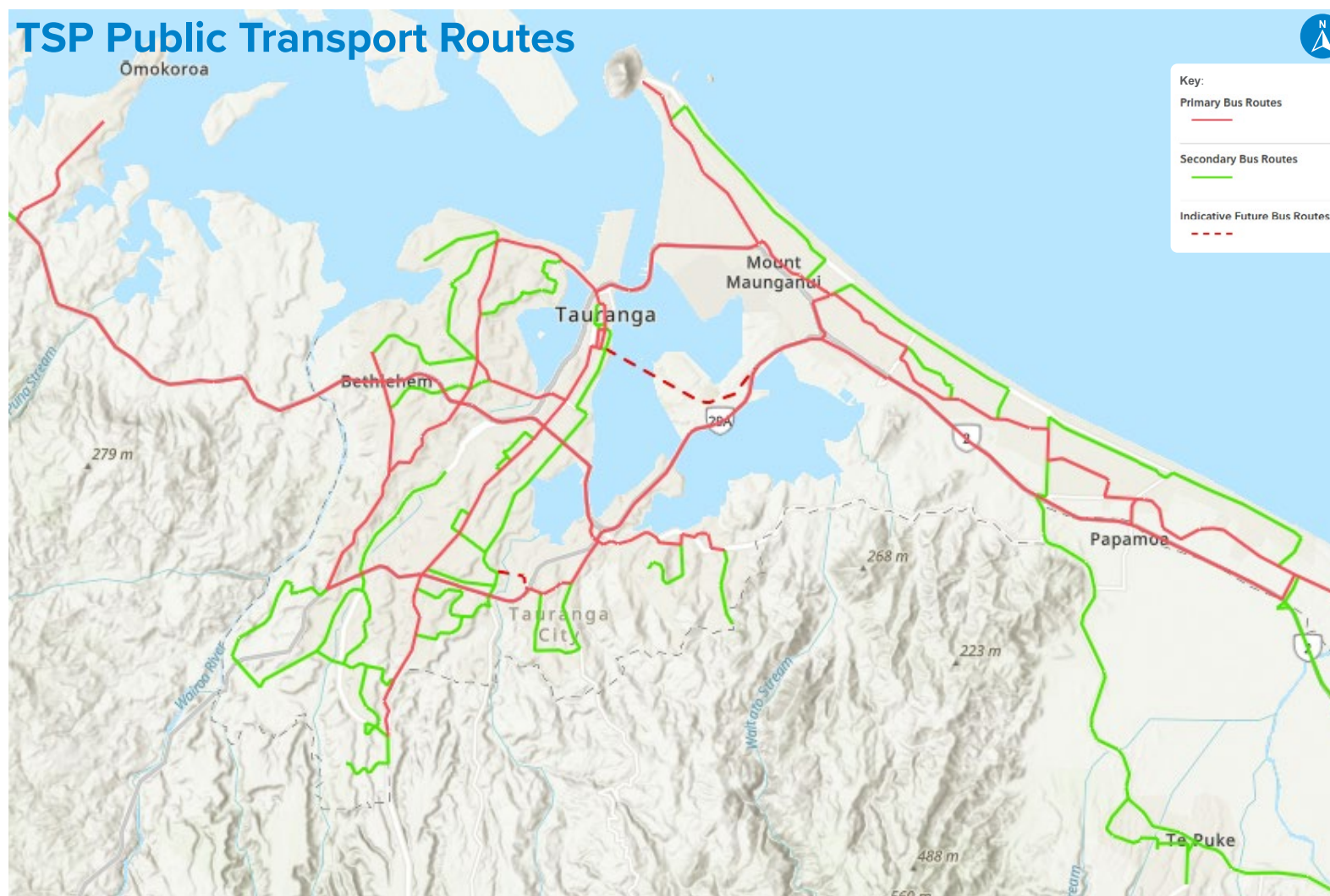


Figure 10 - TSP Public Transport Routes

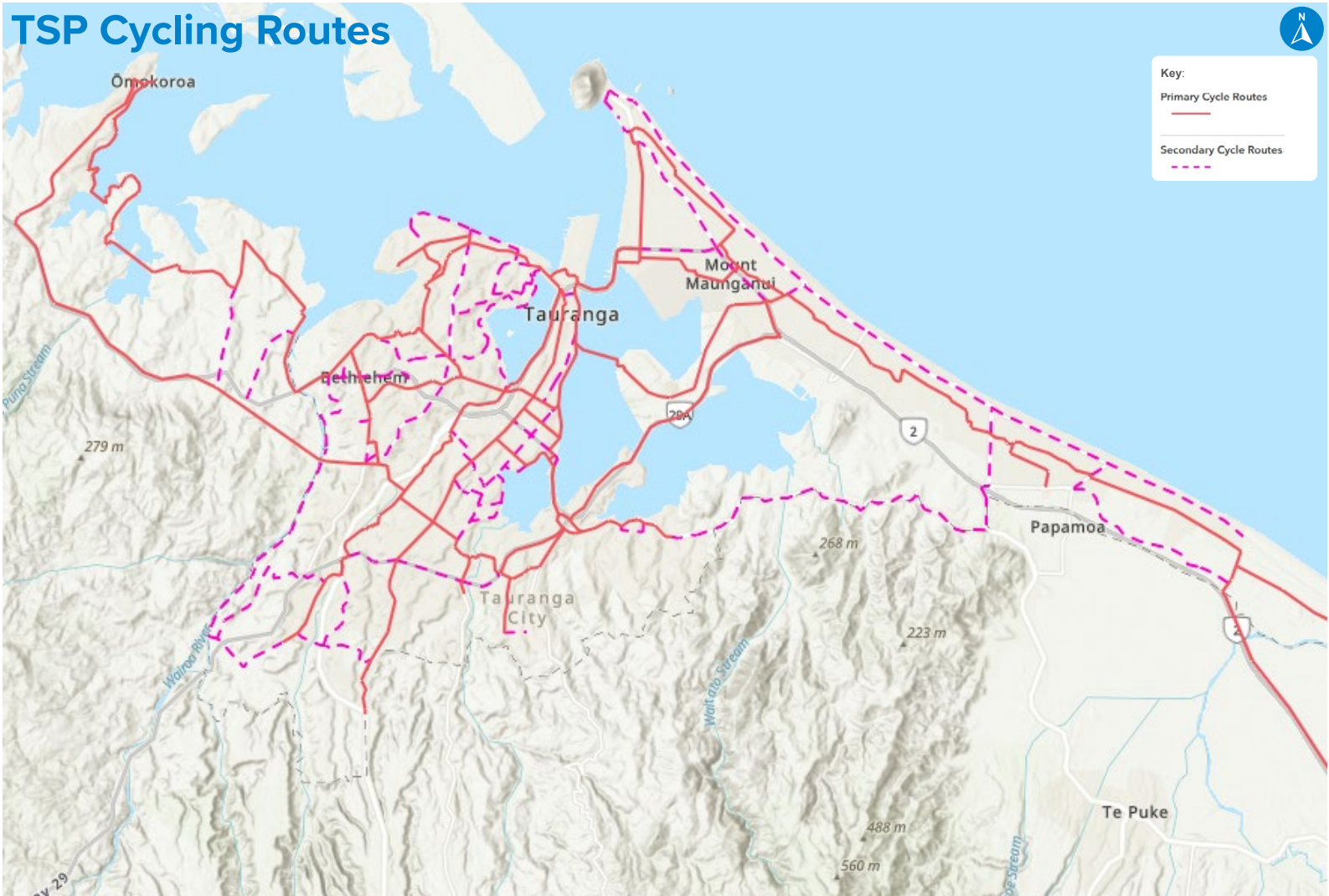


Figure 11 - TSP Cycling Routes

8.4 APPENDIX D - SUMMARY OF CHANGES FROM PREVIOUS TSOF

Sensitivity: General

TSP Version 2 and TSP Version 3 project status comparison**Committed projects**

	TSP V2	TSP V3
Waihi to Omokoroa safety improvements	Complete construction	In construction
Waihi to Omokoroa (Intersection Improvements)	Complete construction	In construction
Takitimu North Link Stage 1	Complete construction	In construction
Baylink	Complete construction	Complete
Cameron Road Multimodal Stage 1	Complete construction	Complete
Tauriko West Enabling Works	Complete construction	In construction
Papamoa East Interchange	Complete construction	Complete
Maunganui Road Safety Improvements	Design and construct	Complete
SH2 / Omokoroa intersection and Francis Road / Industrial	Design and construct	In construction
Omokoroa Roading upgrades	Design and construct	In construction
Rangiorua Business Park TEL Interchange Committed	Complete business case	Complete
Rangiorua industrial area transport infrastructure	Complete business case	In construction
Welcome Bay Road rural section safety improvements	Complete business case	In construction
Transport Choices programme	Design and construct	Cancelled

Proposed Activities

	TSP V2	TSP V3	Notes
Cameron Road multimodal upgrade stage 2	2024 - 2026	2027 - 2030	delayed design progressing
PT services and infrastructure enhanced services	2027 - 2033	2031 - 2037	delayed change in govt PT funding
Te Papa low cost low risk framework	2024 - 2026		combined into another project safety programme
Optimise bus services and frequencies short	2024 - 2026	2027 - 2030	delayed as per PTS&I above
City Centre bus facility	2024 - 2026	Complete	delivered
Arataki to Papamoa East Multimodal	2027 - 2033	2031 - 2037	delayed affordability / deliverability
Fraser Street optimisation	2024 - 2026		Combined into another project
Connecting the People Fifteenth Avenue to Welcome Bay	2027 - 2033	2027 - 2030	no change
TSP035 Primary cycle route facilities Accessible Streets programme - Area B	2024 - 2026	2031 - 2037	delayed govt cycle funding reduced
TSP034 Primary cycle route facilities Accessible Streets programme - Area A	2027 - 2033	2031 - 2037	delayed govt cycle funding reduced
TSP028 Tauranga Crossing bus facility	2024 - 2026		on street facility delivered
SH29A corridor upgrade	2027 - 2033		combined into another project TSUNP
TDM and behaviour change delivery	2024 - 2026		deferred change of govt funding
Tauriko SH29 Stage 1 High	2027 - 2033	2027 - 2030	RoNS
Fraser Street multimodal corridor	2034 - 2054	2038+	no change
SH2 Revocation – Cameron Road to Loop	2027 - 2033	2027 - 2030	RoNS
Wairakei Te Tumu collector roads and bus	2027 - 2033	2031 - 2037	no change
Tauriko SH29 Stage 2	2034 - 2054		RoNS
Mt Maunganui bus facility	2027 - 2033	2031 - 2037	delayed linked to PT S&I
Gloucester Street Extension	2024 - 2026	2038+	delayed developer delivered
Arataki Bus Facility	2024 - 2026		delivered
Keenan Road access to planned urban growth	2027 - 2033	2031 - 2037	delayed linked to growth area plan

Sensitivity: General

Access St Area C - Te Papa E/W	2027 - 2033	2038+	delayed	govt cycle funding reduc
Tauriko West Spine Road	2027 - 2033		developer delivered	
Hewletts Road sub area (connecting Mount Maunganui)	2027 - 2033	2031 - 2037	no change	
Windermere to Oropi Rd 'green bridge'	2027 - 2033		combined into another project	PT S&I
On Demand PT Trial	2024 - 2026		delivered	
Papamoa bus facility (Domain)	2027 - 2033	2038+	delayed	linked to PT S&I
Brookfield road network improvements	2027 - 2033	2031 - 2037	delayed	affordability, deliverabili
TSP039 Bethlehem bus facility	2027 - 2033	2038+	delayed	linked to PT S&I
TSP040 Brookfield bus facility	2027 - 2033	2038+	delayed	linked to PT S&I
Strategic road network managed lanes	2027 - 2033		combined into another project	TSUNP
Existing Te Okuroa Drive Bus / HOV lanes	2027 - 2033	2038+	delayed	maybe not needed with F
SH2 Tauranga Eastern Link shared use path	2027 - 2033		combined into another project	TSUNP
Domain Road upgrade	2027 - 2033	2038+	delayed	affordability, deliverabili
Takitimu North Link Stage 2	2027 - 2033		RoNS	
Park and ride sites northern corridor	2027 - 2033	2038+	delayed	
Chapel Street bridge resilience	2034 - 2054	2031 - 2037	no change	
Park and ride sites eastern corridor	2027 - 2033	2038+	delayed	linked to PT S&I
Park and ride sites Papamoa East	2027 - 2033	2038+	delayed	linked to PT S&I
SH36 multimodal improvements	2034 - 2054		combined into another project	TSUNP
TSP054 Te Papa active mode off-road	2034 - 2054	2038+	no change	
Te Puke to Rangiora cycleway	2024 - 2026	2038+	delayed	govt cycle funding reduc
Upgrade Otumoetai Road to support OSP	2034 - 2054	2038+	no change	
WBOPDC district wide W&C improvements	2024 - 2026		combined into another project	Safety programme
Matua area pedestrian and cycle improvements	2027 - 2033		combined into another project	Safety programme
PT access to TEL	2034 - 2054		combined into another project	PT S&I
Western Corridor Ring Route (SH29 to SH36)	2027 - 2033	2031 - 2037	delayed	linked to RoNS, affordabi
Cambridge Road multimodal upgrade	2027 - 2033	2038+	delayed	affordability, value for m
Chapel Street railway bridge resilience	2027 - 2033			removed - Kiwirail
Local road connections to the TNL and SH2	2027 - 2033		combined into another project	revocation
Matapihi bridge resilience	2027 - 2033			removed - Kiwirail
Pyes Pa Road multimodal upgrade	2034 - 2054	2038+	no change	
Te Puke Number 1 Road cycleway	2027 - 2033	2038+	delayed	govt cycle funding reduc
Bethlehem to Otumoetai cycleway	2027 - 2033	2038+	delayed	govt cycle funding reduc
East west pedestrian and cycle connections to support OSP	2034 - 2054	2038+	no change	
TSP057 Ohauti South transport infrastructure	2034 - 2054	2038+	no change	
TSP056 Western corridor ring route (SH36 – Oropi Road/SH29a)	2034 - 2054	2038+	no change	
Waihi Road bridge resilience (strengthening)	2034 - 2054	2038+	no change	

8.5 APPENDIX E - CRITERIA WEIGHTING FOR PROJECT EVALUATION

The weighting of criteria used to evaluate projects was developed from the original TSOF (v1). The categories of criteria are alignment to UFTI (42%), Feasibility (45%) and the Gap impact (14% which is derived from the gap evaluation).

The individual factors within the Feasibility criteria were adjusted in TSOF v3. Changes included increasing the weighting of 'Benefits / Costs' from 14% to 25% and reducing the weighting of affordability and system enabling to 10% each to maintain the total of this category. This change was made in recognition of the current constrained funding environment and need to prioritise projects that deliver value for money. The weightings were agreed upon by the TSP Working Group and Project Management Group (PMG).

Sensitivity testing was also undertaken with different weighting applied.

Table 7 below shows a worked example on how each project was rated (0 = low impact, 3 = high impact) and the resulting option rating (100% is the highest ranking). Professional judgement and the resulting option rating identified whether each project would be progressed or discounted in the programme. The project evaluation from the previous TSOF (v2 2023) was reviewed and updated only if necessary for this TSOF update.

Initially each gap is assessed against the TSP objectives; Safety, Emissions, Accessibility, Prosperity and Sustainable Urban Growth with an even weighting of 20%. This provides an overall gap impact rating as a percentage.

This rating was translated into a 0 to 3 scale:

Table 7 - Worked Example

		Alignment to UFTI			Feasibility				
Weighting	14%	14%	14%	14%	10%	10%	25%		
Project	Gap Impact Rating	Support planned urban growth	Support urban form outcomes	Support strategic journeys	Affordability (consider staged approach)	System enabling	Benefits / Cost	Resulting Option Rating	Progress? (Yes / No)
City Centre Action and Investment Plan	2	3	3	3	2	3	2	85% (score x rating)	Yes

- If the gap was at or lower than 0.33, it is assigned the value of 1 (low impact)
- If the gap was between 0.33 and 0.66, it is assigned the value of 2 (medium impact)
- If the gap was greater than 0.66, it is assigned the value of 3 (high impact).

Each project was mapped to the gap they address giving projects a gap impact rating.

Each project was then scored in terms of UFTI and Feasibility factors from 0 to 3 as well (see table 7).

The scores for the gap impact rating, alignment to UFTI and Feasibility factors are then multiplied with the weightings to create a resulting option rating (where 100% is the highest rating).

The resulting option rating helped to identify, with professional judgement, whether each project is progressed or discounted and the preferred timing in the resulting programme.

Table 8 - TSOF Criteria

Criteria and Base Weighting	Gap impact rating (14%)	Alignment to UFTI (42%)			Feasibility (45%)		
Rating Considerations	From the gap evaluation	Support planned urban growth (14%)	Support urban form outcomes (14%)	Support strategic journeys (14%)	Affordability (10%)	System enabling (10%)	Benefits / Cost (25%)

Document Acceptance

Action	Name	Signed	Date
Prepared by	Alyssa Greaney, Charlotte Havill, Shivani Patel		02/04/2026
Reviewed by	Craig Richards		02/04/2026
Approved by	Craig Richards		06/07/2026

on behalf of Beca Ltd.

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9.7 Chipseal over Asphalt Targeted Rating Consultation**File Number: A20667205****Author: Sikander Singh, Team Leader: Transport Asset Management****Authoriser: Reneke van Soest, General Manager: Operations & Infrastructure**
Mike Seabourne, Head of Transport**PURPOSE OF THE REPORT**

1. To review the implications of retaining asphalt surfacing on residential streets where the fit-for-purpose renewal treatment would otherwise be chipseal.
2. To consider whether Council wishes to provide residents with the option of funding an enhanced level of service through a community-funded mechanism.
3. To assess the merits, risks, financial implications and implementation considerations associated with community-funded asphalt retention options compared with the current fit-for-purpose resurfacing policy.

RECOMMENDATIONS

That the City Future Committee:

- (a) Receives the report "Residential Road Resurfacing and Asphalt Retention Options".
- (b) Notes Council's longstanding fit-for-purpose resurfacing policy adopted in 2012.
- (c) Notes that retaining asphalt on local residential streets generally represents a higher level of service and additional cost beyond Council's standard renewal programme.
- (d) Notes that NZTA funding settings support fit-for-purpose renewal treatments and do not generally support higher-cost amenity-driven resurfacing options.
- (e) Notes the legal, financial, administrative, affordability and policy challenges associated with community-funded asphalt retention options.

EITHER

- (f) Confirms continuation of Council's fit-for-purpose resurfacing policy for residential road renewals (Option 1 – Recommended).

OR

- (g) Approves Council-funded asphalt retention for eligible residential streets and requests staff to identify funding options through future Annual Plan or Long-term Plan processes (Option 2)

OR

- (h) Requests staff to investigate a targeted rate funding mechanism for community-funded asphalt retention and report back to Council with funding, legal, policy and implementation considerations (Option 3)

OR

- (i) Requests staff to investigate an upfront resident contribution model for community-funded asphalt retention and report back to Council with funding, legal, policy and implementation considerations, noting that this is the preferred funding approach should Council wish to pursue a resident-funded higher level of service (Option 4)

EXECUTIVE SUMMARY

4. A significant number of residential streets across Tauranga were originally constructed with asphalt surfacing from the early 2000s. Tauranga City Council adopted a fit-for-purpose resurfacing policy in 2012 following consideration of whether road resurfacing should occur on a like-for-like basis or through engineering assessment of the most appropriate treatment.
5. Under the current policy, resurfacing treatments are selected based on asset management principles, engineering requirements, network performance and affordability rather than retaining the original surface type.
6. As asphalt residential streets reach the end of their service lives, some residents have requested that asphalt surfaces be retained due to perceived benefits including reduced noise, improved ride quality and enhanced appearance.
7. While asphalt can be delivered as a resurfacing treatment, retaining asphalt in low-volume residential streets generally represents a higher level of service than the minimum asset requirement. The additional cost associated with asphalt renewal is significant and is not currently funded within Council's transportation renewal programme.
8. In 2025/26 Council tested a resident-funded asphalt retention approach across seven residential streets involving approximately 435 properties. While residents generally supported the concept of retaining asphalt, no street achieved sufficient support to proceed once costs were understood.
9. While community-funded asphalt retention options are theoretically achievable, a number of key policy decisions would first need to be resolved. These include determining what costs would be recovered from residents, whether financing and lifecycle costs should be included, how participation thresholds would be determined, how future property owners would be treated, and how eligibility criteria would be applied. These matters would require further policy development and Council direction before any funding mechanism could be implemented.
10. The issue discussed in this paper is if the asphalt level of service is desired, and how this level of service should be funded as these roads reach the end of their surfacing life and require renewal through Council's maintenance and renewal programme.

BACKGROUND

11. In 2012 Council considered whether roads should continue to be resurfaced on a like-for-like basis or whether resurfacing treatments should be selected using a fit-for-purpose approach.
12. Following this review, Council adopted a fit-for-purpose resurfacing policy whereby engineering assessment determines the most appropriate surface treatment based on operational and asset management requirements.
13. This policy recognised that:
 - (a) Available transport funding should achieve the greatest network benefit.
 - (b) Treatment selection should be based on future requirements rather than historical construction materials.
 - (c) Like-for-like replacement is not always necessary.
14. As a result, many existing asphalt residential streets reaching renewal age are now resurfaced with chipseal where engineering assessments determine this is an appropriate treatment. This approach remains consistent with current asset management practice.
15. In 2025/26 Council investigated whether residents could contribute towards the additional cost of retaining asphalt surfacing rather than receiving the standard fit-for-purpose renewal treatment.
16. Approximately 435 property owners across seven streets were offered the opportunity to contribute towards asphalt retention. Although residents expressed interest in retaining asphalt, only 35 responses were received from approximately 435 property owners

contacted, with fewer than ten residents indicating a willingness to contribute financially. No street achieved sufficient participation to proceed.

17. The trial highlighted both the challenges associated with affordability and the significant administrative effort required to investigate, communicate, consult and administer community-funded resurfacing options.

STATUTORY CONTEXT

18. The Local Government (Rating) Act 2002 allows councils to apply targeted rates where costs can be allocated to a specific group of benefiting properties.
19. Any targeted rating mechanism would need to:
 - (a) Comply with the Local Government (Rating) Act 2002.
 - (b) Align with Council's Revenue and Financing Policy.
 - (c) Demonstrate a clear relationship between the benefit received and the rate charged.
 - (d) Be incorporated into future rating resolutions and Long-term Plan or Annual Plan processes as required.
20. Given the relatively unique nature of using targeted rates to fund an enhanced road surfacing level of service, legal review would be required before implementation
21. Any community-funded asphalt retention option would require further legal, financial and policy assessment before implementation.
22. This may include consideration of cost recovery methodologies, Revenue and Financing Policy requirements, participation thresholds and compliance with relevant legislation.
23. These matters would require further analysis and Council policy direction prior to implementation.:

STRATEGIC ALIGNMENT

24. This contributes to the promotion or achievement of the following strategic community outcome(s):

	Contributes
We are an inclusive city	✓
We value, protect and enhance the environment	✓
We are a well-planned city that is easy to move around	✓
We are a city that supports business and education	☐
We are a vibrant city that embraces events	☐

This proposal supports Council's strategic objective of providing fit-for-purpose infrastructure while enabling communities to influence local service levels and funding choices. It also promotes sustainable investment decisions and responsible allocation of limited transport funding.

ASSET MANAGEMENT CONSIDERATIONS

25. Council's current resurfacing approach is based on the following principles:
 - (a) Fit-for-purpose asset management.
 - (b) Engineering-based treatment selection.
 - (c) Optimisation of available funding.
 - (d) Maximising network outcomes across the city.

26. Asphalt is not required on every residential street for engineering purposes. Treatment selection should continue to be determined through engineering assessment considering:
- (a) Pavement condition.
 - (b) Traffic volumes.
 - (c) Heavy vehicle movements.
 - (d) Turning movements.
 - (e) Parking activity.
 - (f) Road width and geometry.
 - (g) Urban operating environment.
27. While asphalt may remain appropriate in some locations, retaining asphalt in low-volume residential streets generally represents a higher level of service rather than a minimum asset requirement.
28. NZTA funding principles have historically supported fit-for-purpose renewal treatments rather than higher-cost amenity-based resurfacing options.
29. Council is currently trialling several alternative surfacing treatments as potential options between traditional chipseal and full asphalt resurfacing. These include products such as Jet Black, SteelGuard, Microsurfacing, EnviroShield and Fibredec.
30. These treatments aim to improve surface appearance, ride quality and overall customer experience while maintaining a fit-for-purpose asset management approach. At present, most of these treatments are more expensive than standard chipseal and have therefore been limited to trial applications.
31. The long-term viability of these treatments will depend on their performance, durability, whole-of-life costs and customer outcomes. If trials prove successful and greater volumes are adopted across the network, there may be opportunities for costs to reduce through economies of scale and increased market competition.
32. NZTA supports innovation and surfacing trials where they contribute to improved asset management practices and industry learning. The outcomes, performance results and case studies from these trials are intended to be shared with the wider transport industry to support future decision-making and the adoption of best-practice surfacing solutions.
33. Should Council wish to adopt alternative surfacing treatments that exceed the cost of service level of standard chipseal, the same funding principles discussed in this report would apply, including consideration of how any additional costs are funded.

OPTIONS ANALYSIS

34. **Option 1: Status Quo – Continue with Chipseal as Standard Practice (Recommended)**

(a) Description

Continue resurfacing local residential streets using chipseal where it is the most appropriate fit-for-purpose treatment under current asset management practices.

- (b) The advantages of continuing with chipseal as the standard practice are that it remains consistent with Council's 2012 resurfacing policy, represents the lowest cost option, aligns with NZTA funding principles, enables more roads to be renewed each year, maximises network value from available budgets, and is simple to administer.
- (c) The disadvantages are that some existing asphalt streets would be converted to chipseal, which may result in reduced ride quality compared with asphalt, increased road noise, loose chip during the bedding-in period, ongoing resident dissatisfaction in some locations, and a perceived reduction in level of service.

(d) Cost

No additional cost to Council.

35. Option 2: Council-Funded Asphalt for All Eligible Residential Streets

(a) Description

Council funds the full cost of like-for-like asphalt replacement whenever asphalt residential streets are renewed.

- (b) The advantages of Council funding asphalt for all eligible residential streets are that it would retain existing asphalt surfaces, likely improve resident satisfaction, provide improved ride quality, reduce traffic noise, avoid loose chip during the bedding-in period, and maintain the existing perceived level of service.
- (c) The disadvantages are that it would significantly increase renewal costs, including sunk project administration costs whether individual projects proceed or not, and would be funded through general rates. It would also reduce affordability across the wider network, result in fewer roads being renewed within available budgets, potentially require increased rates or borrowing, create possible rates-capping implications, and reduce alignment with fit-for-purpose asset management principles.

(d) Cost

Indicative resurfacing costs:

Chipseal: approximately \$8–\$15 per m².

Asphalt: approximately \$40–\$80 per m².

This represents an increase of approximately four to five times the cost of chipseal.

Indicative resurfacing costs are approximately \$12/m² for chipseal and \$60/m² for asphalt, meaning asphalt can cost around five times more than chipseal.

As an illustrative example, the current resurfacing programme includes approximately 12 km of existing asphalt roads programmed to be renewed with chipseal under the fit-for-purpose approach. Based on typical residential road widths and current market rates, retaining asphalt on these roads could increase annual resurfacing costs by approximately \$4-5 million.

This would increase the annual resurfacing programme from approximately \$10 million to \$14-15 million, representing an increase of around 40-50%. The additional cost would need to be funded through increased rates, additional borrowing, or the reprioritisation of other transport renewal activities.

Actual costs will vary depending on programme scope, road widths, treatment requirements and market rates at the time of delivery.

36. Option 3: Community-funded Asphalt Retention via Targeted Rate

(a) Description

Council continues funding the fit-for-purpose chipseal cost, while residents fund the additional cost required to retain asphalt through a targeted rate applied to benefiting properties.

A viable funding mechanism would need to be developed in conjunction with Finance and Legal teams.

- (b) The advantages of a community-funded asphalt retention option through a targeted rate are that it would provide residents with a choice, align with previous Council acknowledgement that communities may fund higher levels of service, limit cost impacts on the wider ratepayer base, allow retention of neighbourhood amenity, retain Council's fit-for-purpose asset management approach while enabling an enhanced level of service, and reduce pressure on transport renewal budgets.

- (c) The disadvantages are that a funding mechanism has not yet been established, there would be administrative complexity and collection requirements, legal and rating considerations would need to be resolved, affordability may be a concern for some households, equity concerns could arise between neighbourhoods, and the approach may have implications under future rates-capping legislation.

(d) Cost

- Indicative additional asphalt cost: approximately \$1.4 million average per year.
- Estimated benefiting properties: approximately 180–360 properties.
- Indicative contribution: approximately \$4,000–\$8,000 per property.
- Assuming recovery over 20 years (typical AC surface life on residential street): approximately \$200–\$400 per property per year.
- Actual charges would depend on property numbers, financing arrangements and the final design scope.

For the purposes of this assessment, the targeted rate examples have been developed using the additional asphalt capital cost relative to chipseal together with indicative assumptions regarding financing costs, asset life and ongoing maintenance costs. The modelling does not include future utility reinstatement costs, third-party reinstatement obligations, or a detailed net present value assessment of all lifecycle cost differences. These matters would require further analysis if Council wished to progress this option.

The targeted rate examples presented in this report are indicative only and are based on a number of assumptions including asset life, financing costs, maintenance costs, subsidy levels and participation rates. Any future funding mechanism would require further detailed financial modelling and Council approval.

(e) Additional Considerations

Implementation would require:

- Legal review.
- Development of funding and recovery mechanisms.
- Potential amendments to Council funding policies.
- Ongoing administration and monitoring.
- Costs associated with developing the scheme would be incurred before resident commitment is confirmed.

Additional policy decisions would also be required regarding:

- whether eligibility is limited to future renewal programmes or whether previously converted streets could be considered;
- how benefiting properties are defined;
- the participation threshold required before a project proceeds;
- the geographic extent of any targeted rate area; and
- how future requests for enhanced levels of service on other streets would be managed.

The scale of participation and eligibility criteria adopted by Council would directly influence the affordability, administration requirements and overall budget impact of any future programme.

37. Option 4: Community-Funded Asphalt Retention Via Upfront Contribution

(a) Description

Council funds the equivalent chipseal treatment while residents pay the additional asphalt cost through a one-off upfront contribution before works commence.

- (b) The advantages of a community-funded asphalt retention option through an upfront contribution are that it would provide a simple funding arrangement, avoid the need for ongoing targeted rate administration, create no future obligations attached to the property, avoid ongoing impacts on rating mechanisms, and provide a clear beneficiary-pays approach.
- (c) The disadvantages are that it would require a significant upfront payment, likely result in lower participation rates, create affordability barriers for many residents, require legal agreements and administration processes, involve Council incurring costs before participation is confirmed, and create a risk that residents may withdraw once actual costs are known.

(d) Cost

Based on current assumptions approximately \$4,000–\$8,000 per property payable upfront.

(e) Additional Considerations

Council would need to undertake:

- Investigations.
- Property owner engagement.
- Communications and consultation.
- Cost estimation.
- Legal review.
- Administrative setup.

- 38. These costs are generally incurred before determining whether sufficient resident support exists to proceed.
- 39. Should residents choose not to proceed, these costs remain a Council expense and are generally not recoverable through resident contributions or NZTA funding.
- 40. Recent experience demonstrated that significant staff effort and cross-Council coordination was required to investigate resident-funded asphalt retention, however no streets ultimately progressed. This experience indicates a risk that Council may incur investigation, consultation, legal and administration costs without a physical resurfacing project ultimately proceeding.
- 41. While the upfront contribution option presents affordability and participation risks, it is considered more straightforward to administer than a targeted rate model and avoids many of the long-term policy, rating and collection issues associated with targeted rates.
- 42. If Council wishes to further explore resident-funded asphalt retention in the future, this option may warrant consideration through a future Long-term Plan process.
- 43. If Council wished to pursue either a targeted rate or resident-funded contribution model, additional policy direction would be required regarding:
 - (a) the participation threshold required before a project proceeds (for example unanimous support, super-majority support, or simple majority support);
 - (b) how non-participating properties would be treated;
 - (c) responsibility for financing and interest costs;
 - (d) how obligations would transfer to future property owners;
 - (e) eligibility criteria and scheme boundaries; and
 - (f) the treatment of future requests for enhanced service levels.

These matters would likely require development of a formal policy framework for Council

consideration prior to implementation.

44. While not recommended ahead of the existing fit-for-purpose approach, the upfront contribution model is considered more practical than a targeted rate mechanism. It avoids many of the long-term rating, financing and administration complexities associated with targeted rates and would be the preferred funding approach should Council wish to offer residents a community-funded higher level of service.

COMBINED OPTION ANALYSIS

Assessment criteria	Option 1 Status Quo	Option 2 Council Funded Asphalt	Option 3 Targeted Rate	Option 4 Upfront Contribution
Policy and funding alignment	Strong	Weak to Moderate	Moderate	Moderate
Network affordability	High	Low	Moderate	Moderate
Resident amenity and satisfaction	Low	High	High (if supported)	High (if supported)
Equity considerations	High	Low	Moderate	Moderate
Implementation complexity	Low	Moderate	High	Medium
Financial risk to Council	Low	High	Medium-High	Medium-High
Risk of unrecoverable costs	Low	Low	Medium	High
Policy Framework Required	No	No	Yes	Yes
Overall assessment	Recommended	Not recommended	Significant complexity	Significant upfront risk

FINANCIAL CONSIDERATIONS

45. The current transport renewal programme is funded on the basis of fit-for-purpose treatments.
46. Retaining asphalt across residential streets would require funding above existing programme budgets.
47. The key funding question is whether:

- (a) The additional cost should be funded by all ratepayers; or
 - (b) The additional cost should be recovered from benefiting communities.
48. Should Council wish to pursue a community-funded option, a viable funding mechanism would need to be developed and legally reviewed before implementation.
49. Previous investigations involving approximately 435 properties across seven streets required support from Transport, Communications, Finance, Legal, Customer Services, Governance and Digital Services teams.
50. Activities included:
- (a) Funding model development.
 - (b) Property owner communications.
 - (c) Community engagement.
 - (d) Customer enquiry management.
 - (e) Legal review.
 - (f) Financial administration processes.
 - (g) Programme management and reporting.
51. These activities generated programme costs before there was certainty that residents would proceed with the asphalt option. Where sufficient support is not achieved, these costs remain a Council expense and are generally not recoverable through resident contributions or NZTA funding.
52. Community-funded options may also introduce financing costs where Council funds construction upfront and recovers costs over time. Responsibility for financing and interest costs would need to be determined as part of any future funding framework.
53. A further consideration is that community-funded options may require expenditure on investigations, consultation, communications, legal review, funding model development and programme administration before sufficient resident support is confirmed. Where a proposal does not proceed, these costs remain a Council expense and are generally not recoverable through resident contributions or NZTA funding. At this stage it is not possible to accurately quantify the annual budget impact, as this will depend on the number of participating streets, the funding mechanism adopted, participation thresholds, financing arrangements and the final policy settings approved by Council.
54. The annual financial impact of any community-funded asphalt retention programme would depend on the number of participating streets and properties. In addition to construction costs, Council would incur programme development, consultation, legal, financial administration and ongoing management costs, many of which would be incurred irrespective of whether individual schemes ultimately proceed.

RISKS AND LEGAL IMPLICATIONS

RISK	DISADVANTAGES
Financial Risk	Asphalt significantly increases renewal costs. If funded through rates they may potential be included in any rates cap introduced by central government, reducing budget in other areas.
Equity Risk	Different communities may receive different service levels

Legal Risk	Funding mechanism must comply with rating and funding legislation
Affordability Risk	Additional costs may impact some households
Implementation Risk	Funding mechanism requires further development (will require upfront legal budget)
Expectations Risk	Similar requests could arise for other infrastructure upgrades
Unrecoverable Cost Risk	Council may incur investigation, consultation, legal and administration costs that cannot be recovered if sufficient resident support is not achieved
Participation Risk	Previous investigations demonstrated limited willingness by residents to fund the additional cost
Policy Risk	Additional policy decisions would be required regarding eligibility, participation thresholds, cost recovery and future obligations.
Lifecycle Cost Risk	The long-term maintenance, renewal and reinstatement implications of retaining asphalt would need to be determined before implementation.
Programme Delivery Risk	Consultation, participation thresholds and funding arrangements may impact the timing of the wider renewal programme.
Financing Risk	Responsibility for financing costs and interest charges would need to be established where costs are recovered over multiple years.
Precedent Risk	Approval of community-funded asphalt retention may create expectations for similar funding arrangements relating to footpaths, street lighting, landscaping, traffic calming and other infrastructure enhancements

TE AO MĀORI APPROACH

55. The recommendation aligns with Council's Te Ao Māori approach by supporting responsible stewardship of the transport network and the sustainable use of public resources for the benefit of current and future communities. The matter does not directly affect Māori land, sites of significance, cultural heritage, or specific mana whenua interests. If Council resolves to pursue a community-funded asphalt retention option, future engagement should be inclusive and accessible, including opportunities for mana whenua and Māori communities to provide feedback where relevant.

CLIMATE IMPACT

56. The recommendation has no material impact on Council's climate objectives. Both asphalt and chipseal require energy and materials for manufacture and installation. The fit-for-purpose approach seeks to optimise the use of resources and maintain infrastructure in a cost-effective manner while continuing to meet asset performance requirements.

CONSULTATION / ENGAGEMENT

57. Should Council wish to explore a community-funded asphalt retention option, consultation should seek feedback on:
- (a) Resident preference for asphalt or chipseal.
 - (b) Willingness to contribute financially.
 - (c) Preferred funding mechanisms.
 - (d) Perceived fairness and affordability.

SIGNIFICANCE

58. The Local Government Act 2002 requires an assessment of the significance of matters, issues, proposals and decisions in this report against Council's Significance and Engagement Policy. Council acknowledges that in some instances a matter, issue, proposal or decision may have a high degree of importance to individuals, groups, or agencies affected by the report.
59. In making this assessment, consideration has been given to the likely impact, and likely consequences for:
- (a) the current and future social, economic, environmental, or cultural well-being of the district or region
 - (b) any persons who are likely to be particularly affected by, or interested in, the matter.
 - (c) the capacity of the local authority to perform its role, and the financial and other costs of doing so.
60. In accordance with the considerations above, criteria and thresholds in the policy, it is considered that the matter is of medium significance.

ENGAGEMENT

61. Taking into consideration the above assessment, that the matter is of medium significance, officers are of the opinion that no further engagement is required should Council choose to continue with the current fit-for-purpose resurfacing policy (Option 1). Further consultation and engagement would be required should Council wish to progress any of the alternative funding options identified in this report.

CONCLUSION

62. Historical Council decisions, NZTA funding principles and current asset management practice support a fit-for-purpose resurfacing approach as the most cost-effective and sustainable method for managing the transport network.
63. While asphalt may continue to be appropriate in some locations based on engineering assessment, widespread retention of asphalt in residential streets generally represents a higher level of service rather than a minimum asset requirement.
64. Community-funded options such as targeted rates and upfront resident contributions could theoretically provide a mechanism for retaining asphalt surfaces. However, both options introduce legal, financial, policy and administrative complexity and require investment in consultation, programme development and administration before community commitment is confirmed.

65. Recent investigations involving approximately 435 properties across seven streets demonstrated limited willingness to pay for asphalt retention, with no streets progressing despite significant engagement and staff effort.
66. Accordingly, continuation of Council's existing fit-for-purpose resurfacing policy remains the most affordable, practical and sustainable option for managing residential road renewals across the city.
67. Should Council wish to provide residents with an opportunity to retain asphalt surfaces in the future, an upfront resident contribution model is considered a more practical option than a targeted rate mechanism. However, significant policy, legal, financial and implementation matters would still require further consideration and should be addressed through a future Long-term Plan process before any such scheme could be implemented.

NEXT STEPS

68. If Council confirms continuation of the current fit-for-purpose resurfacing policy, staff will continue to apply engineering-based treatment selection through the transport renewal programme, with no further consultation required.
69. Staff will continue to monitor the performance, cost and customer outcomes of alternative surfacing treatments currently being trialled, including their potential role as options between standard chipseal and full asphalt resurfacing.
70. If Council directs staff to further investigate a Council-funded or community-funded asphalt retention option, staff will undertake the necessary legal, financial, policy and implementation analysis and report back to Council.
71. Any future resident-funded option would require further Council direction on key policy settings, including eligibility criteria, participation thresholds, benefiting properties, cost recovery, funding mechanisms and treatment of future requests.
72. If Council wishes to progress a resident-funded option, this should be considered through a future Annual Plan or Long-term Plan process to allow for appropriate consultation, funding decisions and policy development.

ATTACHMENTS

Nil

9.8 City Waters Planning Update

File Number: A20660686

Author: Claudia Hellberg, Team Leader: City Waters Planning

Authoriser: Reneke van Soest, General Manager: Operations & Infrastructure

PURPOSE OF THE REPORT

1. Provide general update on waters planning projects.

RECOMMENDATIONS

That the City Future Committee:

- (a) Receives the report "City Waters Planning Update",
 - (b) Future waters planning updates will be incorporated in the "Quarterly Growth, Land Use Planning & Transport Strategic Projects Update".
-

EXECUTIVE SUMMARY

2. City Waters Planning is progressing a comprehensive programme of water supply, wastewater and stormwater projects to ensure Tauranga's infrastructure can accommodate growth, improve resilience, maintain levels of service and meet regulatory obligations. All projects are included within Long-Term Plan (LTP) planning programmes and are currently being reviewed as part of the development of the Water Service Strategy. A revised prioritised programme, including updated cost estimates and delivery timing, is nearing completion.

Water Supply

3. Key water supply planning projects remain focused on securing future capacity and resilience across the city's growth corridors.
4. Re-consenting of the Joyce and Oropi water takes is underway, with the application currently being processed by Bay of Plenty Regional Council.
5. In the Eastern Corridor, updated modelling has identified Coastal Water Trunk Main Stage 1 as more urgent than previously anticipated, with part of the project likely required within the next five years. Planning has also confirmed the need for additional storage infrastructure, including a second 10ML clear water tank at Waiāri, while some major projects including the Mount Industrial Reservoir and Coastal Water Trunk Main Stage 2 have been deferred to align with longer-term demand.
6. The Western Corridor strategy continues to guide servicing of future growth areas including Tauriko West, Keenan and Upper Belk.
7. Investigations into additional storage capacity in the Cambridge area also continue to support western intensification growth.

Wastewater

8. Wastewater planning is focused on servicing planned urban growth and optimising investment.
9. In the Eastern Corridor, current projects in Wairakei remain necessary to service already-zoned growth, while future servicing strategies for Te Tumu continue to be evaluated. A more detailed update can be found in the Te Tumu Planning Update on the agenda.

10. In the Western Corridor, studies are assessing both network upgrades and alternative decentralised treatment options to accommodate forecast growth while managing significant downstream infrastructure costs.
11. The Carmichael Road project has reached feasibility stage, identifying an integrated three waters and roading solution that enables existing properties currently reliant on septic systems to connect to the public wastewater network while also supporting future development. Next steps include engagement with residents, Kāinga Maha (large developer in the area) and other stakeholders.
12. For the Newton Street and Hewletts Road catchment, a revised preferred solution involving additional pump station storage and targeted upgrades has significantly reduced the cost and complexity of the previously proposed gravity main replacement.

Stormwater

13. Stormwater investment remains focused on reducing flood risk, improving network performance, supporting growth and enhancing water quality. Several projects under the Integrated Stormwater Programme are being reactivated for delivery.
14. The Network Capacity Upgrade Programme has completed citywide assessments and is advancing approximately 30 priority projects into feasibility design.
15. Water quality initiatives are progressing across multiple catchments to address freshwater management requirements and consent compliance.
16. Stormwater Management Plans are being implemented in key growth and intensification areas, with a number of flood mitigation projects progressing through feasibility and design phases.
17. Significant planning continues for strategic projects including Stormwater Pond 12B, the Kaituna Overflow and updates to Comprehensive Stormwater Consent catchment management plans.
18. The Kaituna Overflow remains critical long-term enabling infrastructure for Te Tumu development, although opportunities are being explored to support initial growth while reducing overall project costs.
19. Development of the Freshwater Management Tool is also nearing completion and will provide a stronger evidence base for future water quality and catchment management decisions.
20. Overall, City Waters Planning is advancing a substantial programme of infrastructure planning that balances growth, resilience, environmental stewardship and regulatory compliance. As projects progress from planning into design and implementation, updated investment priorities and delivery programmes will be presented through the upcoming LTP and Water Service Strategy processes.

BACKGROUND

21. City Waters Planning is working on a range of projects to address current and future issues in our water supply, wastewater and stormwater networks. The biggest driver for upgrades and investments is growth. Other drivers like resilience and maintaining/improving levels of service are very often linked or incorporated into growth projects.
22. All these projects are LTP funded and have associated planning budgets this financial year. A review of the project list and timing is carried out every three years with new population forecasts as part of the LTP review. A review has been carried out to re-prioritise projects and develop a revised forward works programme for the upcoming LTP/ Water Service Strategy. This review is currently being finalised and a complete picture of the revised implementation plan (including revised cost estimates) will be available in the next couple of weeks.

23. This report provides an overview of key projects currently planned. After the planning stage projects will move into design, undertake value for money assessment and initiate implementation. Progress and performance on projects in these phases are being reported to council through the City Delivery Committee
24. Where relevant, projects are coordinated with other activity areas, notably Transport and Spaces and Places.

WATER SUPPLY PROJECTS

Water take re-consenting

25. The Joyce and Oropi water take consents expire in October 2026 and are due for re-consenting. The consent application has been lodged on the 6th of March 2026. The Waiāri consent expires in 2044.
26. The consent application is currently being processed by BOPRC. A request for further information has been responded to. The next step is for BOPRC to make a decision on notification.
27. While the consent is being processed by BOPRC discussions with Tangata whenua partners are ongoing.

Western Corridor water supply study

28. The purpose of this study is to identify the preferred trunk network, including reservoir sites to service the western growth area. This area includes Tauriko West, Lower and Upper Belk, Keenan, Joyce and Merrick Road, all of which will be serviced from the existing Joyce Road Water Treatment Plant. (Figure 1).

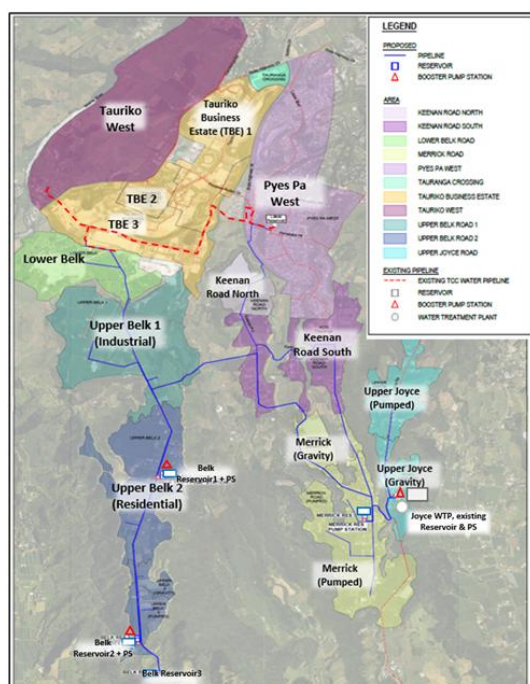


Figure 1: Western Corridor Development Strategy Plan showing proposed Water Infrastructure.

29. The first stage is currently being implemented and will service Tauriko West and Lower Belk.
30. The updated strategy is currently being used to inform internal TCC feasibility assessments for various growth areas like Keenan Road and Upper Belk.
31. No new update for this project.

Eastern Corridor water supply study

32. The primary focus of the Coastal Corridor projects is to supply the Coastal Corridor from the Waiāri Water Treatment Plant. Currently, a significant portion of the Coastal Corridor will be

supplied from Waiāri, with the exception of the Mount and Mount Industrial area. As there are no planned changes to the Joyce WTP intake consent (contrary to what was assumed in previous LTPs), it is proposed that supplementary supply from the Joyce Water Treatment Plant continues to service the Mount and Mount Industrial areas, while also supporting growth in the Western Corridor and maintaining operational resilience.

33. Water from Waiāri feeds into the Papamoa trunk main at the Welcome Bay roundabout near Domain Road, with the long-term objective of extending this supply across the entire Coastal Corridor to Mount Maunganui. While this has been achieved temporarily through operational changes, the projects proposed in the Long-term Plan (LTP) will need to be delivered to sustain this supply arrangement over the long term and to improve network resilience during emergency events. Figure 2 illustrates the key projects that will enable this outcome.

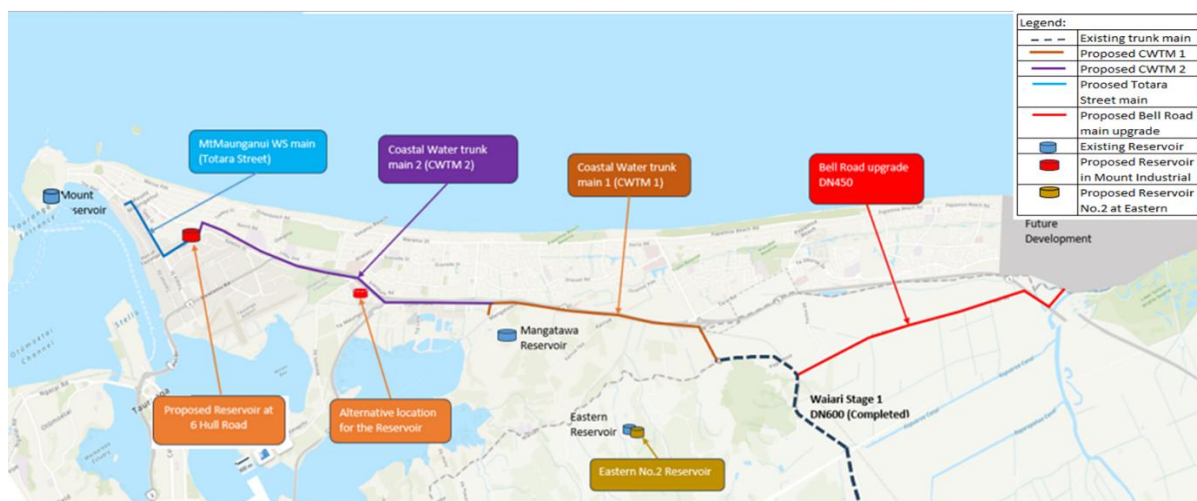


Figure 2: Eastern Corridor planned and proposed Water Supply Projects

34. The next stage of the trunk main extension, Coastal Water Trunk Main 1 (CWTM1), is the extension of Waiāri Stage 1 main from the Welcome Bay roundabout to Mangatawa. The project is currently in the design phase, with implementation programmed from 2033 onwards. However, recent hydraulic modelling indicates that this infrastructure is critical to continue the current and future supply requirements. As a result, Stage 1 of this project, extending up to Kairua Road, is expected to be required within the next five years and should therefore be brought forward for delivery.
35. The storage reservoir on Mauao requires renewal or refurbishment; however, only a like-for-like replacement can be accommodated at the existing site. To address the longer-term storage shortfall in the coastal area, a new 15 ML reservoir has been proposed in the Mount Industrial area. Potential sites are currently being investigated as part of the feasibility assessment. Since it is now possible to continue supplying the Mount and Mount Industrial area from the Joyce Water Treatment Plant under the proposed consent conditions, additional operational resilience can be achieved through a combination of supplies from the Joyce WTP, Waiāri WTP and the Oropi WTP via the harbour crossing. As a result, the need for the new reservoir has been deferred, with implementation now anticipated in the 20–30-year timeframe.
36. Coastal Water Trunk Main Stage 2 (CWTM2), which extends from Mangatawa to Mount Maunganui, is currently in the planning phase. The scope and timing of this project are closely linked to the delivery of the proposed Mount Industrial Reservoir. As the reservoir project has been deferred, CWTM2 has also been pushed out and is now anticipated to be required within the 20–30 year timeframe.
37. The upgrade of approximately 5.5 km of the Bell Road water main is growth-driven, with the timing of construction dependent on the buildout of both the Te Tumu greenfield area and the recently proposed Bell Road development area. The project will be delivered in line with development demand.

38. The coastal corridor has a long-term shortfall in storage capacity. To address this, a second 10 ML Clear Water Tank is proposed at the Waiāri Water Treatment Plant within the next 10-years. This additional storage will enhance the operational resilience of the network and provide increased capacity to meet growing downstream demand supplied from the Waiāri system.

Cambridge Reservoir No. 4

39. Additional storage to the existing Cambridge reservoirs is required. This additional storage together with pipeline upgrades to fill the reservoirs at Cambridge are critical to provide sufficient water supply capacity for intensification and infill in the western part of Tauranga (Bethlehem and Otumoetai surrounds).
40. The initial focus of this project was to identify options to utilise the existing site for additional storage. This project is in conjunction with the wider Cambridge Rd Reservoir Twin Trunk Mains Relocation & Chadwick Link project which has a total high-level estimate of approximately \$90 million.
41. The assessment of the proposed fourth reservoir at Cambridge Road has been completed, confirming that the site can accommodate an additional 6.8 ML reservoir only. However, a storage deficit would remain; therefore, planning is continuing with investigations into alternative reservoir locations in the vicinity to also enhance system resilience.
42. No new update for this project.

WASTEWATER PROJECTS

Western Corridor wastewater strategy

43. There are several planning projects underway as part of a programme to assess the capacity and future servicing upgrades needed to service the western growth area. This area includes Tauriko West, Lower and Upper Belk, Keenan, Joyce and Merrick Road.
44. The current strategy plans to connect the new growth areas to the existing Southern Pipeline via the Maleme Street and Memorial Park pump stations, however due to increases in population forecasts there are significant upgrades needed in the downstream existing trunk network for Keenan and Upper Belk which comes with significant capital costs. An alternative strategy, to connect the new areas to new decentralised wastewater treatment plant(s), is also being investigated. A core consideration for this planning work is the staging to service the various planned and potential growth areas over time.
45. Enabling work has already been implemented (and/or is currently under construction) to service the first stages of Tauriko West and Lower Belk. The current planning work focuses on what is needed for short and medium term phases, which includes the full build out of Tauriko West and the Business Estate areas plus Keenan and Upper Belk Urban Growth Areas (UGA). Long term growth areas of Merrick and Joyce will be the subject of later feasibility studies, once their overall viability is confirmed by TCC's City Planning & Growth department.
46. A progress update on this corridor study has been provided to the committee in June 2026. The next stage of work for the Western Corridor is scoping improvements that will be required for servicing of medium-term growth. This will then feed into the development of a draft servicing strategy, expected to be available by the end of December 2026 for internal review and to support engagement.
47. No new update for this project.

Eastern corridor wastewater study

48. The purpose of this study is to identify the preferred trunk network (including pump stations) to service the eastern growth area, which includes Wairakei and Te Tumu to provide a resilient network.

49. Implementation of the scheme started with the upgrade of the Opal Drive PS (commissioned) and new Wairakei pump station and rising main (design). Further network refinements are required for this initial implementation phase, which only caters for the currently zoned growth.
50. Any further growth (e.g. release of Te Tumu or new private plan change areas) will trigger additional large network upgrades in the form of Wairakei and Opal Drive rising main. These projects are still in the planning phase and budget for implementation is not in the 10-year LTP.
51. An alternative wastewater servicing strategy for Te Tumu has been undertaken and a draft report for review has been received and is subject of a separate agenda item in front of the committee.
52. It should be noted that current work underway in Wairakei is still required in some form even, if Te Tumu is being serviced by a separate wastewater scheme. Implications for the existing scheme underway in Wairakei to service the already zoned land will have to be taken into account, when deciding on the wastewater scheme for Te Tumu.
53. **Project Update:** See agenda item - Te Tumu Planning Update.

Carmichael Road

54. A number of properties at the southern end of Carmichael Road near SH2 have been asking to be upgraded to an urban standard. Currently the road has a more rural look and properties having an on-site wastewater system are not connected to the public system. Some of these private systems are failing.
55. The proximity to the Bethlehem shopping centre and large parcels of mainly pasture makes it attractive to developers.
56. There are plans for future development of an adjacent parcel of land (282 SH2 / 23 Te Paeroa Rd), with an expected population of approximately ~575 (184 units). The development of this site will require a pump station and rising main for wastewater servicing, which provides an opportunity for cost efficiencies by developing a feasibility design with a wastewater pump station to service both the Carmichael Rd properties and the proposed development at 282 SH2/23 Te Paeroa Rd.
57. Plan change 33 to the City Plan introduced a high-density zoning on these properties. The planning for an overarching growth servicing strategy to cater for all of the anticipated growth in this area has been developed.

Project update:

58. A feasibility design for the integrated three waters and roading solution was completed in March 2026.
59. The preferred wastewater servicing solution is a conventional gravity system with a central pump station and rising main, which:
 - Enables connection of the existing Carmichael Road properties currently reliant on septic tanks
 - Supports servicing of the adjacent proposed development at 282 SH2 / 23 Te Paeroa Rd
 - Provides a scalable and future-proofed solution aligned with anticipated urban growth
60. The feasibility design also integrates water supply, stormwater and roading improvements, recognising the interdependencies between these services. It is anticipated that roading improvements would be delivered alongside the waters construction programme to minimise disruption and rework.

61. Next steps:

- Continue engagement with Kāinga Maha and other stakeholders, including progression of land purchase discussions and drafting of developer agreements.
- Update and engage with residents about the preferred solution.
- Prepare inputs for 2027-2037 LTP/ Water Service Delivery funding consideration
- Progress preliminary design during FY27 to refine design, costs and delivery approach.

Newton Street & Hewletts Road Gravity Main Upgrade

62. This is a major project to address capacity issues under Hewletts Road and the railway line. It is a busy road corridor with a large amount of traffic and underground services. A range of options have been explored to minimise interruptions and project costs.
63. The preferred option, which is still subject to engagement with Tangata whenua, is to provide additional storage at the key wastewater pump stations in this area and to upgrade MacDonald Street pumpstation. This solution reduces the cost of the initially costed pipe upgrade project significantly and will be easier to implement in a staged manner. Costing and timing of project components are currently being refined and will be incorporated in the revised LTP/Water Service Strategy.
64. This project has an interface with a range of other large projects in the area, e.g. the Hewletts Road upgrade transport project, which requires ongoing communication with a range of stakeholders and these projects will influence the optioneering and programme of this project.

STORMWATER PROJECTS

65. Stormwater outcomes are delivered through several programmes as shown in the Table 1.

Table 1: Overview of stormwater programmes

Programme	Background	Key Outcomes
Integrated Stormwater Project	Set up in response to flooding in 2005. Focus on risk to life based on affordability. Two further implementation projects in LTP. Not currently funded as a standalone workstream.	• Reduce Risk to life
Reactive Reserve	Set up in 2015 to support properties that had experienced more than one flood of habitable floors within a 10 year period but were not deemed a Risk to life issue. Funding included in the 2024-2034 LTP.	• Flooding to property (previously flooded)
Stormwater Management Plans for intensification areas	These plans exist in areas with Spatial Management Plans and have a focus on both reducing existing flood risk and supporting growth. Focus on the 1% AEP events. Funding for planning, design and implementation is included in the 2024-2034 LTP.	• 1% AEP • Reduce Risk to life • Flooding to property • Flooding to infrastructure • Supporting growth • Water quality
Network Capacity Upgrades	This programme was set up to support investment in the stormwater pipe network with a focus on the 10% AEP events.	• 10% AEP • Flooding to property • Supporting growth

Programme	Background	Key Outcomes
Programme	Funding included in the 2024-2034 LTP.	LoS “requirements” (ie when pipes are renewed)
Stormwater Quality Programme	Programme set up to support water quality outcomes with an initial focus on contaminant exceedances observed in the Comprehensive Stormwater Consent process. Funding included in the 2024-2034 LTP.	- Water quality - Supports CSC compliance issues

Updates to these programmes and updates on specific projects are provided below.

Integrated Stormwater Project

66. Budgets for the Awaiti Place and Resolution Road projects have been reallocated, and these projects are in the implementation stage, ongoing updates will be provided through the City Delivery Committee.

Network Capacity Upgrade Programme

67. The City Plan performance standards for the stormwater network require any new stormwater network for primary flows to be able to convey runoff from a rainfall event which has a chance to occur once every 10 years.
68. Much of the city’s primary stormwater network needs investment to meet the City Plan levels of service requirements. The Network Capacity Upgrade programme was introduced in the 2021 – 2031 LTP with an initial focus on intensification areas like Te Papa. This programme is still in its early stage, and a prioritised work programme is currently being developed.
69. An initial identification of potential upgrades has been completed for all areas across the city. Approximately 30 potential higher priority projects are currently being taken further into feasibility design.
70. No new update for this project.

Stormwater Quality Programme

71. Key purpose of the Stormwater Quality Programme is to address new requirements of the National Policy Statement for Freshwater in the Bay of Plenty. It responds to issues identified through harbour and river/stream monitoring. Sediment is a key contaminant. Other typical urban contaminants are heavy metals like zinc and copper.
72. This programme can be further refined based on the findings of the Freshwater Management Tool as described below.
73. Options to address water quality exceedances at eight monitored locations is underway. These include sites across Mount Industrial area, Domain Road in Papamoa, Esk Street Reserve in Greerton and Coach Road in Otumoetai and sites in the Judea industrial area.
74. **Project Update:** A preferred option for Coach Drive has been identified and is currently being taken forward to a Feasibility Design. Water quality improvement opportunities along Chadwick Road have been identified and are currently being assessed for delivery as part of the Chadwick Road water main upgrade project.

Stormwater Management Plans for Intensification Areas

75. Stormwater Management Plans (SMPs) for Te Papa (CBD, Gate Pa and Greerton), Tauranga West and Mount Maunganui have been prepared to support intensification and infill in line with the Spatial Management Plans for these areas. These SMPs have a focus on resolving/minimising flooding issues to enable more growth in these areas. At the same time these plans pick up other enhancement opportunities for water quality improvements and primary network upgrades.

76. The feasibility study for a stormwater upgrade project to alleviate flooding along Cameron Road near Tauranga Girls College has been progressed to design phase.
77. A feasibility study to alleviate flooding near Cherrywood shops has been completed, but outputs are still under review. A technically viable but high-cost option was identified but is not being progressed at this stage. A further feasibility study at Brookfield Shops is nearing completion.
78. Several projects in the Greerton and Avenues/Gate Pa areas are being progressed through feasibility studies. These include a project in the Twenty First Avenue area and a series of projects through Greerton covering Morland Fox Park and Pemberton Park areas.
79. The Stormwater Management Plan for Mount Maunganui has recently been completed.
- 80. Project updates:**
81. Several potential projects are currently being explored in the Valley Road area. Modelling of pipe capacity is underway in the Mount South Stormwater Catchment.
82. Stormwater upgrades as part of the 15th Avenue/ Turret Rd Transport project are included under the Transport design scope. Additional assessment of options on Burrows Street is also being progressed.

Stormwater Pond 12B – Pyes Pa West Growth Area

83. A stormwater solution required to support a subdivision on Hastings Road, in Pyes Pa West consists of a discharge pipeline, stabilisation of an overland flow path going down an escarpment adjoining the Kopurererua valley and SH29, and an extended detention pond within the floodplain. Risk workshops have determined that stabilisation of the slope supporting the overland flowpath is required to achieve the IDC standards for infrastructure.
84. Consents have been lodged but require further design development to respond to s92 requests. The detailed design currently planned between August and October given geotechnical aspects. Works are currently planned to commence in the earthworks season starting in December 2026, subject to the consent being issued.

Waimapu Catchment Management Plan

85. The preparation of this catchment management plan is led by Ngati Ruahine and funded by MfE. TCC is acting as a partner in this project and supports it with technical studies and access to professional services.
86. The project has been ongoing for two years and a range of technical assessments have been undertaken to inform the catchment management plan.
87. The Waimapu CMP has been finalised. An online summary version is being prepared and will be presented at a future council meeting.
88. No new update for this project.

Update of existing Catchment Management Plans

89. The City has been organised into six stormwater catchments, defined primarily on the basis of receiving environments and stormwater reticulation (Figure 3). These are subject to three comprehensive stormwater consents (CSCs) (RM 66823 – Tauranga City, RM 65714 – Maranui/Mangatawa, and RM 63636 – Papamoa). These consents cover Tauranga's existing urban area.

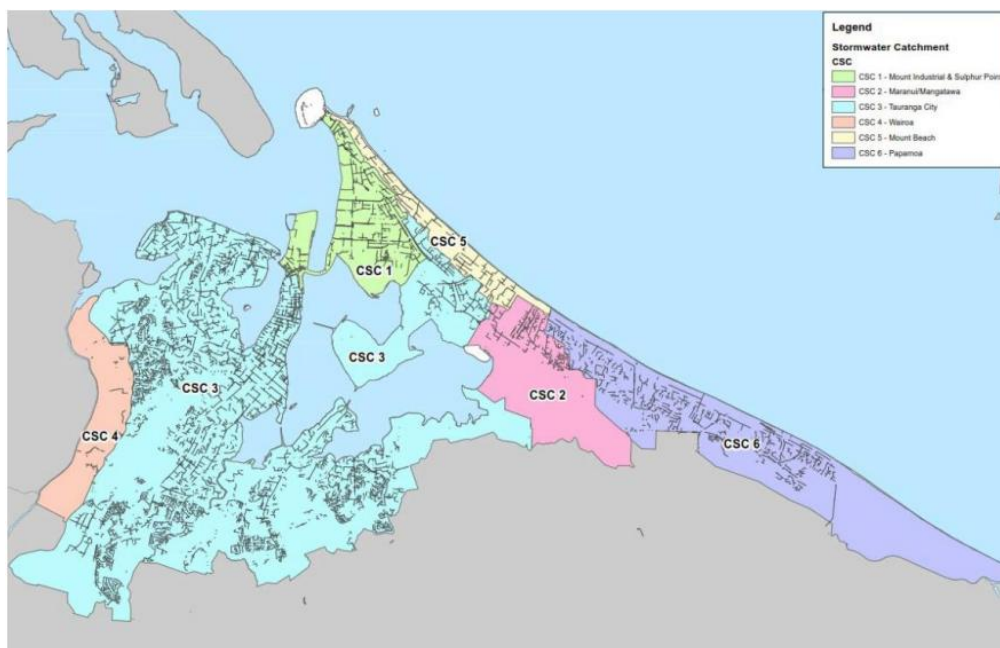


Figure 3: Tauranga City stormwater catchments (Tauranga City (66823): CSC 1, 3, 4, and 5, Maranui/Mangatawa (65714): CSC 2, and Papamoa (63636): CSC 6)

90. The catchment management plans supporting these existing CSCs are per condition to be reviewed on a five yearly basis, which is currently underway.
91. No new update for this project.

Kaituna overflow

92. The Kaituna overflow is a proposed stormwater channel to allow excess floodwater in Papamoa, Wairakei and Te Tumu to spill into the Kaituna River rather than flood the community. Planning for a flood relief overflow on the coast has been ongoing since the 1990s, and in 2008 the Kaituna overflow was consented through the Papamoa Comprehensive Stormwater Consent (CSC). The channel is required to be constructed as part of the development of Te Tumu. It will be integrated into the development to provide amenity and recreational values as well as flood management.
93. Preliminary design of the overflow has been undertaken to understand the scale and costs of the required infrastructure. This includes an increase in scale from the original concept to cater for increased development and climate change. The revised cost estimate is about \$79million.
94. While the discharge from the overflow has been consented as part of the Papamoa CSC, the construction of the overflow itself still needs to be consented. Further work is underway to prepare the application and to ensure sufficient technical assessments are available to underpin the consent application. It is anticipated to have this application ready in line with the Structure Plan for Te Tumu, it is key enabling infrastructure to open development.
95. **Project update:** Recent discussions with key landowners have focused on identifying opportunities to enable initial growth without reliance on the Kaituna Overflow, although this infrastructure will still be required in the medium to long term. In parallel, a separate workstream is investigating opportunities to reduce the cost of the Kaituna Overflow project by refining its scope to the core elements necessary to meet the conditions of the Comprehensive Stormwater Consent. For further details see agenda item - Te Tumu Planning Update

Freshwater Management Tool

96. The freshwater management tool is a suite of integrated models to simulate hydrological flows and water quality. The purpose of this tool is to provide TCC with a good understanding of its catchments and is able to test and respond to legislative changes under the National Policy Statement for Freshwater Management and associated consent requirements.
97. The tool has been set up and has been peer reviewed. Water quality scenarios have been run and the set up and results are currently being reviewed internally and by external peer reviewers. The results of these scenarios will be used to support future decision making for water quality and quantity interventions.
98. Results will be shared with the committee at a later date.
99. No new update for this project.

STATUTORY CONTEXT

100. Water supply, wastewater and stormwater services are core functions under the Local Government Act. Projects described in this report are related to these.
101. Potential environmental impacts of projects are regulated under Resource Management Act and associated National Policy Statements (NPS) like the NPS for Urban Development and Freshwater Management. Planning of individual projects includes the assessment of potential environmental effects.
102. The re-consenting of the existing water takes and compliance under the Comprehensive Stormwater Consent are specifically driven by regulatory matters.

STRATEGIC ALIGNMENT

103. This contributes to the promotion or achievement of the following strategic community outcome(s):

	Contributes
We are an inclusive city	☐
We value, protect and enhance the environment	☒
We are a well-planned city that is easy to move around	☒
We are a city that supports business and education	☐
We are a vibrant city that embraces events	☐

104. Water supply, wastewater and stormwater are core services for a well-functioning city. It is important to maintain or improve the existing level of service, while providing for growth in the city and minimising negative environmental effects.

OPTIONS ANALYSIS

105. An options analysis is being carried out for individual capital works projects and will be presented to council as necessary or requested.

FINANCIAL CONSIDERATIONS

106. Projects presented in this overview are all part of the LTP.

RISKS AND LEGAL IMPLICATIONS

107. Individual projects have their specific risk register and risks are managed as identified in the risk register.

TE AO MĀORI APPROACH

108. The Water supply, wastewater and stormwater 30-year Infrastructure Strategies acknowledge Te Ao Māori and outline key aspects, which should be considered for the planning of water services in the city. These are being incorporated as appropriate for individual projects.

CLIMATE IMPACT

109. Natural Hazard risks, which are exacerbated by climate change, are a core consideration for each planning project and opportunities to increase the resilience of our assets are being explored.
- Shortlisted options of capital works projects are being assessed against their carbon footprint and this information is informing the decision making on the preferred option.

CONSULTATION / ENGAGEMENT

110. An engagement plan is prepared for each project and may involve large stakeholder involvement depending on the project. Where practical, projects are bundled together for engagement purposes for efficient use of external stakeholders' time.

SIGNIFICANCE

111. The Local Government Act 2002 requires an assessment of the significance of matters, issues, proposals and decisions in this report against Council's Significance and Engagement Policy. Council acknowledges that in some instances a matter, issue, proposal or decision may have a high degree of importance to individuals, groups, or agencies affected by the report.
112. In making this assessment, consideration has been given to the likely impact, and likely consequences for:
- (a) the current and future social, economic, environmental, or cultural well-being of the district or region
 - (b) any persons who are likely to be particularly affected by, or interested in, the matter.
 - (c) the capacity of the local authority to perform its role, and the financial and other costs of doing so.
113. In accordance with the considerations above, criteria and thresholds in the policy, it is considered that the matter is of high significance, however this report provides an overview only and no decisions is required.

ENGAGEMENT

114. Taking into consideration the above assessment, that the matter is of high significance, but this report only provides an overview, officers are of the opinion that no further engagement is required prior to Council making a decision.

NEXT STEPS

115. Waters planning updates will be provided to the committee on a regular basis.

ATTACHMENTS

Nil

9.9 Te Tumu Planning Update

File Number: A20695073

Author: Brad Bellamy, Principal Planner (Structure Planning)
Andrew Mead, Head of City Planning & Growth

Authoriser: Christine Jones, General Manager: Strategy, Partnerships & Growth

Please note that this report contains confidential attachments.

Public Excluded Attachment	Reason why Public Excluded
Item 9.9 - Te Tumu Planning Update - Attachment 1 - Confidential Attachment 1 - Te Tumu Negotiations Update - CF Committee Meeting - 18 August 2026 PDF_1	s7(2)(i) - The withholding of the information is necessary to enable Council to carry on, without prejudice or disadvantage, negotiations (including commercial and industrial negotiations).

PURPOSE OF THE REPORT

1. To provide an update on the Te Tumu programme, including resource management reform, negotiations, infrastructure investigations and the implications for infrastructure investment and housing delivery.

RECOMMENDATIONS

That the City Future Committee:

- (a) Receives the report "Te Tumu Planning Update" and notes the updates provided on the various Te Tumu workstreams.
- (b) Approves **Attachment 1** remains in public excluded until such time as the negotiations have concluded and signed agreements fully approved by all parties are in place.

EXECUTIVE SUMMARY

2. This report provides an update on the Te Tumu planning programme following the Committee's decisions in March 2026. It outlines progress on key workstreams that will influence the future planning, servicing and delivery of Te Tumu, including resource management reform, negotiations on various matters with landowners, technical investigations into stormwater and wastewater servicing, and infrastructure investment planning.
3. Since the Committee last considered Te Tumu, the Environment Select Committee has reported back on the Planning Bill and Natural Environment Bill. While implementation timeframes have changed and the Bills continue to progress through Parliament, the recommended amendments do not materially alter the planning pathway previously endorsed by Council. Te Tumu remains well positioned to progress through the proposed new planning framework.
4. Significant work has also continued on the key dependencies required to enable development within Te Tumu. Negotiations relating to infrastructure corridors and the active reserve have expanded and new governance arrangements have been established to support these discussions. At the same time, investigations into stormwater and wastewater

servicing are seeking opportunities to reduce the cost and timing of enabling infrastructure while maintaining appropriate long-term servicing outcomes.

5. Collectively, these workstreams are intended to provide a more robust basis for future statutory planning, infrastructure investment and housing delivery decisions. They will also inform preparation of the draft Long-Term Plan and Water Services Strategy by improving understanding of the infrastructure required to enable development, the timing of that investment, and the respective funding and delivery responsibilities of Council, the future Water Organisation, developers and other infrastructure providers.
6. While important work remains, the current programme is progressively reducing uncertainty around the future development of Te Tumu and positioning Council to make informed decisions on planning, infrastructure investment and future growth as the new planning system is implemented.

BACKGROUND

7. Te Tumu is a key future urban growth area for Tauranga and is identified as a Priority Development Area in the SmartGrowth Strategy. The area plays an important role in meeting the city's long-term housing and business land needs and remains a strategic focus for future urban development within the eastern corridor.
8. At its meeting on 31 March 2026, the City Future Committee confirmed Council's continued commitment to enabling urban development within Te Tumu and endorsed the emerging resource management reform framework as the preferred statutory planning pathway for future urban zoning. The Committee also confirmed that Council would not seek an exemption to progress a Council-initiated plan change under the Resource Management Act 1991 (**RMA**) at that time, while noting that alternative statutory pathways remained available to landowners.
9. The Committee also directed staff to continue the wider Te Tumu programme, including structure planning, technical investigations, engagement with tangata whenua and landowners, negotiations relating to key infrastructure corridors, and monitoring of resource management reform. These workstreams are interrelated, with progress on one influencing the timing, cost and delivery of others.
10. Since March 2026, the Environment Select Committee has reported back on the Planning Bill (**PB**) and Natural Environment Bill (**NEB**), negotiations have continued, and further investigations have progressed into stormwater and wastewater servicing options. This work is occurring alongside preparation of the draft 2027–37 Long-term Plan (**LTP**) and Water Services Strategy (**WSS**). Elected member direction to date has been for the draft programmes to consider provision for infrastructure required to enable Te Tumu, subject to affordability, resolution of the remaining technical and commercial matters, and clarity on developer and landowner responsibilities.
11. This report therefore provides updates on:
 - the implications of the Environment Select Committee's recommended changes to the PB and NEB for progressing Te Tumu;
 - negotiations relating to infrastructure corridors and other associated land matters;
 - stormwater and wastewater investigations;
 - the Wairakei South Fast-track Approvals application; and
 - the implications of these workstreams for infrastructure investment, funding priorities and housing delivery.

PROJECT UPDATE

Resource Management Reform / Planning Framework

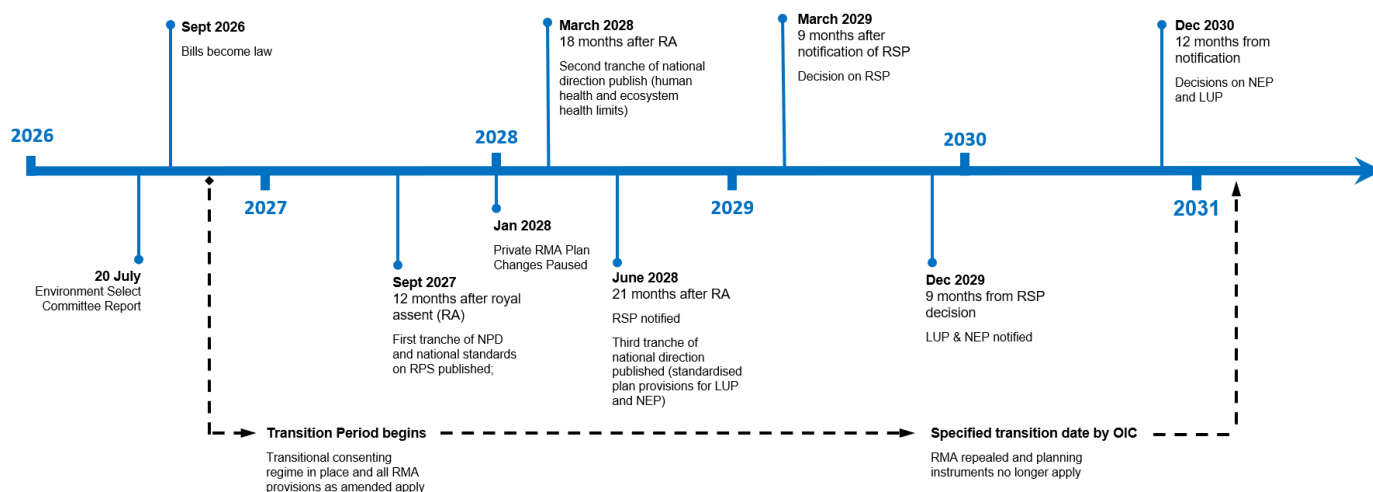
12. Since the Committee last considered Te Tumu planning pathways in March 2026, the Environment Select Committee has reported back on the PB and NEB. On 4 August 2026, the House agreed to the Bills at their second reading and adopted the Select Committee's recommended amendments. The Bills will now proceed through the remaining parliamentary

stages, including Committee of the Whole House, before being considered for enactment. While the recommended amendments do not fundamentally alter the proposed planning framework, they include a number of changes to implementation timeframes and transition arrangements that are relevant to the future planning of Te Tumu.

Transition timeline

13. The Select Committee has recommended extending the overall transition period by nine months. During this period, the RMA will continue to apply, subject to transitional amendments, while the new national and regional planning instruments are prepared.
14. The first Regional Spatial Plan (RSP) is proposed to be notified approximately 21 months after Royal Assent and decided six months later. Assuming enactment in September 2026, this indicates notification around mid-2028 and decisions in early 2029. The proposed Land Use Plan (LUP) and Natural Environment Plan (NEP) would then be notified within nine months of the RSP decision, potentially in late 2029, with decisions expected by late 2030.
15. On current indicative timeframes, the specified transition date could occur from late 2029. At that point, the notified LUP and NEP would have legal effect and existing RMA planning instruments, including the current zoning of Te Tumu, would cease to apply. Figure 1 illustrates the revised indicative transition timeline.

Figure 1: Updated indicative transition timeline to new Resource Management system



Implications for Te Tumu

16. Although Te Tumu is identified as a Priority Development Area in the SmartGrowth Strategy, the Select Committee has not recommended a statutory mechanism that would allow existing priority development areas to bypass the RSP and LUP processes. Te Tumu's strategic status will remain important to those processes, but under the legislation currently proposed it would still need to progress through the relevant statutory planning framework.
17. The Te Tumu Landowners Group submission on the Bills sought the inclusion of a direct transition mechanism for priority development areas such as Te Tumu. Staff have continued to engage with landowner representatives regarding a possible transition pathway. However, no such mechanism is reflected in the Select Committee's recommendations, and it remains uncertain whether any further amendment of this nature will be advanced before the legislation is enacted.

Planning pathways during the transition period

18. The RMA will remain relevant while the new system is established. The proposed transitional consenting framework would modify how new resource consent applications are processed

during this period but would not provide a mechanism to rezone Te Tumu or establish the wider planning framework required for urban development.

19. Existing plan stop provisions will continue to restrict Council-initiated plan changes unless a Ministerial exemption is obtained. The Select Committee has also recommended that, from 1 January 2028, new private plan change requests could not be lodged or processed without an exemption until the transition ends.
20. An RMA plan change would not remove the need for Te Tumu to be addressed through the new planning framework. Any provisions incorporated into existing RMA plans would cease to apply at the specified transition date, creating significant overlap with preparation of the RSP and subsequent LUP.
21. Other pathways, including fast-track consenting for an eligible proposal, remain available to landowners subject to their statutory requirements. Their feasibility and timing will continue to depend on enabling infrastructure and resolution of the land and commercial matters outlined in this report.
22. Overall, the legislation has continued to progress largely as anticipated since the Committee's March 2026 decision. While the Bills remain subject to the remaining parliamentary stages before enactment, the amendments adopted to date do not materially alter the planning pathway previously endorsed by Council. Staff therefore consider that the planning pathway endorsed in March 2026 remains appropriate, with the current focus continuing to be on progressing the technical, infrastructure and land-related workstreams required to support future urban development within Te Tumu.

Te Tumu Negotiations

23. Previous updates to the Committee, including the quarterly update reports, have identified securing the legal rights required for the proposed infrastructure corridors and active reserve across Tumu Kaituna 14 (TK14) as one of the key dependencies to enabling future urban development within Te Tumu, irrespective of the statutory planning pathway ultimately pursued.
24. The Committee's March 2026 update noted that discussions with the TK14 Trust were continuing and included a confidential attachment outlining the strategic importance of the TK14 land, the proposed legal mechanisms, compensation framework and associated risks and dependencies.
25. Since that update, negotiations have continued between Council, TK14 and other relevant parties. As discussions have progressed, the matters under negotiation have expanded beyond the original infrastructure corridor and active reserve discussions to include a broader range of related commercial, legal and infrastructure matters involving multiple parties. These matters also have implications for infrastructure planning, funding responsibilities and development sequencing. While progress has been made in refining the issues under consideration, a number of matters remain under negotiation.
26. To assist with progressing these matters, the negotiations are now being managed through three related workstreams that reflect the principal agreements and associated issues requiring resolution.

Current negotiation workstreams

27. The current negotiations are focused on three related workstreams:
 - securing the legal rights required for the two proposed infrastructure corridors across TK14 land
 - reaching agreement on the location and size for a future active reserve; and
 - resolving the broader commercial, legal and infrastructure matters necessary to support implementation of those agreements.
28. While each workstream has its own focus, many of the issues are interrelated and require coordinated consideration by the parties. As the negotiations have broadened in scope, the

previous meeting arrangements were no longer considered sufficient to efficiently coordinate discussions and decision-making across the various workstreams.

Proposed governance arrangements

29. To support coordinated progress across the negotiations, the parties have agreed to establish a Senior Working Group supported by an independent facilitator. The working group will provide a structured forum to work through issues, coordinate the various workstreams and identify opportunities to resolve issues and progress agreements. Senior TCC staff are involved in the working group.
30. A Governance Group has also been established to provide strategic oversight of the negotiations, consider matters escalated by the Senior Working Group and, where appropriate, provide in-principle direction prior to any formal decisions being considered by the respective parties. TCC is represented on the Governance Group through some elected members and the Chief Executive.
31. The outcome of negotiations will need to be reported and approved by the full Council.

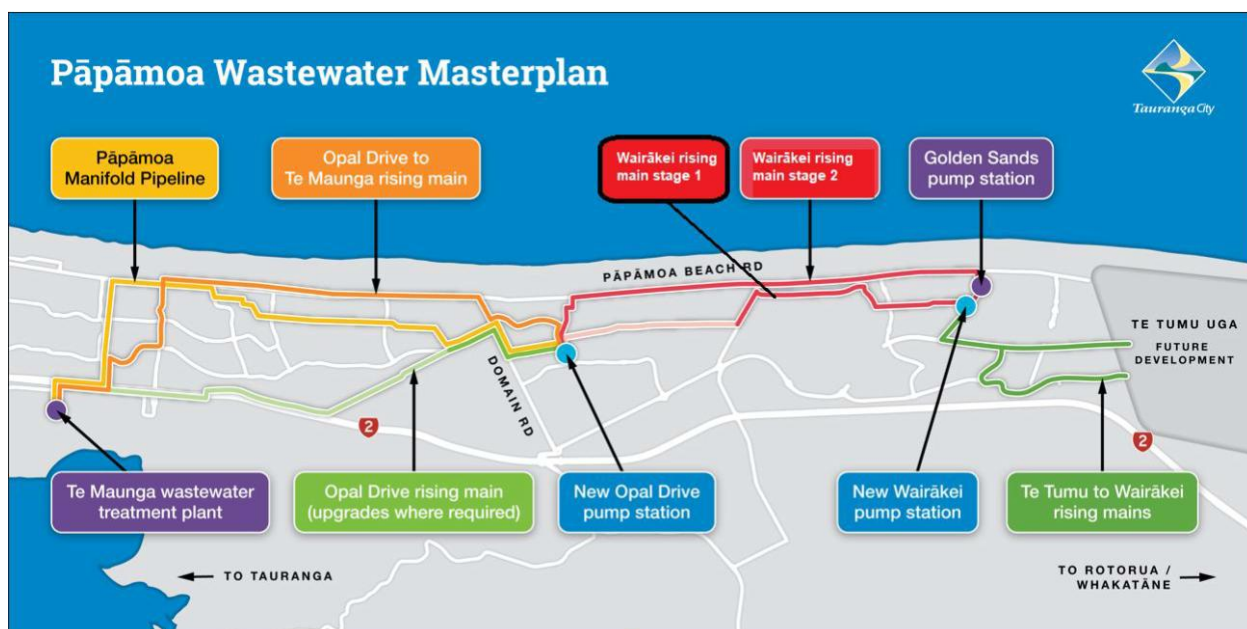
Next steps

32. The revised governance arrangements are intended to provide a more structured and coordinated approach to progressing the negotiations. A more detailed summary of the matters currently under negotiation is provided in the confidential attachments to this report. Staff will continue to report back to the Committee as negotiations progress and key milestones are reached.

Wastewater – Te Tumu and Eastern Corridor

33. The current long-term wastewater servicing strategy for Te Tumu is to connect future development to the wastewater network that conveys flows west to the Te Maunga Wastewater Treatment Plant (WWTP). This strategy has underpinned previous planning for Te Tumu and remains consistent with Council's adopted servicing approach for the Eastern Corridor, as shown in Figure 2.

Figure 2: Papāmoa Wastewater Masterplan (Eastern Corridor)



34. Connecting Te Tumu under current strategy relies on a series of significant network upgrades over time. The total present-day cost of these projects is approximately \$328 million of which approximately \$245 million of that cost is currently attributed to Te Tumu. The costs are under review.
35. Alternative approaches to servicing Te Tumu have previously been investigated but were not preferred at that time. In November 2024, Council approved budget to reassess wastewater

servicing options for the Eastern Corridor. The reassessment was initiated to determine whether alternative servicing approaches could reduce the cost, improve the affordability and bring forward the timing of wastewater servicing for Te Tumu, while continuing to provide an appropriate long-term servicing outcome for the Eastern Corridor. The reassessment also includes further evaluation of the alternative wastewater servicing approach promoted by the Te Tumu Landowner Group.

Alternative servicing assessment

36. The Te Tumu Alternative Servicing Study is now nearing the end of the initial assessment stage. The work has been undertaken with input from the Te Tumu landowners considering a range of servicing options at a concept level.
37. The assessment compared the existing Council servicing strategy with a range of alternative servicing scenarios:
 - Te Maunga conveyance with low-pressure reticulation – Te Tumu wastewater would continue to be conveyed west to the Te Maunga WWTP, but a low-pressure internal wastewater system would be used within Te Tumu reducing peak wastewater flows.
 - Local Te Tumu treatment and disposal option – the servicing approach advanced by the Te Tumu Landowners Group, involving a low-pressure internal wastewater system and a new locally based wastewater treatment plant and discharge serving Te Tumu.
 - Eastern Corridor treatment options – including a new publicly owned wastewater treatment plant serving Wairakei, Te Tumu and Wairakei South, and larger treatment and conveyance systems serving these same areas together with additional future growth areas in the wider eastern corridor area.
38. The options were developed sufficiently to allow initial consideration of the required trunk infrastructure, pump stations, rising mains, treatment facilities and treated effluent disposal options, together with indicative cost, risk and opportunity considerations.
39. For options involving new wastewater treatment facilities, the assessment considered membrane bioreactor treatment systems. Potential treated effluent disposal options included discharge to a river, following treatment through a wetland, or discharge to the open ocean. Disposal to land was initially considered but not further assessed because of the scale of land required and uncertainty regarding ground conditions.

Initial findings

40. The assessment does not identify a preferred servicing option and confirms that no single option is clearly favourable across all evaluation criteria. Rather, each option presents different advantages, risks and implementation challenges, requiring trade-offs between delivery timing, affordability, consenting complexity, ownership and operational responsibility, resilience, cultural and environmental considerations, and long-term regional servicing outcomes.
41. Continued conveyance to the Te Maunga WWTP remains the most established servicing approach because it builds on infrastructure that has already been constructed, is under construction or is planned within the Eastern Corridor. However, it also relies on significant further investment in the public wastewater network and continued conveyance to Te Maunga.
42. A local wastewater treatment option at Te Tumu could reduce reliance on downstream public infrastructure and better align infrastructure delivery with development staging. However, before such an approach could be confirmed, further work would be required on matters including ownership, funding, governance, operational responsibility, regulatory approvals, cultural considerations and long-term liability.
43. Other Eastern Corridor treatment options considered may provide broader long-term servicing benefits but would require substantially greater infrastructure investment, more

complex consenting and stakeholder processes, and are not currently considered capable of supporting near-term development within Te Tumu.

44. The relative cost of each option is also sensitive to assumptions regarding development staging, operational requirements, treatment of sunk or committed investment within the existing network, and the extent to which future upgrades would still be required irrespective of the preferred servicing approach. Cost will therefore be an important consideration but should not determine the preferred option in isolation.
45. Further work is identified before a preferred servicing approach can be recommended. This includes further consideration of:
 - the preferred internal wastewater servicing approach for Te Tumu;
 - the consenting and cultural implications of potential discharge options;
 - ownership, governance, funding and operational models;
 - geotechnical conditions, land availability and conveyance assumptions;
 - whole-of-life costs and sensitivity testing; and
 - the ability to stage infrastructure investment in line with development demand.

Establishment of an Advisory Panel

46. The assessment concluded that further work is required before a preferred servicing approach can be recommended. While the assessment identified several technically viable options, Council and landowner representatives reached different conclusions regarding the relative merits of those options and the weighting of several assessment criteria. Council staff and Te Tumu landowner representatives have therefore agreed to establish an independently facilitated Advisory Panel to assist in resolving these matters.
47. An Advisory Panel is being established and will comprise independent members with relevant expertise, senior Council representatives and the Establishment Chief Executive of the new Water Organisation, with additional specialist expertise in areas such as finance or risk able to be included if required.
48. The role of the Advisory Panel will be to:
 - consider the wastewater servicing issues in the context of Te Tumu and the wider Eastern Corridor;
 - review the technical work undertaken by Council, the landowners and their respective consultants;
 - provide an opportunity for Council staff, landowners and technical advisers to present information and respond to questions;
 - identify significant information gaps or risks requiring further consideration;
 - provide advice on any further work required before decisions are made; and
 - provide advice to Council and the Water Organisation on the relative issues, risks and conditions associated with the wastewater servicing options.
49. The Advisory Panel will provide a structured and independently facilitated forum to bring together the technical, financial, operational and strategic considerations associated with the options. It will test the available assessments, better understand the differing perspectives, identify any material information gaps and recommend any further work required before a preferred servicing approach is presented to elected members and through the Water Organisation for decision-making.
50. The outcome of this process will inform future wastewater servicing decisions and the infrastructure investment assumptions to be reflected in the Water Services Strategy and aligned with Council's Long-term Plan.

Stormwater – Kaituna Overflow

51. Effective stormwater management is fundamental to enabling safe and resilient urban development within Te Tumu. It is also an important component of managing flood risk within the wider Papamoa catchment, with the Wairākei Stream and Kaituna Overflow forming key elements of the broader flood management system.

52. The existing stormwater framework for Te Tumu was developed through the Papamoa Comprehensive Stormwater Discharge Consent (**CSC**), granted in 2009. A key component of that framework is the Kaituna Overflow, which provides a high-level flood management connection between the Wairākei Stream and the Kaituna River. The overflow performs two important functions: it provides an emergency outlet to manage flood levels within the Wairākei Stream catchment during significant storm events, and it forms a key component of enabling future urban development within northern parts of Te Tumu.
53. The current landowner-led stormwater management strategy (**SMS**) has been prepared to maximise developable land by changing the configuration of the proposed stormwater network within Te Tumu and directing stormwater runoff to the Wairakei Stream. This reduces the amount of potentially developable land required for stormwater attenuation within Te Tumu. However, the current approach also means the overflow becomes a critical dependency for enabling development within almost all of Te Tumu.
54. The current estimated uninflated cost of the Kaituna Overflow is approximately \$84 million. The estimate reflects the complexity of the project, including ground improvement works, bridge crossings, land acquisition and contingency allowances. While the current LTP provides funding for planning, design and land acquisition activities, construction of the overflow is not currently funded.
55. The cost, complexity and timing of the overflow are therefore significant considerations in determining how and when development can proceed in Te Tumu. The current work is not reconsidering the flood management outcomes required by the CSC. Rather, it is focused on determining whether those outcomes can be achieved through a more efficient sequencing of infrastructure delivery. Staff are currently progressing two complementary workstreams to consider whether the stormwater system and infrastructure staging can be optimised:
 - Review of the Kaituna Overflow design: considering whether a more targeted or staged overflow solution could still address the key flood management requirements of the CSC, potentially reducing the scale and cost of the overflow.
 - Review of stormwater management approach for development staging: assessing whether alternative approaches to stormwater management could enable development in specific parts of Te Tumu to proceed ahead of the Kaituna Overflow constructed and operational.
56. The second workstream also draws on staging principles from the original stormwater concept prepared to support the CSC application. That concept treated stormwater catchments more independently, with greater reliance on local ponds and wetland areas and a high-level discharge to the Wairakei Stream for larger events. The subsequent SMS linked catchment areas more closely together. This provided efficiencies in the amount of land required for stormwater infrastructure but increased the dependency of development on the Kaituna Overflow.
57. The current work is not intended to reinstate the original concept, but to determine whether elements of its staging approach could support a more efficient development pathway, subject to further hydraulic modelling, design and consenting.
58. The key question is therefore not whether the Kaituna Overflow is ultimately required. Rather, it is whether the full overflow infrastructure must be delivered before development can commence, or whether parts of Te Tumu can be developed safely through an alternative staging approach while the longer-term overflow solution is progressively implemented.
59. The objective is to identify a stormwater management and infrastructure staging approach that is compliant with the CSC while appropriately balancing flood resilience, delivery timing, cost and long-term infrastructure requirements. This will help ensure that infrastructure investment is proportionate to the development pathway and provides value for money for Council and the community, while remaining appropriate having regard to future three waters planning and delivery.

60. The outcome of this work will provide a more robust basis for future decisions on stormwater infrastructure, including the sequencing of investment, the staging of development and the infrastructure assumptions to be reflected in the WSS and draft LTP and future infrastructure investment programmes.

Wairakei South Fast-track Proposal

61. The Wairakei South development proposal remains relevant to the future planning and servicing of Te Tumu because of its potential reliance on infrastructure needed to support Te Tumu.
62. Since the Committee's previous update, the Fast-track Approvals application was lodged with the Environmental Protection Authority on 19 May 2026 and was determined to be complete on 24 June 2026. The Panel Convener has subsequently met with the applicant and relevant authorities, including TCC, to assist in determining key outstanding issues, the composition of the Expert Panel and the process for considering the application.
63. Council officers advised the Panel Convener of the complexity of the proposal and the principal cross-boundary issues associated with access to Council-owned infrastructure and services. At the time of preparing this report, the appointment of the Expert Panel and the timetable for the substantive consideration of the application are expected shortly. Staff have commenced preparing technical evidence and comments on matters relevant to Council.
64. As identified in previous reports, the proposal has the potential to influence infrastructure planning for the eastern corridor, including transport, water and wastewater infrastructure, and reinforces the importance of resolving funding responsibilities and ensuring that growth is appropriately aligned with infrastructure delivery. Staff will continue to participate in the Fast-track process and report back to the Committee on matters relevant to the future development of Te Tumu.

Infrastructure Investment Planning

65. The 2024–34 Long-term Plan (LTP) recognised Te Tumu as a strategic growth area and included approximately \$243 million for infrastructure projects that also support growth in the wider eastern corridor, including the Pāpāmoa East Interchange and the Opal Drive wastewater pump station. Funding was also provided for planning, investigation, consenting, design and land acquisition activities associated with future infrastructure required to support development within Te Tumu.
66. The majority of infrastructure construction required specifically to enable development within Te Tumu was not included within the current LTP because of broader affordability constraints and competing infrastructure priorities across the city. Consistent with the Infrastructure Strategy 2024–2054, the current focus has been on progressing planning and selected enabling infrastructure, with most Te Tumu-specific construction investment anticipated beyond the first ten years of the strategy.

Work informing future investment decisions

67. Since adoption of the LTP, there has been continued legislative change, including substantial progress towards the introduction of the proposed replacement resource management system, alongside further technical work to identify opportunities to reduce the cost of critical enabling infrastructure and bring forward development within Te Tumu.
68. This includes ongoing reviews of stormwater and wastewater servicing options, continued negotiations with landowners regarding key infrastructure corridors and other enabling agreements, and consideration of changing legislative frameworks arising from the Government's resource management reforms. An important objective of the current work is to clarify the respective funding and delivery responsibilities of Council, the Water Organisation, developers / landowners and other infrastructure providers. This includes identifying opportunities to reduce reliance on Council funding where infrastructure can be delivered directly by developers or through alternative funding and financing mechanisms.

69. The work is also being undertaken alongside wider strategic initiatives, including the Western Bay of Plenty Regional Deal and on the basis of Council's continued commitment to enabling urban development within the Te Tumu Urban Growth Area.
70. Collectively, these workstreams are intended to reduce uncertainty around future infrastructure investment and provide a more robust basis for preparing the draft Long-Term Plan and Water Services Strategy. Their purpose is not simply to identify future infrastructure costs, but to determine:
- what infrastructure is required to enable development;
 - when that infrastructure is required;
 - whether it can be staged over time; and
 - which organisation is best placed to fund, deliver and operate it.
71. This includes distinguishing between infrastructure that should be delivered as public infrastructure by Council or the future Water Organisation, infrastructure that can be delivered directly by developers, and infrastructure that may be more appropriately delivered through other funding or partnership arrangements.

Investment principles

72. In preparing the draft capital programmes for the next LTP and WSS, staff have been applying a number of investment principles to guide future infrastructure planning. These principles reflect previous direction provided by elected members and recognise that not all growth areas can be progressed simultaneously within available funding. The key principles are as follows:
- investment should be prioritised where it delivers the greatest strategic benefit and Council is not able to fund all identified growth areas simultaneously;
 - growth should, wherever practicable, fund growth;
 - infrastructure investment should be aligned with development sequencing while continuing to address existing infrastructure deficits;
 - public infrastructure investment should be aligned with demonstrated developer commitment and the timing of developer-funded infrastructure, to minimise the risk of public infrastructure being delivered ahead of development;
 - a broad range of funding and financing mechanisms should be considered, including developer funding, Infrastructure Funding and Financing (IFF) levies and investment from delivery partners such as NZTA;
 - greenfield growth areas should, wherever practicable, place greater reliance on developer delivery and funding of infrastructure, while recognising that some strategic public investment will still be required.
73. Applying these principles requires consideration of the timing of infrastructure investment, the organisation responsible for delivering it, and the level of commitment to development occurring within the corresponding timeframe. Future development within Te Tumu will require infrastructure provided by multiple parties, including Council, the Water Organisation, developers, landowners and other infrastructure providers. The current programme of work is intended to better define these respective responsibilities and align public and developer investment so that future public infrastructure is delivered when it is required to enable development and is not brought forward significantly ahead of when it is needed.
74. For Te Tumu specifically, elected members have provided direction that they wish to continue progressing development, provided the remaining technical, commercial and statutory matters can be satisfactorily resolved, Council's financial contribution remains manageable within the wider LTP, and developers and landowners commit to delivering their respective infrastructure responsibilities.
75. Consistent with these principles, staff are seeking to identify the appropriate level of public investment required to enable development, focusing public investment on critical enabling infrastructure (generally outside the growth area boundary) while maximising opportunities

for developer delivery, alternative funding mechanisms and investment from partner agencies.

Capital investment implications

76. The timing of future infrastructure investment will be influenced not only by technical investigations and negotiations, but also by the statutory planning pathway ultimately pursued, including implementation of the new planning framework and any alternative pathways that may enable development to proceed earlier.
77. The investigations and negotiations outlined earlier in this report are intended to progressively reduce uncertainty around future infrastructure investment. As the work matures, it will provide an improved basis for determining how future infrastructure investment should be reflected in the draft LTP and WSS.

Table 1: Te Tumu funded, TCC delivered infrastructure capital expenditure

Infrastructure project/s	Current total budget	Current Te Tumu Cost	Te Tumu investment implications
Kaituna Overflow	\$84 million	\$28 million	Current investigations are considering whether the scope, staging and timing of this investment can be optimised.
Bell Road Water Main	\$34 million	\$17.2 million	Not currently required immediately for enabling development in Te Tumu based on current assessment but timing may be impacted by other development proposal such as Wairakei South
Eastern Corridor Wastewater Pump Stations	\$79 million	\$46 million	Relating to upgrade to Opal Drive and new Wairakei Pump Station which are currently complete or under construction.
Eastern Corridor Wastewater Rising Mains	\$250 million	\$200 million	Current assessment is that all these rising main projects would need to be in operation for Te Tumu to connect to the wastewater network. Further assessment on this is underway including implications around rising mains being required regardless of whether Te Tumu was to connect and is subject to decisions on alternative servicing approaches.
Transportation	\$143 million	\$41 million	Costs primarily associated with the delivery of the PEI and extensions to Te Okuroa Drive and intersections. This work now is now largely completed. Further costs related to other roads within the Wairakei Town Centre which also provide for the development of Te Tumu.

Note: Current budgets are based on present day costs and current planning assumptions. They will continue to be refined as investigations, negotiations and infrastructure planning progress.

78. The current investigations described earlier in this report are intended to refine these infrastructure requirements, including the scale, timing and funding responsibilities associated with individual projects. The following examples illustrate how this work may influence future capital programmes.
79. The following examples illustrate how current workstreams may influence future infrastructure investment.

- **Stormwater**

Stormwater investigations are focused on determining the public infrastructure required to enable initial stages of development and which components can be staged over time. This includes investigating opportunities to reduce the scale and cost of the initial works, stage infrastructure over time and potentially defer or avoid components of the current concept where they are not required to support early stages of development. This work will also

assist in distinguishing between infrastructure that is required to enable initial stages of development and infrastructure that can be delivered progressively as development expands.

- **Wastewater**

Wastewater infrastructure is expected to remain one of the most significant influences on the cost and timing of development within Te Tumu. For the purposes of preparing the draft LTP and WSS, staff will continue to use the existing adopted servicing strategy, being conveyance of wastewater to the Te Maunga Wastewater Treatment Plant, until a preferred servicing approach has been confirmed. If an alternative servicing approach is subsequently endorsed, the scale, timing and allocation of future public investment, together with the respective funding, delivery and operational responsibilities of developers, the Water Organisation and Council, can then be reconsidered.

- **Te Tumu negotiations**

Negotiated outcomes may also influence the timing and sequencing of future Council investment. For example, the final form and timing of any agreement relating to the active reserve may require Council to provide funding earlier than currently assumed within future capital programmes. Similarly, if changes to the location of the reserve support earlier public access and development, there may also be a need to bring forward funding for reserve development to respond to existing demand for sports fields and open space within the eastern corridor. These examples illustrate how negotiated outcomes may directly influence the timing of future investment requirements and the sequencing of capital expenditure within the LTP.

As negotiations progress and the scope and timing of agreements become clearer, these outcomes will help inform the timing of future Council investment and future Long-term Plan budget requirements.

80. Overall, the outcome of this work will provide an important evidence base for preparing the draft LTP and WSS. It will assist staff in preparing those draft programmes and provide elected members and the Water Organisation with a more robust basis for determining the appropriate scale, timing and sequencing of public infrastructure investment required to enable development within Te Tumu.
81. In summary bringing forward infrastructure delivery for Te Tumu requires significant public sector-led investment in the next 10 years. The affordability of this will be considered through the current LTP and WSS development processes. Early indications suggest this could be challenging given wider investment priorities across the city and sub-region.

Implications for housing delivery

82. While it is not possible to identify a definitive housing delivery date at this stage, the current workstreams are intended to progressively reduce the uncertainties that influence when development can commence. The principal factors affecting delivery include:
 - statutory planning pathway
 - wastewater servicing solution
 - stormwater infrastructure staging
 - negotiation outcomes
 - future funding decisions through the LTP and WSS.
83. Based on current information, the following table provides an indicative comparison of potential housing delivery scenarios. These timeframes are illustrative only and will continue to evolve as investigations and negotiations progress.

Table 2: Indicative housing delivery scenarios

Scenario	Indicative timing	Key assumptions
Aspirational	Early 2030s	An alternative statutory pathway (e.g. Fast-track) or an earlier than anticipated transition to the new planning system progress, together with timely resolution of infrastructure matters (alternative wastewater solution and/or staged infrastructure delivery) and negotiation matters (including infrastructure corridors).
Current planning assumption	Mid-2030s	Development proceeds broadly in line with the new planning framework, the current transition timetable and staged delivery of enabling infrastructure including existing wastewater strategy and LTP/ WSS funding. Resolution of all negotiation matters.
Longer timeframe	Later 2030s/ early 2040s	Infrastructure funding delayed, major dependencies unresolved or statutory pathways take longer than currently anticipated.

Note: These timeframes are indicative only and are intended to illustrate how different statutory, infrastructure and funding scenarios may influence the timing of housing delivery. They are not forecasts and will continue to be refined as the current investigations, negotiations and statutory processes progress.

84. Even if applications under the new planning framework can commence following notification of the LUP, housing delivery will remain dependent on the completion of enabling infrastructure and ensuring key infrastructure corridors and other negotiation matters are resolved. Accordingly, the timing of infrastructure investment is likely to be the critical factor influencing when development can commence.

STATUTORY CONTEXT

85. The RMA remains the operative statutory framework for land use planning and resource consenting. However, as previously resolved by the Committee, Council is progressing Te Tumu on the basis of the resource management reform framework, recognising that these are intended to replace the RMA and provide the new statutory framework for future urban zoning.
86. While the RMA remains in force, Tauranga City Council continues to have statutory obligations under the National Policy Statement on Urban Development to provide sufficient development capacity and support well-functioning urban environments. Te Tumu remains an important component of meeting those obligations and continues to support the strategic growth framework established through SmartGrowth, the Urban Form and Transport Initiative and the Bay of Plenty Regional Policy Statement.
87. Alternative statutory pathways, including the Fast-track Approvals Act and private plan change (until 1 Jan 2028) processes, remain available subject to the requirements of the relevant legislation. Regardless of the statutory pathway pursued, development within Te Tumu will continue to depend on resolving the infrastructure, servicing and land-related matters discussed in this report.

STRATEGIC ALIGNMENT

88. This contributes to the promotion or achievement of the following strategic community outcome(s):

	Contributes
We are an inclusive city	☐
We value, protect and enhance the environment	☒
We are a well-planned city that is easy to move around	☒
We are a city that supports business and education	☒
We are a vibrant city that embraces events	☐

89. Te Tumu remains a strategically significant future urban growth area identified through SmartGrowth and the Future Development Strategy. Progressing the work programme supports Council's long-term objective of providing sufficient development capacity while integrating urban development with infrastructure planning, environmental management and community outcomes.
90. The investigations, negotiations and planning work described in this report support Council's strategic objective of delivering well-planned and financially sustainable growth by informing future statutory planning, infrastructure investment and housing delivery decisions.
91. This work will also assist in preparing the draft LTP and WSS by providing a more robust basis for future infrastructure investment and development sequencing.

OPTIONS ANALYSIS

92. This report is provided for information and does not seek decisions on alternative options. Future reports will seek decisions where required as the workstreams outlined in this report progress.

FINANCIAL CONSIDERATIONS

93. The workstreams discussed in this report are being undertaken within existing approved project budgets and no additional funding is sought. This includes the Senior Working Group and Governance Group supporting negotiations, the proposed Wastewater Advisory Panel, and ongoing structure planning and technical investigations, including cost-shared work undertaken with the Te Tumu Landowners Group.
94. As outlined in this report, the outcome of the current investigations and negotiations will influence future infrastructure investment requirements, including the scale, timing and allocation of funding and delivery responsibilities between Council, the Water Organisation, developers and other infrastructure providers. Any future funding implications will be considered through the preparation of the LTP, WSS and future Council decision-making processes.

RISKS AND LEGAL IMPLICATIONS

95. The matters discussed in this report continue to be influenced by the transition from the RMA to the proposed PB and NEB. Council decision-making must continue to occur within the existing statutory framework until the new legislation is enacted and implemented.
96. This report does not commit Council to future infrastructure investment or implementation decisions. The investigations and negotiations described in this report are intended to reduce uncertainty before future decisions are sought through the Long-term Plan, Water Services Strategy and subsequent Council reports.

TE AO MĀORI APPROACH

97. Te Tumu continues to have significant importance to tangata whenua. The area contains six Māori land blocks, including TK14, and is subject to a range of cultural values, statutory acknowledgements and settlement arrangements that continue to inform planning and development within the urban growth area.
98. Consistent with previous Committee direction, engagement with tangata whenua, Māori land trusts and landowners has continued across the key workstreams outlined in this report. This has included ongoing discussions with TK14 regarding infrastructure corridors, the proposed active reserve and related matters, together with broader engagement with iwi, hapū and Māori land trusts on resource management reform, infrastructure investigations and the wider Te Tumu programme.
99. Updates on the matters addressed in this report have also been provided directly to tangata whenua and Māori land trusts to support ongoing participation in the Te Tumu programme. This approach recognises the importance of enabling Māori participation in decisions affecting Te Tumu while supporting trusts and iwi authorities to consider how the evolving

planning framework and infrastructure programme may influence the future development of their land.

CLIMATE IMPACT

100. Climate resilience and the management of natural hazard risk remain fundamental considerations in planning the future development of Te Tumu. The technical investigations described in this report, particularly those relating to stormwater management and infrastructure planning, continue to consider the long-term effects of climate change and the need to provide a safe and resilient urban environment. These considerations will continue to inform future statutory planning, infrastructure investment and development sequencing.

CONSULTATION / ENGAGEMENT

101. Council staff have continued to engage with tangata whenua, Māori land trusts, the Te Tumu Landowners Group, infrastructure providers and other stakeholders across the workstreams described in this report. Engagement has focused on resource management reform, infrastructure investigations, negotiations relating to infrastructure corridors and the active reserve, and the implications of these matters for future planning and infrastructure investment.
102. This engagement has assisted staff in testing technical assumptions, understanding differing perspectives and informing the ongoing development of the project. Staff will continue to work collaboratively with these parties as the remaining investigations, negotiations and statutory workstreams progress and the draft LTP and WSS are prepared.

SIGNIFICANCE

103. The Local Government Act 2002 requires an assessment of the significance of matters, issues, proposals and decisions in this report against Council's Significance and Engagement Policy. Council acknowledges that in some instances a matter, issue, proposal or decision may have a high degree of importance to individuals, groups, or agencies affected by the report.
104. In making this assessment, consideration has been given to the likely impact, and likely consequences for:
- (a) the current and future social, economic, environmental, or cultural well-being of the district or region
 - (b) any persons who are likely to be particularly affected by, or interested in, the matter.
 - (c) the capacity of the local authority to perform its role, and the financial and other costs of doing so.
105. In accordance with the considerations above, criteria and thresholds in the policy, it is considered that the matter is of medium significance, however this report provides an update only and no decisions are required.

ENGAGEMENT

106. Taking into consideration the above assessment, that the matter is of medium significance, and is a report providing an overview, officers are of the opinion that no further engagement is required prior to Council making a decision.

NEXT STEPS

107. The workstreams outlined in this report will continue to progress over the coming months. Priority will be given to:
- monitoring the remaining parliamentary stages of the PB and NEB and considering any implications for Te Tumu;
 - progressing negotiations with TK14 Trust and relevant parties and the associated governance arrangements;

- completing the current stormwater and wastewater investigations, including the Wastewater Advisory Panel process;
- incorporating the outcomes of these workstreams into the preparation of the draft LTP and WSS; and
- continuing engagement with tangata whenua, landowners and other key stakeholders.

108. Further reports will be provided to the Committee as key investigations are completed, negotiations progress, and future decisions are required.

ATTACHMENTS

1. **Confidential Attachment 1 - Te Tumu Negotiations Update - CF Committee Meeting - 18 August 2026 PDF_1 - A20916177 - Public Excluded**

9.10 Waste Infrastructure Network - Drop-Off Facilities - Public Report**File Number: A20908201****Author: Cayley McLean, Principal Strategic Waste Planner****Authoriser: Christine Jones, General Manager: Strategy, Partnerships & Growth****PURPOSE OF THE REPORT**

1. To provide a publicly available summary of the Waste Infrastructure Network – Drop-Off Facilities Preferred Options report being considered in the confidential section of this meeting.
2. To provide background on the Waste Infrastructure Network (WIN) programme and the purpose of the Waste Drop-Off Facilities Detailed Business Case (DBC).
3. To explain the work undertaken to date, the purpose of the current assessment process, and the next steps for completion of the DBC.

RECOMMENDATIONS

That the City Future Committee:

- (a) Receives the report "Waste Infrastructure Network - Drop-Off Facilities - Public Report".

EXECUTIVE SUMMARY

4. Every day, households, businesses and organisations across Tauranga generate waste that must either be reused, recycled, recovered, processed or disposed of through an appropriate waste management system.
5. While reducing the amount of waste generated remains an important objective, infrastructure is still required to safely and efficiently manage the waste that is produced. The amount, type and location of waste generated across the city directly influences the infrastructure required to support the community.
6. Tauranga's existing waste infrastructure network was largely developed to serve a much smaller city and is increasingly challenged by population growth, changing waste streams, resilience risks and the need to improve resource recovery outcomes.
7. In response, Tauranga City Council established the Waste Infrastructure Network (WIN) programme to identify the infrastructure required to support Tauranga's future waste management needs over the next 30 to 50 years.
8. In November 2025, Council endorsed the strategic direction, service levels and assessment framework for the next phase of the WIN programme. Council also endorsed a staged multi-purpose network as the preferred direction for future waste drop-off infrastructure, recognising that a network approach is required to balance accessibility, resilience, affordability and resource recovery outcomes. Staff were then directed to undertake more detailed investigations into future locations and network arrangements through the Waste Drop-Off Facilities Detailed Business Case (DBC).
9. The Waste Drop-Off Facilities DBC forms part of the wider WIN programme and is assessing whether Tauranga's existing waste transfer station network remains fit-for-purpose to meet future growth, changing waste streams, resilience challenges and waste minimisation objectives.

10. A key focus of the DBC is determining whether Tauranga's existing transfer station network remains the most appropriate way to meet future needs, or whether alternative locations and network arrangements would provide better long-term outcomes before significant future investment decisions are made regarding existing facilities.
11. Convenient, accessible and affordable waste facilities play an important role in reducing illegal dumping, supporting community participation in waste minimisation and resource recovery activities, and making it easier for residents and businesses to divert material from landfill. Balancing convenience, affordability and environmental outcomes is therefore a key consideration in planning the future waste infrastructure network.
12. The DBC has confirmed that a network approach remains necessary to achieve the accessibility, resilience and service levels previously endorsed by Council. While fewer facilities could reduce costs, this would reduce accessibility and resilience. Additional facilities could provide increased accessibility but would require significantly greater investment and may reduce operational efficiency and value for money. The current stage of the DBC is therefore focused on identifying the most appropriate locations within the network approach previously endorsed by Council.
13. Since November 2025, Council has undertaken detailed investigations involving site identification, technical assessments, network modelling, resilience assessments, environmental assessments, engagement with tangata whenua, industry stakeholders and technical specialists, and consideration of future network requirements.
14. Detailed assessment findings, site-specific information, financial analysis, property matters and recommendations are contained within a confidential report due to the commercial, financial and property-related matters associated with the options assessed.
15. The WIN programme also recognises that waste infrastructure is delivered through a combination of public and private investment. Future work will continue to consider the role of private sector operators, partnership opportunities and potential delivery models as part of the broader DBC process.
16. Following Council's consideration of the confidential report, further work will be undertaken to complete the DBC, including ongoing engagement, additional investigations and refinement of future delivery and implementation options.
17. A final DBC is expected to be presented to Council in November 2026.

BACKGROUND

18. Tauranga's waste infrastructure network was largely developed to serve a significantly smaller population than exists today. Population growth, changing waste streams and increasing expectations regarding waste minimisation and resource recovery mean the network must continue to evolve to meet future needs.
19. The WIN programme was established to investigate long-term waste infrastructure requirements and provide a strategic framework for future investment decisions.
20. The programme recognises that while waste reduction remains a priority, infrastructure is still required to safely, efficiently and affordably manage the waste generated by households and businesses. Waste minimisation, resource recovery and infrastructure planning must therefore work together to reduce waste, increase diversion from landfill and support long-term environmental, social and economic outcomes.
21. The WIN programme seeks to:
 - (a) reduce waste sent to landfill;
 - (b) increase resource recovery and diversion;
 - (c) maintain an affordable and accessible waste system;
 - (d) improve resilience and service reliability; and

- (e) ensure future investment is aligned with growth and community needs.
22. The WIN programme follows the Treasury Better Business Case framework and includes several interconnected workstreams including:
- (a) Waste Drop-Off Facilities;
 - (b) Organics Processing Infrastructure; and
 - (c) Wider strategic planning relating to regional waste infrastructure and resource recovery opportunities.
23. At its meeting on 25 November 2025, Council endorsed:
- (a) Strategic objectives for the WIN programme;
 - (b) The programme scope and service levels;
 - (c) A staged multi-purpose network as the preferred approach for future waste drop-off infrastructure; and
 - (d) The assessment framework and evaluation criteria to guide future site investigations and options analysis for future waste drop-off infrastructure.
24. Council did not make decisions on specific waste drop-off facility locations at that time. Instead, staff were directed to undertake further investigations and detailed business case work to assess potential locations within the endorsed network approach.
25. The DBC is therefore focused on identifying the most appropriate locations within the network approach endorsed by Council rather than reconsidering the overall network configuration.
26. The Waste Drop-Off Facilities DBC is considering whether Tauranga's existing transfer station network remains the most appropriate way to meet future needs, or whether alternative locations and network arrangements may provide better long-term outcomes before significant future investment decisions are made.
27. The DBC is also considering how future facilities can better support waste minimisation objectives by making it easier and more convenient for residents and businesses to recover materials, separate waste streams and divert material from landfill.
28. Since November 2025, Council staff and technical advisors have undertaken a structured assessment process involving site investigations, network modelling, resilience assessments, environmental assessments, engagement with tangata whenua and engagement with key stakeholders, including representatives from the waste sector.
29. The assessment process has also considered the role of private sector operators within the wider waste network. Council's future role may involve a combination of ownership, partnerships, service agreements and private sector delivery. Opportunities for partnerships and alternative delivery models will continue to be explored through completion of the DBC, including opportunities to improve efficiency, reduce costs and support future investment.
30. The detailed assessment findings and recommendations are contained within the related confidential report due to the commercial, financial and property-related matters under consideration.

STATUTORY CONTEXT

31. Council's role in planning and providing waste infrastructure is guided by the Local Government Act 2002, Waste Minimisation Act 2008 and other relevant legislative frameworks.
32. The WIN programme supports Council's responsibility to provide good-quality infrastructure, promote effective and efficient waste management and minimisation, and plan for the future needs of a growing city. The programme also supports Council's role in ensuring communities and businesses have access to waste services that are safe, resilient, affordable, efficient and fit-for-purpose.

STRATEGIC ALIGNMENT

33. This contributes to the promotion or achievement of the following strategic community outcome(s):

	Contributes
We are an inclusive city	✓
We value, protect and enhance the environment	✓
We are a well-planned city that is easy to move around	✓
We are a city that supports business and education	✓
We are a vibrant city that embraces events	☐

34. The WIN programme supports Council's long-term planning objectives by investigating future infrastructure requirements, improving opportunities for waste minimisation and resource recovery, and ensuring the network can respond to growth, resilience challenges and future service demands. The programme also supports a well-planned city by identifying future waste infrastructure requirements before significant investment decisions are made regarding existing facilities.

OPTIONS ANALYSIS

35. The Waste Drop-Off Facilities DBC has assessed a range of locations and network configurations to understand how future waste drop-off services could be provided across Tauranga and how those options perform against the objectives and service levels endorsed by Council in November 2025.
36. The assessment process considered strategic, operational, environmental, resilience, accessibility, cultural and financial factors to determine which options are best suited to meet the city's future needs. Particular consideration has been given to how future infrastructure can support waste minimisation and resource recovery outcomes, improve convenience and accessibility for residents and businesses, and provide a resilient and affordable network for future generations.
37. The assessment recognises that convenient and accessible waste services play an important role in encouraging appropriate waste disposal and resource recovery behaviours, while helping reduce the risk of illegal dumping and other unintended environmental outcomes.
38. Council is considering the outcomes of the assessment and whether preferred eastern and western corridor locations should be identified for further investigation through completion of the DBC.
39. Detailed assessment findings, including site-specific information, comparative assessments, property-related matters and recommendations, are contained within the confidential report due to the potential impact disclosure may have on Council's commercial position and future negotiations.

FINANCIAL CONSIDERATIONS

40. Financial assessments have been undertaken as part of the DBC process to help Council understand the potential costs, benefits and long-term implications associated with different network options.
41. The WIN programme is based on a network approach that balances accessibility, resilience, operational efficiency and affordability. While fewer facilities may reduce capital costs, they may not achieve the service levels previously endorsed by Council. Conversely, additional facilities may improve accessibility but would generally increase capital and operating costs and may reduce overall network efficiency and value for money.
42. The WIN programme seeks to ensure future investment decisions provide value for money while supporting an accessible, resilient and efficient waste management system. The

programme also recognises that reducing waste generation and increasing resource recovery can help minimise future infrastructure, transport and disposal costs over time.

43. Future waste infrastructure may be delivered through a combination of Council investment, private sector investment, partnerships and other delivery arrangements. These matters will continue to be explored through completion of the DBC.
44. As the assessment includes commercially sensitive information relating to land values, cost estimates, commercial arrangements and potential future negotiations, detailed financial information is contained within the confidential report.

RISKS AND LEGAL IMPLICATIONS

45. A number of strategic, operational, cultural, property, commercial, consenting and implementation risks have been considered as part of the DBC process.
46. These risks include ensuring future infrastructure remains fit-for-purpose, affordable, resilient and aligned with future growth, while balancing environmental, social, cultural and financial considerations.
47. Detailed risk assessments and legal considerations relating to the options assessed are contained within the confidential report due to the commercially sensitive nature of some of the matters being considered.

TE AO MĀORI APPROACH

48. Te Ao Māori considerations have been incorporated throughout the DBC process through engagement with tangata whenua and iwi, inclusion of cultural values within the assessment framework, and consideration of cultural effects alongside environmental, social, operational and financial factors.
49. The assessment process recognises the importance of working with tangata whenua to understand cultural values and aspirations associated with locations being considered and to support informed decision-making.
50. Engagement with tangata whenua and iwi will continue through completion of the DBC.

CLIMATE IMPACT

51. Climate resilience has been considered throughout the DBC process, including assessment of natural hazards, resilience, accessibility and future infrastructure requirements.
52. Improving opportunities for waste minimisation and resource recovery can help reduce reliance on landfill and support Council's broader climate and sustainability objectives.
53. The WIN programme supports Council's objective of developing infrastructure that is resilient, adaptable and capable of responding to changing environmental conditions over the long term.

CONSULTATION / ENGAGEMENT

54. Engagement has been undertaken throughout the DBC process with tangata whenua, iwi, industry stakeholders and technical specialists.
55. Public consultation has not been undertaken at this stage as no final site decisions have been made and no specific development proposals are currently being considered.
56. Further engagement will occur as appropriate through subsequent DBC stages.

SIGNIFICANCE

57. The Local Government Act 2002 requires an assessment of the significance of matters, issues, proposals and decisions in this report against Council's Significance and Engagement Policy. Council acknowledges that in some instances a matter, issue, proposal

or decision may have a high degree of importance to individuals, groups, or agencies affected by the report.

58. In making this assessment, consideration has been given to the likely impact, and likely consequences for:
- (a) the current and future social, economic, environmental, or cultural well-being of the district or region
 - (b) any persons who are likely to be particularly affected by, or interested in, the decision.
 - (c) the capacity of the local authority to perform its role, and the financial and other costs of doing so.
59. In accordance with the considerations above, criteria and thresholds in the policy, it is considered that the decision is of high significance.

ENGAGEMENT

60. Taking into consideration the above assessment and the engagement undertaken to date, officers consider that the Committee has sufficient information to consider the matters contained within this report. The Committee may, however, determine that additional information or engagement is required before making decisions on the recommendations presented. Consultation on any investment proposed as a result of business case decisions is planned to be undertaken through the upcoming Long Term Plan consultation process.

NEXT STEPS

61. Following Council's consideration of the confidential report, work will continue on the remaining stages of the Waste Drop-Off Facilities DBC.
62. Future work is expected to include:
- (a) Ongoing engagement with tangata whenua and stakeholders;
 - (b) Further technical, environmental and strategic assessments;
 - (c) Refinement of implementation, ownership and delivery options;
 - (d) Investigation of funding pathways and affordability implications;
 - (e) Completion of the Waste Drop-Off Facilities DBC; and
 - (f) Development of recommendations regarding the future waste drop-off network.
63. A final DBC is expected to be presented to Council in November 2026. This will include recommendations on implementation pathways, delivery arrangements, funding requirements and final site confirmation.
64. Consultation on WIN investments will occur through the upcoming Long Term Plan process.

ATTACHMENTS

Nil

9.11 Status updates on actions from prior City Future Committee meetings

File Number: A20819580

Author: Anahera Dinsdale, Governance Advisor

Authoriser: Christine Jones, General Manager: Strategy, Partnerships & Growth

PURPOSE OF THE REPORT

1. This report provides a status update on actions requested during previous City Future Committee meetings.

RECOMMENDATIONS

That the City Future Committee:

- (a) Receives the report "Status updates on actions from prior City Future Committee meetings".
-

BACKGROUND

2. This is a recurring report provided to every City Future Committee meeting. The next report will be to the City Future Committee meeting of 13 October 2026.
3. The attached update includes all open actions and actions completed since the last report on 30 June 2026.
4. Once reported, completed actions are archived and made available in the Stellar library¹⁵.

DISCUSSION

5. The action status update report for the City Future Committee as at 11 August 2026 is provided as **Attachment 1** to this report, and is summarised in the table below.

Status of actions	No. actions
Closed (completed since the last report)	5
In progress	4
Pending (waiting on something)	1
To be actioned	0
Total actions included in this report	10

ATTACHMENTS

1. **Actions Requested From City Future Committee as at 11 August 2026 - A20914205** [↓](#) 

¹⁵ Stellar pathway: Council & Committees → City Future Committee → 2025 → Actions Requested by City Future Committee meetings.

City Future Committee				Actions status update as at: 11 August 2026			
Meeting Date	Agenda Ref.	Report Name	Action Required	Status Update (incl anticipated / actual completion date)	Status Summary	Date Closed	GM / CE Responsible
19 May 2026	10.5	Strategy Stocktake - Tauranga Mataraunui (Inclusive City Strategy)	That staff send an update of the 30 external event stakeholders regarding the status and upcoming workshops for the major event strategy, ensuring they are invited to participate.	08/06/2026: All invitees to Events About Events have been invited to the upcoming events strategic sessions. The Deputy Mayor was also sent some draft comms so she could email those external stakeholders directly	Closed		Sarah Omundsen
19 May 2026	10.5	Strategy Stocktake - Tauranga Mataraunui (Inclusive City Strategy)	That staff provide clear mapping out of grant funding to strategy outcomes and action plans.	17/06/2026: Staff have now collated funding disbursed through Community Grants and Community Development Match Fund against each of the strategic outcomes. This has since been shared with Elected Members.	Closed		Sarah Omundsen
31 Mar 2026	9.4	Arterial Route Improvements	A draft strategy around cycling across and around Tauranga is developed and presented to Members of the Committee.	Staff will provide Councillors with background (briefing) information in relation to cycling in Tauranga and work to completed to date to help inform scope and next steps. Update July 26 As this matter is being progressed through the LTP Issues and Options process, staff recommend this action be closed. An August briefing/workshop is proposed to consider options for a cycling and walking strategy, with a focus on identifying whether further strategic direction is required beyond existing work, including the Accessible Streets Plan..	In progress		Reneke van Soest
14 Oct 2025	9.1	Vale Street, Windsor Road and Grange Road Safety Improvement Options	That staff provide the Committee with a report that includes an up-to-date list of every (transport) project (including safety projects) included in the current Annual Plan, and by year, in the Long Term plan, including where projects have been bundled and the details of projects in those bundles also listed in the report. 19 May 2025 That staff confirm whether the local community has been informed of the current status of the 14 October 2025 road safety improvement projects, and report back if not.	A briefing request has been submitted to share with EM - the outcome of the request and seek early feedback to ensure we are on the right track. A paper outlining the outcome is proposed to be tabled at the 15/12/2025 City Delivery Committee Mtng. Update July 27 Staff have provided updates to Bryan Sanson, the nominated community representative, who has shared information with the wider submitter group. Most recently, Bryan was advised of the proposed programme and delivery timeframes, with endorsement being sought for both the Vale Street project and the Grange Road/Milton Road crossing project at the City Delivery Committee meeting on 4	In progress		Reneke van Soest

Meeting Date	Agenda Ref.	Report Name	Action Required	Status Update (incl anticipated / actual completion date)	Status Summary	Date Closed	GM / CE Responsible
14 Oct 2025	9.2	Harbour Drive Safety Improvement Options	That staff provide a report back to the City Delivery Committee on the maintenance response for boulders and the use of agrochemicals along Harbour Drive, including alternatives to chemical use.	Greg Steele has confirmed that City Operations will mow the grass and weed eat around the boulders as per normal City Operations practices. With regards to agrochemicals, we follow the TCC agrochemical policy and only use approved agrochemicals. This policy can be provided if required.	Closed		Reneke van Soest
12 Aug 2025	9.3	Te Tumu Wastewater Servicing Options	Staff to report back to Committee on the resilience of the wastewater system if delivered.	An assessment for alternative wastewater servicing options for Te Tumu has commenced. It will consider the resilience of a developer-delivered onsite treatment plant within Te Tumu. This assessment will also consider the resilience of the existing TCC wastewater network if Te Tumu flows (and hence large scale upgrades) are excluded from the system. Completion of the assessment is anticipated by 4th quarter of FY26 (i.e. March-June 2026).	In progress		Reneke van Soest
12 Aug 2025	9.3	Te Tumu Wastewater Servicing Options	Staff to report back to Committee on the impact costs if delivered in an alternative way.	An assessment for alternative wastewater servicing options for Te Tumu has commenced. It will consider the developer costs of a developer designed, constructed and operated onsite treatment plant within Te Tumu, plus costs of larger-scale treatment plants that would be delivered and operated by the Water Services CCO. This assessment will also consider the costs of smaller scale upgrades required to the existing TCC wastewater network if Te Tumu flows (and hence large scale network upgrades) are excluded from the system. The potential cost impact to the Te Maunga WWTP upgrade programme will also be considered. Completion of the assessment is anticipated by 4th quarter of FY26 (i.e. March-June 2026).	In progress		Reneke van Soest

Meeting Date	Agenda Ref.	Report Name	Action Required	Status Update (incl anticipated / actual completion date)	Status Summary	Date Closed	GM / CE Responsible
17 Feb 2026	9.1	Status update on actions from prior City Future Committee meetings	Provide the following information on the workshop report page: the intention of the workshop, the content and the potential actions nad outcome from the workshop. 19 May 2026: List all workshops held between now and the next City Futures Committee meeting, confirming that each included the required information	Standard workshop template report updated to include: Purpose of workshop 1.What is the purpose of the workshop? Executive summary 2.The problem/issue/opportunity to be solved and why it is an issue. 3.Summary of what has been done to date and where we are in the process. 4.What direction is needed from the mayor and councillors through this workshop? 5.What are the next steps? Outcomes Sought What are you hoping to achieve from the workshop? What result do you want? New template used for LTP Workshop 2 on June, and Annual Report workshop 16 June.	Closed	15 Jun 2026	Christine Jones
17 Feb 2025	8.6	2025/26 Development Contributions Policy - Growth Funding Opportunities	That a workshop be held once Central Government provides direction on the funding and financing tools.	Report with an update in the City Future 1/4ly Growth, Land Use and Transport Planning Report to 5 May 2025. Also addressed in the Government Reforms Affecting TCC report to 5 May 2025 City Futures meeting. Once further clarity on Central Government reform then a workshop can be scheduled. Legislative change information released December 2025, with submissions due February 2026. Staff reviewing the information and will report to Council with recommended submission points. Submission reported to March City Future Committee Awaiting information on whether legislation will be introduced prior to the 2026 central government elections	Pending		Christine Jones
2024 - Vision, Planning, Growth & Environment Committee							

Meeting Date	Agenda Ref.	Report Name	Action Required	Status Update (incl anticipated / actual completion date)	Status Summary	Date Closed	GM / CE Responsible
14 Oct 2024	9.2	Waste Infrastructure Programme Business Case development	To provide the Subregional waste infrastructure analysis. This is also to cover projections of costs including external consultants	Workshop held 11 August with Elected members. Report to 16 September Council meeting on broader Te Maunga site. Reported to November City Future meeting on Objectives to inform Business Case option analysis. Business case development underway. Workshop scheduled with Elected members 12 May 2026 but was deferred as work not ready. Discussed and agreed with Cr Rozeboom and Cr Taylor as chairs of City Future Committee (late April) Further work underway - expected to be reported to Elected Members late June / July Workshop held Tuesday 30 June and further report back in August. Suggest close off in this action tracking as this topic is also on the LTP approved Issues List and will be tracked through that process - no need to duplicate here.	Closed	3 Jul 2026	Christine Jones

10 DISCUSSION OF LATE ITEMS

11 PUBLIC EXCLUDED SESSION

Resolution to exclude the public

RECOMMENDATIONS

That the public be excluded from the following parts of the proceedings of this meeting.

The general subject matter of each matter to be considered while the public is excluded, the reason for passing this resolution in relation to each matter, and the specific grounds under section 48 of the Local Government Official Information and Meetings Act 1987 for the passing of this resolution are as follows:

General subject of each matter to be considered	Reason for passing this resolution in relation to each matter	Ground(s) under section 48 for the passing of this resolution
11.1 - Public Excluded Minutes of the City Future Committee meeting held on 30 June 2026	s7(2)(g) - The withholding of the information is necessary to maintain legal professional privilege s7(2)(i) - The withholding of the information is necessary to enable Council to carry on, without prejudice or disadvantage, negotiations (including commercial and industrial negotiations)	s48(1)(a) - the public conduct of the relevant part of the proceedings of the meeting would be likely to result in the disclosure of information for which good reason for withholding would exist under section 6 or section 7
11.2 - Waste Infrastructure Network - Drop-Off Facilities Preferred Options	s7(2)(b)(ii) - The withholding of the information is necessary to protect information where the making available of the information would be likely unreasonably to prejudice the commercial position of the person who supplied or who is the subject of the information s7(2)(h) - The withholding of the information is necessary to enable Council to carry out, without prejudice or disadvantage, commercial activities s7(2)(i) - The withholding of the information is necessary to enable Council to carry on, without prejudice or disadvantage, negotiations (including commercial and industrial negotiations)	s48(1)(a) - the public conduct of the relevant part of the proceedings of the meeting would be likely to result in the disclosure of information for which good reason for withholding would exist under section 6 or section 7
Confidential Attachment 1 - 9.9 - Te Tumu Planning Update	s7(2)(i) - The withholding of the information is necessary to enable Council to carry on, without prejudice or disadvantage, negotiations (including commercial and industrial negotiations)	s48(1)(a) the public conduct of the relevant part of the proceedings of the meeting would be likely to result in the disclosure of information for which good reason for withholding would exist under section 6 or section 7

12 CLOSING KARAKIA