



AGENDA

City Future Committee meeting Tuesday, 12 August 2025

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

Date: Tuesday, 12 August 2025

Time: 9.30am

**Location: Tauranga City Council Chambers
Level 1 - 90 Devonport Road
Tauranga**

Please note that this meeting will be livestreamed and the recording will be publicly available on Tauranga City Council's website: www.tauranga.govt.nz.

**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 Liz Davies - SociaLink - Speaking about planning for people and social infrastructure in new developments**

ATTACHMENTS

Nil

- 3.2 Teisha Jackson - Speaking about 'Sleep n Go Pod'**

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 16 June 2025

File Number: A18570148

Author: Anahera Dinsdale, Governance Advisor

Authoriser: Anahera Dinsdale, Governance Advisor

RECOMMENDATIONS

That the Minutes of the City Future Committee meeting held on 16 June 2025 be confirmed as a true and correct record.

ATTACHMENTS

1. Minutes of the City Future Committee meeting held on 16 June 2025



MINUTES

**City Future Committee meeting
Monday, 16 June 2025**

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7	Confirmation of minutes	4
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10	Discussion of late items	7
11	Closing karakia	7

**MINUTES OF TAURANGA CITY COUNCIL
CITY FUTURE COMMITTEE MEETING
HELD AT THE TAURANGA CITY COUNCIL CHAMBERS, LEVEL 1 - 90 DEVONPORT ROAD,
TAURANGA
ON MONDAY, 16 JUNE 2025 AT 9.30AM**

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

IN ATTENDANCE: Marty Grenfell (Chief Executive), Paul Davidson (Chief Financial Officer), Barbara Dempsey (General Manager: Community Services), Jeremy Boase (Acting General Manager: Strategy, Growth & Governance), Sheree Covell (Treasury & Financial Compliance Manager), Fiona Nalder (Principle Strategic Advisor), Clare Sullivan (Team Leader: Governance Services) and Anahera Dinsdale (Governance Advisor)

EXTERNAL: Mr David Tank (Public Forum), Roy Thompson (Co-Founder & Managing Director – New Ground Capital) and Alastair Rhodes (Chief Executive – Bay Trust)

Timestamps are included beside each of the items and relate to the recording of the meeting held on 17 February 2025 at [City Future Committee meeting](#).

Deputy Chair chairing this meeting

In accordance with the Terms of Reference, the Chair has vacated the chair to enable the Deputy Chair to chair this meeting. The Chair will stay and participate in the meeting, unless they declare a conflict of interest in an item, in which case they would not participate or vote on an item.

1 OPENING KARAKIA

Cr Steve Morris opened the meeting with a karakia.

2 APOLOGIES

APOLOGY

COMMITTEE RESOLUTION CFC/25/4/1

Moved: Cr Steve Morris

Seconded: Deputy Mayor Jen Scoular

That the apology for absence received from Cr Curach be accepted.

CARRIED

3 PUBLIC FORUM

3.1 Mr David Tank - Speaking to housing and a land assembly register

Key Points

- Mr David tank spoke to his submission that he distributed to the Councillors prior to the meeting.
- He mentioned building a sustainable future which included tenant and landlord licensing, differential rating and an land amalgamation register.

Attachments

- 1 Item 9.3 - Mr David Tank - Submission to the TCC Futures Committee - Draft Final

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 5 May 2025

COMMITTEE RESOLUTION CFC/25/4/2

Moved: Cr Marten Rozeboom

Seconded: Cr Hautapu Baker

That the Minutes of the City Future Committee meeting held on 5 May 2025 be confirmed as a true and correct record.

Abstained: Cr Hēmi Rolleston

CARRIED

8 DECLARATION OF CONFLICTS OF INTEREST

Mr Arthur Flintoff declared a conflict of interest in relation to item 9.4 and took no part in the discussion or voting on the matter.

9 BUSINESS

TIMESTAMP: 17:49

9.1 Status update on actions from prior City Future Committee meetings

Staff Jeremy Boase, Manager:

Actions

- Re-forward the email from Christine Jones from 27 May 2025.
- Outcome of workshops to be uploaded to Stellar Library and noted in the report as an attachment.

COMMITTEE RESOLUTION CFC/25/4/3

Moved: Deputy Mayor Jen Scoular

Seconded: Cr Marten Rozeboom

That the City Future Committee:

- (a) Receives the report "Status update on actions from prior City Future Committee meetings".
- (b) Note that this is a recurring report, which will be provided to each subsequent meeting of this Committee.
- (c) Notes any requested improvements for this report.

CARRIED

TIMESTAMP: 22:10

9.2 Overview of Assessment of Alternative Transport Connections to Te Tumu

Staff Andrew Mead, Manager: City Planning & Growth
Brad Bellamy, Principal Planner (Structure Planning)

COMMITTEE RESOLUTION CFC/25/4/4

Moved: Cr Steve Morris

Seconded: Cr Marten Rozeboom

That the City Future Committee:

- (a) Receives the report "Overview of Assessment of Alternative Transport Connections to Te Tumu".
- (b) Notes the opportunities and challenges to the alternative Kaituna Link and Bell Road access options for Te Tumu as identified in the report.
- (c) Agrees, for the time being, to continue to progress with structure planning and work to support the rezoning of Te Tumu based on previous decisions, while ensuring that both the Bell Road and Kaituna Link options remain provided for as possible future transport connections. Requests that staff continue to liaise with developers who wish to deliver the Kaituna Link and alternative infrastructure at their own cost, subject to all relevant planning, technical, and statutory requirements.
- (d) Notes that staff will report back to Council on negotiations for access to Te Tumu from

the west via Wairakei and the TK14 land (scheduled for the next quarter) and this reporting will include implications for other access options which will provide the opportunity to reconsider resolution (c) above if required.

CARRIED

TIMESTAMP: 51:49

9.3 Matua Sculpture Trail Update

Staff Greg McManus, Director: Arts, Culture & Heritage
Barbara Dempsey, General Manager: Community Services

COMMITTEE RESOLUTION CFC/25/4/5

Moved: Cr Hēmi Rolleston

Seconded: Cr Glen Crowther

That the City Future Committee:

- (a) Receives the report "Matua Sculpture Trail Update" and supports Park2Park's progression to the Public Art Fund application stage.

CARRIED

TIMESTAMP: 1:05:48

9.4 Bay of Plenty Housing Equity Fund

Staff Fiona Nalder, Principle Strategic Advisor
Sheree Covell, Treasury & Financial Compliance Manager
Jeremy Boase, Acting General Manager: Strategy, Growth & Governance

External Roy Thompson, Co-Founder & Managing Director – New Ground Capital
Alastair Rhodes, Chief Executive – Bay Trust

Actions

- Check resolutions made on the sale of Elder Housing regarding the future focus on provision of the Elder Housing.

COMMITTEE RESOLUTION CFC/25/4/6

Moved: Cr Hautapu Baker

Seconded: Mayor Mahé Drysdale

That the City Future Committee:

- (a) Receives the report "Bay of Plenty Housing Equity Fund".

Abstained: Tangata Whenua Member Mr Arthur Flintoff

CARRIED

Attachments

- 1 Presentation - BOPHEF - TCC - pdf

10 DISCUSSION OF LATE ITEMS

Nil

11 CLOSING KARAKIA

Cr Steve Morris closed the meeting with a karakia.

The meeting closed at 11:08am.

The minutes of this meeting were confirmed as a true and correct record at the City Future Committee meeting held on 12 August 2025.

.....
Councillor Rod Taylor
CHAIR

8 DECLARATION OF CONFLICTS OF INTEREST

9 BUSINESS

9.1 Status Update on actions from prior City Future Committee meetings

File Number: A18574349

Author: Anahera Dinsdale, Governance Advisor

Authoriser: Christine Jones, General Manager: Strategy, Growth & Governance

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 Update 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 14 October 2025 meeting.
3. The attached update includes all open actions and actions completed since the last report on 12 June 2025.
4. Once reported, completed actions are archived and made available in the Stellar library¹.

DISCUSSION

5. The action status update report for the City Future Committee as at 1 August 2025 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)	7
In progress	4
Pending (waiting on something)	1
To be actioned	0
Total actions included in this report	12

¹ Stellar pathway: Council & Committees → City Future Committee → 2025 → Actions Requested by City Future Committee meetings.

ATTACHMENTS

1. **Actions from City Future Committee Meeting as at 1 August 2025 - A18605382** [↓](#) 

City Future Committee				Actions status update as at: 30 July 2025			
Meeting Date	Item No.	Report Name	Action Required	Status Update (incl anticipated / actual completion date)	Status Summary	Date Closed	GM / CE Responsible
16 Jun 2025	9.1	Status update on actions from prior City Future Committee meetings	Resend Christine Jones' 29 May email (responding to action from 5 May meeting, 9.1: provide staff delegations for development agreement negotiations)	Email was resent to EMs by Jeremy Boase on 26 June 2025, 9:54am	Closed	26 Jun 2025	Christine Jones
16 Jun 2025	9.1	Status update on actions from prior City Future Committee meetings	Outcome of workshops to be uploaded to Stellar Library, notified to Elected Members and noted in the report as an attachment in future.	Note - no decisions made at workshops so this action focuses on the need to ensure presented material is available. To be built into ongoing processes - live stream of public workshops to be uploaded to website so record is available, powerpoints and handouts to be updated to Stellar. Specific action request was in respect of DC matters of 10 April. DC deferral slides from 10 April briefing circulated by Jeremy Boase 26 June 2025, 3.03pm, and loaded to Stellar Library (under Administration / information - Formal Briefing Material)	Closed	26 Jun 2025	Christine Jones
16 Jun 2025	9.4	Bay of Plenty Housing Equity Fund	Check resolutions made on the sale of Elder Housing regarding the future focus on provision of the Elder Housing.	Schedule of resolutions emailed to elected members by Jeremy Boase 26 June 2025, 12-22pm	Closed	26 Jun 2025	Christine Jones
5 May 2025	9.1	Quarterly Update - Growth, Land Use Planning and Transport Strategy Projects - May 2025	Cover how community consultation will be managed in the report on Keenan Road.	Included in City Future 12 August 1/4ly Growth report (in attachment schedule)	Closed	12 Aug 2025	Christine Jones
5 May 2025	9.1	Quarterly Update - Growth, Land Use Planning and Transport Strategy Projects - May 2025	Distribute a table of delegations in relation to staff undertaking development agreement negotiations.	A table outlining this information has been circulated to elected members. Refer email from Jeremy Boase to Elected Members sent 29 May 2025 6.48am	Closed	29 May 2025	Christine Jones
5 May 2025	9.4	Approval of Lead Level of Service Policy	Hold a workshop on Lead Level of Service	Workshop held 10 July.	Closed	10 Jul 2025	Christine Jones
31 Mar 2025	9.9	City Future Committee Work Programme - April 2025 to March 2026	Add to the work plan a workshop on Strategic Direction.	Public workshop held on 23 July.	Closed	23 Jul 2025	Christine Jones

Meeting Date	Item No.	Report Name	Action Required	Status Update (incl anticipated / actual completion date)	Status Summary	Date Closed	GM / CE Responsible
17 Feb 2025	8.4	Quarterly Update - Growth, Land Use Planning and Transport Strategy Projects - February 2025	Staff to provide information on infrastructure costs for Māori development.	Memo on Papakainga housing and infrastructure matters sent to EM's as part of Council Catchup 23 May 2025. Workshop to be scheduled to discuss and then report to a Committee.	In progress		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.	Pending		Christine Jones
2024 - Vision, Planning, Growth & Environment Committee							
14 Oct 2024	9.2	Waste Infrastructure Programme Business Case development	To provide the Subregional waste infrastructure analysis.	The Subregional Waste Infrastructure Analysis, completed in mid-2024, has informed the Waste Infrastructure Plan. EM Workshop scheduled for 11 August to discuss the waste infrastructure approach.	In progress		Nic Johansson
14 Oct 2024	9.2	Waste Infrastructure Programme Business Case development	To provide the projections of waste contractor cost and actuals.	Service and infrastructure options will be finalised through the Waste Infrastructure Business Case process, aiming to reduce landfill waste per capita, increase resource recovery, and improve cost-efficiency while ensuring accessibility - going to Council for final decision in Dec 2025.	In progress		Nic Johansson
14 Oct 2024	9.2	Waste Infrastructure Programme Business Case development	To provide costings of the development of the Business Case. Including costs for external consultants.	To be finalised and taken to Council for decision in Dec 2025.	In progress		Nic Johansson

9.2 Quarterly Update - Growth, Land Use Planning and Transport Strategy Projects - August 2025

File Number: A18452542

Author: Andy Mead, **Manager:** City Planning & Growth

Authoriser: Christine Jones, **General Manager:** Strategy, Growth & Governance

PURPOSE OF THE REPORT

1. To report progress on key projects relating to managing growth in a sustainable manner, including land use planning projects and related transport, infrastructure and funding workstreams.

RECOMMENDATIONS

That the City Future Committee:

- (a) Receives the report "Quarterly Update - Growth, Land Use Planning and Transport Strategy Projects - August 2025".
- (b) Notes that the Government's 'plan stop' announcements are highly likely to affect the planning pathway for the following projects with low probability for a plan change under the RMA:
 - (i) Keenan Road urban growth area
 - (ii) Review of industrial and commercial zoned areas
 - (iii) Proposed Upper Belk Road urban growth area.
- (c) Notes that the Government's 'plan stop' announcements may also affect the planning pathway for the Te Tumu urban growth area project in the same way as (b) above, and that staff will report back in the near future when further information is available.

EXECUTIVE SUMMARY

2. Managing growth is a significant issue for Council, particularly the challenge of ensuring growth is sustainable in a four wellbeing's context for both current and future communities.
3. The attached report outlines the progress being made in relation to a number of projects necessary to manage this continued growth. This information is also regularly reported to the SmartGrowth partners.

BACKGROUND

4. The key points to note in this update are outlined in the paragraphs below.

Resource Management Reform

5. There has been significant activity in this space over the last 3 months including consultation on changes to national direction under the RMA, consultation on the government's Going for Housing Growth proposals and most significantly the Minister's 'plan stop' announcements.
6. The 'plan stop' announcements mean that plan changes and plan reviews to RMA documents such as our City Plan will no longer be permitted. There are certain listed exceptions (which don't apply to TCC) and the ability for applications to the Minister to

consider other exceptions. The finer details are still being developed and will form part of an RMA Amendment Bill likely to be completed in August.

7. Staff have been working on plan changes for:
 - (a) Commercial and industrial areas
 - (b) Te Tumu urban growth area
 - (c) Keenan Road urban growth area
8. In addition, preliminary work is underway to urbanise the Upper Belk Road area noting that is currently located in the WBOPDC boundary.
9. With the exception of Te Tumu, these projects are some way from notification of a plan change and staff are relatively comfortable with zoning processes being deferred to the new planning system. There is of course the risk that the resource management reforms take longer to implement than anticipated or are affected by the outcome of central government elections. To mitigate this risk technical work on projects will continue with the ability to revert back to an RMA plan change in future if that becomes an option.
10. The Te Tumu project may be in a position to progress more quickly to plan change notification in 2026. We are currently awaiting further detail to determine whether there is a pathway for an exemption to proceed with the Te Tumu plan change and intend to report back to an upcoming Committee or Council meeting in the near future.
11. The report back will include assessment of options other than a council-led plan change ie:
 - (a) A private plan change
 - (b) Using the fast-track process
 - (c) Possibility of moving directly from the upcoming Regional Spatial Plans to consenting and delivery (as proposed by the government).
12. Further, the report back will incorporate landowner views, cover key issues such as access and infrastructure and tangata whenua engagement, and assess whether different planning options are likely to result in housing delivery being accelerated or deferred.
13. Some stakeholders and residents in the Mount North area have been encouraging the current Council to revisit the additional height above 3 storeys that was enabled through PC33. The 'plan stop' announcements constrain Council's ability to do this. Further, the Government's Going for Housing Growth proposals currently in consultation and to be introduced through the new planning system, impact intensification zoning requirements. This reinforces the approach of waiting until planning policy is clear before revisiting this matter.
14. In a general sense while policy planning work under the RMA will reduce moving forward, there is much staff can do to ensure we are well prepared for the new planning system and significant staff resources will be required in helping to develop the new system via submissions, working groups, secondments and the like.

Western Corridor

15. The Comprehensive Stormwater Consent for Tauriko West is now operative and enables discharge from urban development. This is a significant milestone for TCC's funding agreements with landowners and triggers the first payment toward their share of cost for the Tauriko West enabling works.
16. The Tauriko West developer agreement is nearly concluded and will be signed by the Chief Executive exercising his delegated authority. This may occur ahead of the Committee meeting. It aligns with resolutions passed by the previous Council which have been circulated to the current Council. The agreement focuses on:
 - The responsibility for the main landowners to fund and deliver the landowners infrastructure within Tauriko West

- The design and approval process for landowner delivered infrastructure
 - Provision of infrastructure by Council (community facilities such as destination playground, active reserves and community centre) to support growth subject to future LTP processes
 - Defining the anticipated outcomes for the development (housing outcomes, infrastructure)
 - The desire to work collaboratively to achieve a successful outcome / development.
17. The SH29 Investment Case has been approved by the NZTA Board with funding allocated to the pre-implementation workstreams eg land acquisition, design and designation. Staff have received some information from NZTA and are currently seeking further detail to enable an assessment of issues and opportunities from a TCC perspective for discussion with elected members and NZTA.
18. The Keenan Road and Belk Road projects are coming towards a point where infrastructure solutions and costs will be better understood enabling commercial feasibility assessment to be completed. Reporting to elected members will occur later this year to determine next steps.

Te Tumu

19. Negotiation with the TK14 Trust for infrastructure corridors and active reserve continues, albeit at a slower pace than hoped due to the complexity of the issues involved.
20. Tangata whenua engagement has been on hold for some years at the request of iwi and hapu in anticipation of issues with the TK14 Trust and its wider landowner group being resolved. Staff are making initial enquires on whether engagement could be restarted.
21. As noted above the 'plan stop' announcements have a bearing on the Te Tumu project.
22. A key challenge for the Te Tumu project is the cost of bulk infrastructure and access (both to the growth area and within). Both staff and landowners recognise the need to address this issue, and a range of work is underway or commencing including reassessment of wastewater options and review of costings for the current infrastructure approach (amongst other things).

Fast-track Proposals

23. Council and staff engagement has occurred with the proponents of the Bell Road fast-track proposal. While located in Western Bay, the development would rely on infrastructure supplied by TCC eg water supply and transport. This raises a set of challenging cross-boundary issues that existing funding tools are not well setup to address. Staff are working on the basis that growth should pay for growth and will continue to engage with the developer and with WBOPDC. We expect the developer will lodge their fast-track application for processing with the Environmental Protection Agency later this calendar year.

City & Regional Deals

24. The Western Bay of Plenty is one of three regions selected to negotiate a City and Regional Deal with the Government. The proposed deal has a significant focus on housing and business land projects and key State Highway transport projects required to enable growth. It is an opportunity to address some of the challenges and barriers Council faces in managing growth effectively.

New Dwellings for Sale Survey 2025

25. As part of its monitoring of housing affordability required under the National Policy Statement on Urban Development staff have been surveying **new build** dwellings for sale annually since 2023. This includes information on prices, typology, floor area, bedrooms and location.
26. Key findings of the 2025 survey are summarised in the following Tables.

Indicator	2023	2024	2025	Change	Change
				2023-2024	2024-2025
Number of dwellings	226	256	305	30	49
Dwellings priced below \$1M	99 (44%)	165 (65%)	182 (60%)	21%	-5%
Dwellings priced above \$1M	106 (47%)	82 (32%)	118 (39%)	-15%	7%
Price by negotiation	21 (9%)	9 (3%)	5 (1%)	-6%	-2%
Selling price					
Minimum price	680,000	680,000	550,000	=	-130,000
Maximum price	2,999,995	2,700,000	3,200,000	-299,995	500,000
Median price	1,012,304	945,534	972,000	-66,770	26,466
Average price					
Average price per dwelling	1,100,473	1,019,024	1,079,655	-81,449	60,631
Average price per m ²	6,983	7,137	7,112	\$154	-25
Dwelling typology*					
Stand-alone dwellings (%)	70%	64%	70%	-6%	6%
Duplex dwellings (%)	6%	6%	8%	0%	2%
Attached dwellings (%)	24%	30%	22%	6%	-8%
Average floor area	162m ²	150m ²	156m ²	-12m ²	6m ²

New dwellings for sale, by typology, March 2025

Dwelling typology	#	%	Average price per dwelling	Average price per m ²	% change* in average price per dwelling	% change* in average price per m ²
Standalone dwelling	213	70%	1,112,156	7,029	3%	4%
Duplex dwelling	26	8%	948,358	6,843	-16%	-12%
Attached dwellings	66	22%	912,917	8,093	7%	3%
Total	305	100%	1,079,655	7,112	6%	-0.4%

* compared to 2024

27. Of specific note:

- Duplex dwellings and attached dwellings (mainly terraced housing) have been enabled through Plan Change 33 and the Medium Density Residential Standards which is enabling more affordable delivery of new housing.
- More dwellings priced at \$800,000 and below have been listed in the last two years, accounting for 22% (66 dwellings) in 2025 and 19% (48 dwellings) in 2024, compared to just 4% in 2023.
- The proportion of 2-bedroom dwellings is increasing and 2-bedroom dwellings (65 units of 21%) have the lowest average price of \$842,479 but highest average price per m² of \$8,900. The majority (51 units or 78%) of the 2-bedroom dwellings are priced below \$800,000
- Among the 305 dwellings, the lowest price observed is \$550,000, for 2-bedroom, 90m² stand-alone dwelling (at Emerald Shores Lifestyle Village).

- New build houses are generally cheaper now than they were three years ago. The median price for new dwellings is \$972,000. While this is 3% higher than the previous year's median price of \$945,534, it remains 6.4% or \$64,466 cheaper than in 2023.

Outstanding actions

28. This section has been part of this regular quarterly reporting previously. It outlined the status of relevant resolutions passed by the Committee (or Council) that have been progressed over the last few months or have not yet been completed. Given the new action tracking process has been introduced, we have removed this 'outstanding actions' section from this report to avoid duplication.

STRATEGIC ALIGNMENT

29. The projects reported in this report and attachments contribute to all of the strategic community outcomes in the table below, with a specific focus on a well-planned city.

	Contributes
We are an inclusive city	✓
We value, protect and enhance the environment	✓
We are a well-planned city	✓
We can move around our city easily	✓
We are a city that supports business and education	✓

30. Further, the projects covered in this report are framed under the strategic direction of the SmartGrowth Strategy 2024 including the Future Development Strategy and the 2024-34 Long Term Plan (including the 30-year Infrastructure Strategy).

TE AO MĀORI APPROACH

31. We take a deliberate approach to collaborate and engage with Tangata Whenua as part of our planning projects to ensure we understand Māori views and can reflect this in our projects using the Te Ao Māori approach.

CLIMATE IMPACT

32. Climate change is a significant matter that is considered and addressed in our planning projects, especially as it applies to natural hazards such as sea level rise and flooding from intense rainfall. Climate change impacts are modelled, and constraints associated with climate change are addressed through planning frameworks e.g. minimum building platforms above flood levels or setbacks from constrained areas

OPTIONS ANALYSIS

33. There is no options analysis. This report is for information only.

SIGNIFICANCE

34. While growth is a significant issue for Tauranga City, this report does not require any decisions and is not significant in itself.

NEXT STEPS

35. Council will continue to progress the projects and works identified in the report and Attachment 1 (A18451719).

ATTACHMENTS

1. **Appendix A - Quarterly Update - Growth, Land Use Planning and Transport Strategy Projects - August 2025 - A18451719** [↓](#) 

Quarterly Update – Growth, Land Use Planning & Transport Strategy Projects – August 2025

PROJECT DESCRIPTION	PROGRESS UPDATE / KEY MATTERS	NEXT STEPS / IDENTIFIED RISKS
Plan Change 38 – Business Land Framework	<p>On 4 December 2023, the Strategy Finance and Risk Committee approved proceeding with development of a plan change to comprehensively review the commercial and industrial zones and relevant provisions in the City Plan. The key drivers for progressing a review of business land include:</p> <ul style="list-style-type: none"> a) The lack of a clear commercial hierarchy in the City Plan; b) Inconsistency with the National Planning Standards structure and framework for commercial and industrial zones; c) Provisions within the City Plan that are no longer fit for purpose to support development in the commercial/industrial zones or alignment with strategic outcomes; d) The need to better manage effects of industrial activities within zones and adjacent sensitive zones, including outcomes from the Mount Industrial Planning Study; and e) Reviewing the quantity and spatial allocation of commercial and industrial land across the City to give effect to the NPS-UD. <p>The project plan was endorsed by the Strategy Finance and Risk Committee in May 2024 and brought to the attention of the new Council at the October meeting of the Vision, Planning, Growth & Environment Committee meeting.</p> <p>A review of the key tasks and project plan has been undertaken in light of the release of the Expert Advisory Group Blueprint on Phase 3 of the resource management reforms and the Government announcement to stop plan changes. The project can no longer realistically proceed as a plan change to the Tauranga City Plan under the RMA, and instead implementation will be through plans developed under the new planning system.</p> <p>\$474,946 budget is set aside for this 2025/26 financial year. Due to central government direction to stop plan changes, the majority of work will be undertaken in-house for this financial year. The only budget committed to date, has been allocated to the Commercial Centres Sub-Regional Strategy as set out below.</p>	<p>Continue to prepare background research and assessment on the spatial extent and application of business zones to prepare for implementation through the new planning system. This will include issues and options papers for areas with complex issues.</p>
Commercial Centres Sub-Regional Strategy	<p>The SmartGrowth Strategy 2024-2074 (SmartGrowth) establishes an indicative centres hierarchy (i.e. City Centre and Town Centres) based on outcomes of the Urban Form and Transport Initiative (UFTI) and reflecting the National Planning Standard terminology.</p>	<p>Progress development of the Strategy for implementation through the regional spatial</p>

Quarterly Update – Growth, Land Use Planning & Transport Strategy Projects – August 2025

PROJECT DESCRIPTION	PROGRESS UPDATE / KEY MATTERS	NEXT STEPS / IDENTIFIED RISKS
	<p>SmartGrowth, however, acknowledges that additional technical work is required to establish a commercial centres strategy. A Commercial Centres Strategy is a short-term action of the SmartGrowth Strategy 2024-2074 Implementation and Funding Plan with Tauranga City Council (TCC) and Western Bay of Plenty District Council (WBOPDC) indicated as the project lead.</p> <p>TCC and WBOPDC have partnered to develop a Commercial Centres Sub-Regional Strategy (CCS). The strategy will build on the indicative Centres Strategy contained in SmartGrowth and establish a commercial centres hierarchy based on national planning direction and best practice, identifying the sub-regions centres' role and function now and into the future (30-50 years). The CCS will also provide guidance on planning, use and development of business land in the sub region.</p> <p>A project plan has been completed and a communications and engagement strategy is now being prepared. The project plan includes an economic assessment to inform the strategy. Targeted engagement will commence before the end of 2025. Staff will await further direction on Phase 3 of the resource management reforms before commencing any wider engagement.</p> <p>The economic assessment budget is \$38,400 for Tauranga City Council's portion of the contract, with the balance of the contract cost with Western Bay of Plenty District Council.</p>	<p>plan proposed for the new planning system.</p>
Tauriko West Urban Growth Area	<p>The Regional Council granted resource consent for the Comprehensive Stormwater Consent on 13 June 2025. The consent is required to manage stormwater runoff associated with the future urban development of Tauriko West. With no appeals lodged against the Regional Council's decision, the <u>resource consent is now operative</u>. This milestone triggers the first payment under TCC's Funding Agreements with developers toward the Tauriko West Enabling Works.</p> <p>The Tauriko West Development Agreement with the main landowners is nearly complete and may be executed ahead of the Committee meeting. It aligns with resolutions passed by the previous Council. The agreement focuses on:</p> <ul style="list-style-type: none"> • The responsibility for the main landowners to fund and deliver the landowners infrastructure within Tauriko West • The design and approval process for landowner delivered infrastructure 	<p>Complete Developer Agreement (to be signed by the CE under delegated authority which may occur ahead of the Committee meeting), and transition project to implementation phase.</p> <p>Project is part of City Deal negotiations.</p>

Quarterly Update – Growth, Land Use Planning & Transport Strategy Projects – August 2025

PROJECT DESCRIPTION	PROGRESS UPDATE / KEY MATTERS	NEXT STEPS / IDENTIFIED RISKS
	<ul style="list-style-type: none"> Provision of infrastructure by Council (community facilities such as destination playground, active reserves and community centre) to support growth subject to future LTP processes Defining the anticipated outcomes for the development (housing outcomes, infrastructure) The desire to work collaboratively to achieve a successful outcome / development. <p>Kainga Ora continue to review their land holdings in Tauriko West, including the likelihood of divestment.</p> <p>The 2025/26 budget for Tauriko West is \$104,000, associated with legal fees and planning. There has been no project costs this financial year. Given the CSC has been approved without appeal, it is anticipated that not all the allocated budget will be used.</p>	
Te Tumu Urban Growth Area	<p>Te Tumu is a large-scale greenfield area of approximately 740 hectares in Papamoa East, extending from the Wairakei Urban Growth Area to the Kaituna Cut. Identified in the SmartGrowth Strategy as a priority development area, Te Tumu is a key component in addressing Tauranga's medium- to long-term housing needs.</p> <p>Structure planning and preparation of a plan change to support urban development in Te Tumu continues to face a number of challenges. Accordingly, Council staff have adopted an adaptive approach, working alongside key landowners to progress the project and develop a framework to guide future land use and manage infrastructure and other key features. This approach includes ongoing monitoring of resource management reform and recognising that upcoming legislative changes will influence the timing, process, and content of the Te Tumu plan change. Most recently, announcements relating to resource management reform have included Government's intention to 'stop plan changes' under the current system. Staff are currently awaiting further detail from Government to be able to fully assess implications and pathways for the Te Tumu plan change and intend to report back to the Committee or Council in September for decisions.</p> <p>Access and provision of infrastructure are fundamental to enabling development. The current servicing strategy, and the basis for completed technical work, is to extend core infrastructure (roading, water supply, and wastewater) from the west into Te Tumu via two primary corridors. These corridors would cross Tumu Kaituna 14 (TK14) providing infrastructure to this block and other land parcels to the east. Negotiations with the Trustees of TK14 have been progressing</p>	<p>Continue to support negotiations and drafting a compensation agreement for access rights across the TK14 Block for reporting to Council for decisions later in 2025.</p> <p>Progress consultation with Tangata Whenua on the project.</p> <p>Updating of technical assessments to inform the planning framework / provisions and engagement with key stakeholders.</p> <p>Work with landowners / developers on alternative infrastructure access and servicing options.</p>

Quarterly Update – Growth, Land Use Planning & Transport Strategy Projects – August 2025

PROJECT DESCRIPTION	PROGRESS UPDATE / KEY MATTERS	NEXT STEPS / IDENTIFIED RISKS
	<p>alongside the structure planning work to secure access rights for these corridors and land for a future active reserve. Initial discussions have been on compensation of the infrastructure corridors, which is ongoing. It is anticipated that that negotiations will also begin shortly on the active reserve area to be acquired. Securing these corridors is essential to confirming a viable servicing option for the plan change and maximising the efficient use of developable land. Once a draft agreement is reached and Council has completed the necessary decision-making steps, the Trustees will present the proposal to the TK14 beneficial owners. If approved, it will be submitted to the Māori Land Court (MLC) for confirmation. This process includes a public hearing. Any future decisions by Council on the notification of the Te Tumu plan change will need to take this process and timing into account.</p> <p>Multiple workstreams are underway to support the structure plan and rezoning. These include technical assessments to inform the extent and feasibility of development, and the preparation of planning provisions. A high-level framework for managing land uses has been developed to guide the drafting of planning provisions and support targeted engagement with stakeholders. A key issue still under investigation is how to ensure value for money and support feasibility, given the high costs of planned transport corridors, stormwater management, and wastewater servicing.</p> <p>Council staff are also working with landowners to explore staging and alternative design options that may reduce costs and enable interim development opportunities. This is the subject of separate reporting and a workshop with landowners, councillors, and SmartGrowth Partners.</p> <p>Te Tumu contains areas of significant cultural, ecological, and landscape value that must be recognised and provided for. Engagement with a wide range of groups is a critical part of this work. It ensures that both challenges and opportunities are understood and that the proposed plan change appropriately reflects these matters. Regular engagement with Māori land trusts as well as iwi and hapu with interests in Te Tumu has been on hold since 2019. Council staff are working to re-establish these relationships and ensure that these groups are informed on technical work and have the opportunity to influence how development aspirations for their blocks and cultural values are reflected through the upcoming rezoning process. All engagement is being undertaken with the intent to meet statutory consultation requirements under the Resource Management Act 1991. Given the number of groups involved and the scale of the work, it is expected that engagement will continue into 2026.</p>	<p>Assessing the resource management reform and the impact of this on progressing a plan change under the RMA, and report back for decisions in September.</p> <p>Project is part of City Deal negotiations.</p>

Quarterly Update – Growth, Land Use Planning & Transport Strategy Projects – August 2025

PROJECT DESCRIPTION	PROGRESS UPDATE / KEY MATTERS	NEXT STEPS / IDENTIFIED RISKS
	<p>The 2025/26 budget for Te Tumu Structure plan is \$543,000. Budget is for structure plan development and planning, associated with technical reporting, engagement, and legal fees. No spend has occurred in the current financial year to date. Technical reporting costs will occur over the next six months. Broader costs will be subject to assessing next steps under resource management reform.</p>	
Keenan Road Urban Growth Area	<p>The Keenan Road area is located south of The Lakes. It is identified for residential development in the order of 2,500-3,000 homes (subject to further assessment being undertaken as part of the development of the Structure Plan for the growth area). There are a range of landowners (including known developers) in Keenan Road ready to develop.</p> <p>The technical studies to support the development of the Structure Plan to guide the development of the re-zoning proposal continue to progress. This includes awaiting feedback from NZTA on the draft Indicative Business Case (IBC) for transport (August), narrowing stormwater options (ongoing), and preparation of an initial development feasibility assessment (August). Subject to outcomes of the feasibility study and reporting to Council, development of a preferred structure plan will be completed.</p> <p>Council staff are also monitoring resource management reform, recognising that upcoming legislative changes will influence the timing, process, and content of the Keenan Road plan change. Most recently, announcements relating to resource management reform have included Government's intention to 'stop plan changes' under the current system. Given the complexity of the project (particularly in relation to servicing and feasibility) it was unlikely that the plan change would be notified under the current resource management system; and with recent announcement, it is anticipated that the project will need to be integrated into the new resource management system.</p> <p>A key risk for the project remains the cost and affordability of infrastructure (stormwater; wastewater; transport). The LTP includes funding to complete the planning processes and for early stages of infrastructure projects (e.g., design and land purchase) but does not include funding for infrastructure construction due to broader TCC debt and rates constraints. On this basis development would not be able to commence until well after 2035 without external infrastructure funding and financing solutions, or alternatively an increase of Council held debt.</p>	<p>On completion of the stormwater options the next step will be to complete the project feasibility study. This is anticipated for the third quarter of 2025.</p> <p>Subject to outcomes of the feasibility study and reporting to Council, development of a preferred structure plan will be completed for community engagement. Generally this would include a community drop-in session / open day and the ability for written feedback.</p> <p>Project is part of City Deal negotiations.</p>

Quarterly Update – Growth, Land Use Planning & Transport Strategy Projects – August 2025

PROJECT DESCRIPTION	PROGRESS UPDATE / KEY MATTERS	NEXT STEPS / IDENTIFIED RISKS
	<p>Feasibility, funding and financing will remain a key aspect of project development and reporting, including consideration development opportunities in the wider corridor.</p> <p>The 2025/26 budget for Keenan Road Structure plan is \$496,000. Budget is for structure plan development and planning, associated with technical reporting, engagement, and legal fees. No spend has occurred in the current financial year to date. Technical reporting costs will occur over the next six months. Broader costs will be subject to assessing next steps under resource management reform.</p>	
Upper Belk Road UGA Planning	<p>The area of upper Belk Road is included as a future urban growth area in the SmartGrowth Strategy 2024-2074. The Strategy's Implementation Plan puts the planning for the urban growth area in the current 0-3 year period. Council has approved the project to be undertaken in phases. Phase 1 has commenced and is a high-level internal desktop assessment of yield and feasibility.</p> <p>Subject to the outcome of Phase 1, funding has been approved for Phase 2 later in the 2025/26 financial year for technical studies to develop the structure plan. Phase 3 is the preparation of the structure plan and plan change to the City Plan and is dependent on the outcome of Phase 2 and will be progressed as part of the new resource management system. Phase 3 is not funded at this time.</p> <p>The area is currently within the WBOPDC jurisdiction and discussions are underway around how the two councils will progress the project collaboratively.</p> <p>With regard to infrastructure, TCC have recently completed further wastewater modelling focused on the Western Corridor area. This included consideration of the potential impact of the anticipated growth on downstream wastewater assets. The outcomes of this work indicate that the anticipated full long-term development of the Western Corridor will have an impact on the capacity of downstream wastewater assets, and that significant upgrades (or new infrastructure) to the existing network may be needed to service this population. Alternative servicing options will also be explored.</p> <p>The 2025/26 budget for Upper Belk Structure plan is \$280,000. Budget is for desktop analysis and feasibility testing, focusing on potential fatal flaws, mana whenua and key stakeholder</p>	<p>Assessment of yield, including options for the apportionment between industrial land and housing, and costs of providing infrastructure will feed into the feasibility analysis to be completed in August this year. The outcome of this will be reported to Council.</p> <p>Project is part of City Deal negotiations.</p> <p>Futureproofing of infrastructure through the Tauriko Business Estate Stage 4 is required to provide for urban development in Upper Belk Road (e.g. wider road corridors and space for future water/wastewater mains). There is some provision in the current LTP for this and arrangements</p>

Quarterly Update – Growth, Land Use Planning & Transport Strategy Projects – August 2025

PROJECT DESCRIPTION	PROGRESS UPDATE / KEY MATTERS	NEXT STEPS / IDENTIFIED RISKS
	engagement. No spend has occurred to date and is subject to approval following the completion of Phase 1.	will be formally agreed with the developer for Council approval.
Fast Track Approval Projects	<p>The government plans to pass the fast-track bill into law in early 2025. A number of projects in and around Tauranga have been included in the Bill including three housing projects (Tauriko West – (Classic Group Land), Bell Road and Tara Road).</p> <p>Staff are working with developers and landowners on the three housing projects. Of note:</p> <ul style="list-style-type: none"> • We do not expect Tauriko West to proceed through the fast-track process • The Tara Road site has significant wastewater capacity constraints which have been communicated • The Bell Road project is located in WBOPDC on the boundary with TCC. It faces similar wastewater constraints if reticulated to TCC's network which have been communicated to the applicant. The developer is working with WBOPDC on other options. There are also significant stormwater and flooding challenges which BOPRC are leading engagement on. Despite the challenges we anticipate a fast-track application will be lodged with the Environment protection Agency for processing this year. <p>The Bell Road development will rely on some infrastructure provided by TCC eg potable water (from the Waiari Water Treatment Plant) and the Papamoa East Interchange as well as future residents using of parks, reserves, community infrastructure and other services provided by TCC. This presents some complex cross-boundary funding issues to be resolved. Initial discussions are underway with the developer and will be reported to Council for decisions when further developed.</p> <p>The fast-track projects have no direct TCC budget / cost attached to them, but are requiring some investment in staff time.</p>	<p>Continue to work with landowners, developers and partner Councils as appropriate.</p> <p>Ensure appropriate upfront and ongoing funding outcomes based on the growth pays for growth philosophy, noting this will require bespoke approaches given limitations of current funding tools where growth is located outside the TCC District.</p>

Quarterly Update – Growth, Land Use Planning & Transport Strategy Projects – August 2025

PROJECT DESCRIPTION	PROGRESS UPDATE / KEY MATTERS	NEXT STEPS / IDENTIFIED RISKS
Ohauti – Land at end of Rowesdale Drive	<p>Based on decisions by the previous Council, land was acquired, and covenants constraints were resolved that were preventing the development of residentially zoned land at the end of Rowesdale Dr for 200 plus homes. Developers are working through a number of issues, including subdivision layout and various consenting processes. A development agreement is being drafted and will enable TCC to recoup cost associated with the land and covenants matters above. From a budgetary perspective approximately \$4.8m has been invested in the project of which TCC has funded \$3.8m and the developer \$1m. The remaining \$3.8m will be recovered from the developer as development occurs.</p> <p>A public meeting was held on 21 July 2025 to address community concerns associated with the development, particularly concerns about further traffic congestion. Through the recent Annual Plan process the current Council agreed to progress an in-house study over the next 12 months of an additional road connection between Ohauti and the City focused on connecting Rowesdale Drive to Pukemapu Road and on to Oropi Road. The project plan for this work is underway. Alongside this TCC will reengage with NZTA on the need for upgrades to SH29A and advocate to the Ministry of Education for local schooling investment.</p>	<p>Finalise development agreement</p> <p>Developer consenting and site development</p> <p>Progress TCC transport investigations for future connectivity for Ohauti as well as engagement with NZTA and the Ministry of Education.</p>
Pōteriwahi (Parau Farm)	<p>Reports were brought to the previous Council on 29 April and 10 June 2024 which resulted in direction to proceed with a mix of housing and reserves on site based on a draft concept plan.</p> <p>The 2024-34 Long Term Plan does not currently include budget provision for development costs.</p> <p>The project is largely on-hold awaiting direction from the current Council on its approach to the broader active reserve network and consideration of future land use on this site. In the meantime, some work on access provision and waters planning is continuing, as this infrastructure will required regardless of the future use of the site.</p>	<p>Reporting to Council in 2025 on issues and options.</p>

Quarterly Update – Growth, Land Use Planning & Transport Strategy Projects – August 2025

PROJECT DESCRIPTION	PROGRESS UPDATE / KEY MATTERS	NEXT STEPS / IDENTIFIED RISKS
Papamoa East Interchange surplus land	<p>TCC owns a significant amount of surplus development land around the Papamoa East Interchange. The land is zoned for employment / business outcomes, but has potential for TCC activities (eg aquatic centre) or for housing. Initial feasibility work has been undertaken and further reporting to Council is planned for in 2025 for decision-making on land use options and TCC's role in development of the land.</p> <p>No costs are being spent on the project this time and budgets will be considered when Council decisions are made on the future use of the land.</p>	Reporting to Council in 2025 on issues and options.
Resource Management (RM) System Reform	<p>The Government has signalled three phases of resource management reform. Phase 1 was to repeal the Natural and Built Environment Act and the Spatial Planning Act which was completed in December 2023.</p> <p>Phase 2 is a series of targeted amendments. Phase 2 includes:</p> <ul style="list-style-type: none"> - The Fast-track Approvals Act (complete) - Amendments to the RMA (underway) - Amendments to National Direction under the RMA (und. erway) <p>The Select Committee Report for the second RMA Amendment Bill was released 11 June. Key proposed amendments in the Select Committee report which are relevant to the submission made by Council are:</p> <ul style="list-style-type: none"> - To require the Medium Density Residential Standards (MDRS) to be retained rather than becoming optional. Instead, the MDRS requirements will be considered through nationally standardised zones in the new resource management system. - Enabling councils to refuse a land use consent where there is significant natural hazard risk, but exempt infrastructure and primary production activities. <p>In addition, Minister Bishop announced on 16 July 2025, that further amendments are proposed to the second Amendment Bill to stop councils progressing plan changes under the RMA unless the plan change can meet the exemption criteria. This is addressed further in the covering report.</p>	Continue to engage with Government officials on RM reform and make submissions.

Quarterly Update – Growth, Land Use Planning & Transport Strategy Projects – August 2025

PROJECT DESCRIPTION	PROGRESS UPDATE / KEY MATTERS	NEXT STEPS / IDENTIFIED RISKS
	<p>Council has made submissions on the National Direction proposals for packages 1-3 (Infrastructure & Development, Primary Sector and Freshwater). TCC's proposed submission on Package 4 (Going for Housing Growth) is being considered at this Committee meeting.</p> <p>The Government aims to introduce Bills in Parliament in September 2025 for Phase 3 of its reforms to establish a new planning system to replace the RMA. The Select Committee process will be the main mechanism for public consultation. The Government aims to pass Bills into law in mid-2026.</p>	
NZ infrastructure Commission (Te Waihangā)	<p><u>National Infrastructure Plan</u></p> <p>The draft National Infrastructure Plan (NIP) sets out a long-term strategy to improve New Zealand's infrastructure performance and resilience. It highlights the need to prioritise maintenance of existing assets, improve project planning and delivery, and ensure infrastructure investment is affordable and well-targeted. The Plan identifies 19 recommendations across funding, governance, maintenance, and investment prioritisation, with a strong emphasis on public sector leadership and coordination. The final Plan will be adopted later this year.</p> <p>For councils, the Plan reinforces the importance of robust asset management, transparent reporting, and aligning infrastructure planning with fiscal realities. It also calls for better integration of infrastructure and land use through spatial planning, and improved workforce development to meet future demands.</p> <p><u>Infrastructure Priority Programme</u></p> <p>The Infrastructure Priority Programme (IPP), administered by the New Zealand Infrastructure Commission, is a process designed to identify and assess infrastructure project proposals. Its purpose is to ensure that projects align with New Zealand's long-term objectives and deliver strong value for money. Projects identified through the IPP are incorporated into the draft NIP, highlighting their significance to both decision-makers and the public.</p> <p>The Infrastructure Commission has announced the outcomes of the first round of applications, submitted in late 2024. These include a range of central and local government projects.</p>	<p>Council staff have provided feedback via the online submission form, consistent with recently approved submissions and Council positions.</p> <p>IPP: Council staff will continue to liaise with the Infrastructure Commission</p>

Quarterly Update – Growth, Land Use Planning & Transport Strategy Projects – August 2025

PROJECT DESCRIPTION	PROGRESS UPDATE / KEY MATTERS	NEXT STEPS / IDENTIFIED RISKS
	<p>As part of the second round of submissions in April 2025 Council put forward the following projects for consideration under the IPP:</p> <ul style="list-style-type: none"> • Cameron Road Stage 2 • 15th Avenue / Turret Road • Western Corridor – supporting housing and business infrastructure (wastewater, water supply, transport). Note: long-term SH29 improvements are excluded, as they fall under NZTA's responsibility. • Eastern Corridor – supporting housing infrastructure (three waters) • Variable Road Pricing <p>In addition, the NZTA has put forward the Connecting Mount Maunganui project and worked together with Council staff on this submission.</p> <p>The VRP application was unsuccessful (notified mid-July 2025), mainly due to Problems not having been effectively evidenced/monetised. It is noted that the SmartTrip investigation was a proof-of-concept study to determine whether there was the potential to generate revenue to support the infrastructure funding gap, rather than a Business Case, therefore this omission is understandable. City/Regional Deals discussions will be followed, along with legislation changes later this year, before considering as to whether to re-submit a revised application in a future round.</p> <p>The Infrastructure Commission is currently reviewing the other submissions for completeness. This process has involved minor requests for additional or clarifying information. The Commission has indicated that further announcements regarding projects selected for inclusion in the draft NIP are expected in September 2025.</p>	<p>on any requests for submission clarification or further project information.</p> <p>Await further announcements by the Infrastructure Commission on the second round of projects to be included in the draft NIP programmed for September 2025.</p>
Future Development Strategy (FDS) / SmartGrowth Strategy 2024-74	<p>No change from the previous update.</p> <p>The Funding and Implementation Plan for the SmartGrowth Strategy was approved in October 2024. The focus is now on implementation and delivery, although upcoming changes to the National Policy Statement for Urban Development are likely to require revisions to the SmartGrowth Housing and Business Capacity Assessment, as well as potential changes to the Strategy itself and the associated implementation plan. Budgetary implications will be considered when the work programme is clearer.</p>	<p>Monitor and respond to policy changes. Focus on implementation and delivery.</p>

Quarterly Update – Growth, Land Use Planning & Transport Strategy Projects – August 2025

PROJECT DESCRIPTION	PROGRESS UPDATE / KEY MATTERS	NEXT STEPS / IDENTIFIED RISKS
Development Contributions	<p>TCC adopted the 2025/26 Development Contributions Policy in June 2025 for implementation from 1 July 2025.</p> <p>Staff have identified the following priority updates to target for implementation in the 2026/27 Policy. These are:</p> <ul style="list-style-type: none"> • Updates to reflect Council's upcoming decisions regarding the Memorial Park Aquatic Centre and Cameron Road Stage 2; • Implementing new growth projections (expected to be finalised by the end of 2025); • Review of several components of the citywide charge: transport, active reserves and aquatics • Review of timing of DC charges (subject to impacts of water and development contributions reform) <p>An updated draft DC Policy will be prepared for Council review followed by public consultation alongside the next Annual Plan.</p> <p>Staff anticipate investing significant time in contributing to the development of the Government's growth funding reforms including system design and review of legislation over the coming year.</p> <p>The DC Policy work requires little or no cost aside from costs associated with staff resourcing.</p>	<p>Undertake draft amendments to the DC Policy for Council consideration (anticipated for February 2026)</p> <p>Public consultation on draft DC Policy thereafter.</p>

Quarterly Update – Growth, Land Use Planning & Transport Strategy Projects – August 2025

PROJECT DESCRIPTION	PROGRESS UPDATE / KEY MATTERS	NEXT STEPS / IDENTIFIED RISKS
Development Agreements	<p>TCC is increasingly using development agreements to fund and facilitate the delivery of growth-related infrastructure. Historically, TCC would have delivered this infrastructure and funded it from its own balance sheet with costs recouped through development contributions. This requires significant balance sheet capacity and exposes TCC to financial risk and under-collection.</p> <p>In order to manage TCC's balance sheet constraints, TCC has negotiated (or is in the process of negotiating) agreements with a number of developers in which the developer agrees to deliver and fund infrastructure that benefits their development. The agreements can relate to single assets (for example a wastewater pumpstation) or to all infrastructure within a greenfield urban growth area (for example, Tauriko West).</p> <p>Staff are currently working on development agreements for Tauriko West (as described under the Tauriko West project above), Tauriko Business Estate Stage 4, Rowsdale Drive and a site in Welcome Bay. Initial discussions are also underway for the Bell Road fast-track proposal.</p> <p>Most of the development agreement work is resourced in-house and therefore costs are minimal aside from costs associated with staff resourcing. Developers meet their own costs associated with negotiating and drafting agreements.</p>	Negotiations underway with reporting to and decision-making by Council as required.

Quarterly Update – Growth, Land Use Planning & Transport Strategy Projects – August 2025

PROJECT DESCRIPTION	PROGRESS UPDATE / KEY MATTERS	NEXT STEPS / IDENTIFIED RISKS
Government reform of funding and financing tools	<p>In 2024 the Government released its Going for Housing Growth programme. This programme is part of the Government's broader plan to tackle New Zealand's ongoing housing shortage.</p> <p>Going for Housing Growth is centred of three pillars, the second of which is "Improve infrastructure funding and financing to support urban growth". To this end, the Crown is investigating reform of several tools including development contributions, infrastructure funding and financing levies and Public Private Partnerships.</p> <p>The Government released an initial series of factsheets in February 2025. Proposals include reforming the development contributions regime and incremental improvements to the Infrastructure Funding and Financing Act. Announcements have also been made regarding advancements in toll charging and time of use charging (see below). There have not been any developments in the value capture area.</p> <p>It is possible that implementation of these reforms will be a component of any Western Bay of Plenty Regional Deal outcomes.</p>	Draft legislation is anticipated late this year and TCC will be able to make a submission through the Select Committee process.
TRANSPORT STRATEGY		
Time of Use Charging (variable road pricing)	<p>In Dec 2024, the government announced the Land Transport Management (Time of Use Charging) Amendment Bill. This Bill will empower local authorities and NZTA to develop proposals for time of use (congestion focussed) charging on specified routes or areas. Time of use schemes aim to improve traffic flow across an entire network, enhancing reliability and productivity overall. The TCC submission was approved at the 28 April Council meeting, which included reference to Tauranga's previous 'SmartTrip' variable road pricing proof of concept study.</p> <p>Legislation is expected to pass towards the end of 2025, following which schemes will need to be considered by a partnership between local authorities in a region and NZTA. Such partnerships will need to consult people impacted by the scheme, amongst other key impact assessment criteria. Proposed schemes will need to be approved by Cabinet and roadside and back-office systems put in place. The process will take some time therefore any proposed scheme will likely only take effect at least a year or more after being enabled in legislation.</p>	Await completion of the legislative process.

Quarterly Update – Growth, Land Use Planning & Transport Strategy Projects – August 2025

PROJECT DESCRIPTION	PROGRESS UPDATE / KEY MATTERS	NEXT STEPS / IDENTIFIED RISKS
	No costs are being incurred on time of use charging at this time.	
Western Corridor (SH29 Tauriko / Tauriko West)	<p>The 2 lane replacement bridge over the Omanawa Stream on SH29 will move into construction in late 2025, and is anticipated to take around 2 years to complete.</p> <p>The detailed business case was reported on in previous quarterly updates. NZTA have now completed their Tauriko West Road of National Significance (RoNS) Investment Case, which is based on the new decision-led assessment methodology. On 22 April 2025 Minister Chris Bishop announced that the NZTA Board had endorsed the Tauriko West RoNS investment case. NZTA Board approval of \$97.2 million in funding for route protection was also announced. The investment case endorsed by the NZTA board sets a budget envelope of between \$2.8 billion to \$3.3b for the overall project, with decisions to unlock funding made by the NZTA Board as each phase of the project progresses (ie construction funding is not in place). Key differences between the Business Case and the recent Investment Case are:</p> <ul style="list-style-type: none"> • The offline SH29 part of the project will be brought forward, whilst the upgrades of SH29A and Barkes Corner are pushed back. • Removal of the proposed bus lanes and several walking/cycling facilities, with corridor width protected to enable these to be developed in future. <p>Discussions are planned between TCC and NZTA to understand how these changes may affect the anticipated timelines and 'triggers' for enabling urban growth in the Western Corridor.</p> <p>In line with the GPS, NZTA also noted that a tolling assessment will be undertaken for the Tauriko West project. NZTA have currently completed a "gate 1 tolling assessment" and are in the progress of undertaking a "gate 2 tolling assessment". Subject to the outcomes and endorsement, this may lead to public consultation around the use of tolls as a funding tool.</p> <p>Staff are currently seeking further information from NZTA on aspects of the project to enable any issues to be identified and for reporting to Council and further engagement with NZTA.</p>	<p>Assess project information for reporting to Council and further engagement with NZTA.</p> <p>This project is part of City Deal negotiations</p>
Ohauti Transport Planning	Councillors endorsed to undertake an in-house study through the annual plan deliberations on 27 May 2025, as presented in the Issues & Options Paper . This paper was a result of a memo	Staff to prepare scope for this study.

Quarterly Update – Growth, Land Use Planning & Transport Strategy Projects – August 2025

PROJECT DESCRIPTION	PROGRESS UPDATE / KEY MATTERS	NEXT STEPS / IDENTIFIED RISKS
	<p>presented to council on the 5th of May, summarising an all recent transport planning studies undertaken in the Ohauiti / Welcome Bay area.</p> <p>Staff are currently preparing a more detailed scope for this study, with the objective to revisit transport planning activities near Ohauiti and provide recommendations. Project costs are expected to be minimal (aside from staff resourcing) and will be met from existing budgets.</p> <p>Meanwhile staff will continue to liaise with NZTA as they begin work on their Tauranga Strategic Urban Network Plan. This plan will include a focus on the section of SH29A from Barks Corner to Baypark and future investment requirements including the need for intersection improvements or upgrades.</p>	Engage with NZTA on their project.
SH2 Revocation	<p>TNL Stage 1 is expected to be open in 2028, and therefore the existing SH2 will become a local road when TNL opens.</p> <p>NZTA and TCC worked collaboratively to develop the SH2 revocation Programme Business Case. Since then, NZTA's revocation and Business Case process have been updated, and will follow the Decision Lead Approach – with a Revocation Assessment and Revocation Plan.</p> <p>TCC has begun to form an internal working group of SMEs to be involved during this process. The revocation process is being led by the Infrastructure Team with input from Strategy and Growth. NZTA and TCC are meeting July 23 to begin to outline and discuss the process.</p> <p>Key issues include:</p> <ul style="list-style-type: none"> - Agreeing any improvements to the corridor to occur prior to revocation - Agreeing the boundaries of what will become local road and what will remain State Highway - Agreeing an appropriate NZTA Funding Assistance Rate moving forward to recognise additional traffic will remain of the road as the result of tolling of the TNL. <p>TCC cost for revocation planning is limited to staff time.</p>	<p>Working with NZTA to understand key decision points and timeframes.</p> <p>Reporting to Council for decisions on revocation.</p>

9.3 Te Tumu Wastewater Servicing Options

File Number: A18429622

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PURPOSE OF THE REPORT

1. To provide an update to the City Future Committee on which wastewater servicing options for the Te Tumu urban growth area that have been assessed in the past and will be re-assessed in the 2025/26 Financial Year based on latest information.

RECOMMENDATIONS

That the City Future Committee:

- (a) Receives the report "Te Tumu Wastewater Servicing Options".
- (b) Notes the Eastern Corridor Wastewater options reassessment project programmed for the 2025/26 financial year and that this project will involve the Te Tumu landowners and the parallel wastewater investigations they are undertaking.
- (c) Notes that staff will continue to liaise with developers who wish to deliver alternative wastewater infrastructure at their own cost, subject to all relevant planning, technical, and statutory requirements, and that staff will report back on the options developers have considered.
- (d) Notes that there is infrastructure challenges associated with Te Tumu other than wastewater servicing (particularly access and stormwater management) and these need to be resolved as a package to enable development to proceed.

EXECUTIVE SUMMARY

2. This item responds to a request from elected members for a report on wastewater servicing options for the Te Tumu Urban Growth Area (Te Tumu). It follows the report presented to the Committee on 16 June 2025 (A18208178), which provided an overview of alternative transport access options for Te Tumu.
3. Te Tumu is a key component of Tauranga City's long-term growth management strategy. Its wastewater servicing is currently planned via a series of infrastructure upgrades from the Te Tumu/Wairākei boundary all the way to the Te Maunga Wastewater Treatment Plant (WWTP), consistent with the Eastern Corridor Wastewater Strategy approved by previous Councils. This approach, confirmed through multiple technical assessments, supports growth in Papamoa, Wairākei, and Te Tumu.
4. The current servicing strategy includes a network of rising mains and pump stations, enhancing system resilience and leveraging existing infrastructure. Eight major projects (detailed in Table 1, below) are outlined in the Councils 2024–2054 Infrastructure Strategy, with significant investment required beyond the current 10-year Long Term Plan (LTP). Key projects include replacing the existing Opal Drive pump station, a new Wairakei pump station and new rising mains that connect Te Tumu to the Te Maunga treatment plan. These projects are shown on Figure 1, on page 4.

5. Alternative servicing options were previously assessed in 2016, with the current strategy outperforming others. Eight alternative options were considered including wastewater treatment via:
 - a) A dedicated wastewater treatment plant in Te Tumu; and
 - b) Western Bay of Plenty District Council's Te Puke Wastewater Treatment Plant.
6. Key reasons for not pursuing alternative wastewater options previously were:
 - A lack of viable alternative wastewater disposal options. At the time, finding a socially, culturally and environmentally justifiable effluent disposal option (discharge to stream) was considered unlikely, given that there was already a disposal option available at Te Maunga WWTP;
 - The risks around gaining consents to discharge treated wastewater to stream from a new WWTP or from an increase in the discharge consent of Te Puke WWTP. Risks included consenting of construction, and consenting of the effluent disposal, which the report considered to have low feasibility and
 - The timeframes and costs generally associated with confirming the viability of wastewater schemes of the scale required for Te Tumu.
7. However, the high cost, affordability concerns and proposed timing (circa 2040) for delivery of the current strategy along with recent development proposals in the east have prompted a reassessment of wastewater servicing options for the eastern corridor. These further development proposals include Fast-track proposals at Wairakei South (Bell Road) and Tara Road and the concept of a new eastern town.
8. \$200,000 has been approved by Council to fund this work in the 2025/26 financial year. The work will investigate:
 - New WWTP possibilities (looking at the viability of local, small-scale WWTPs within Te Tumu)
 - Possibilities to reduce wastewater flows from Te Tumu (which could in turn possibly reduce the cost of the upgrades needed to service the area); and
 - Regional servicing solutions (e.g. a larger new WWTP to service new growth areas in the east)
 - Comparing these options with the current wastewater strategy.
9. Some Te Tumu landowners have expressed interest in alternative wastewater solutions, and at least one is undertaking independent investigations. Staff have not been privy to these investigations and have requested that the information be shared. As such, we are not in a position to comment on options being considered at this time. However, as part of the assessment, we will work collaboratively with the landowners and use the information they provide to help develop options. We will approach the issue with an open mind, noting that any solution will need to be high quality, cost effective, and appropriate for the development of the entire Te Tumu growth area.
10. A key component of the reassessment will be to collaborate with landowners and the work they are undertaking. To this end a workshop is planned later in the afternoon of 12 August on Te Tumu planning and infrastructure that will include wastewater servicing amongst other matters.
11. Engagement with tangata whenua will be essential, particularly given the cultural values and sensitivities associated with wastewater discharges. This engagement is proposed to occur once potential options have been identified. A key consideration in assessing wastewater treatment options will be the location and method of discharge, including potential environmental and cultural effects.
12. While wastewater remains a key constraint to development in Te Tumu, there are also other infrastructure matters to work through, particularly stormwater management and access.

These need to be resolved together to enable development. This includes coordinated work to negotiate two primary infrastructure corridors that would carry core services such as roading, water supply, wastewater and telecommunication infrastructure into the growth area. It also includes addressing the need for the Kaituna Stormwater Overflow and the broader stormwater strategy for Te Tumu, both of which present timing and funding issues that need to be carefully considered and resolved.

BACKGROUND

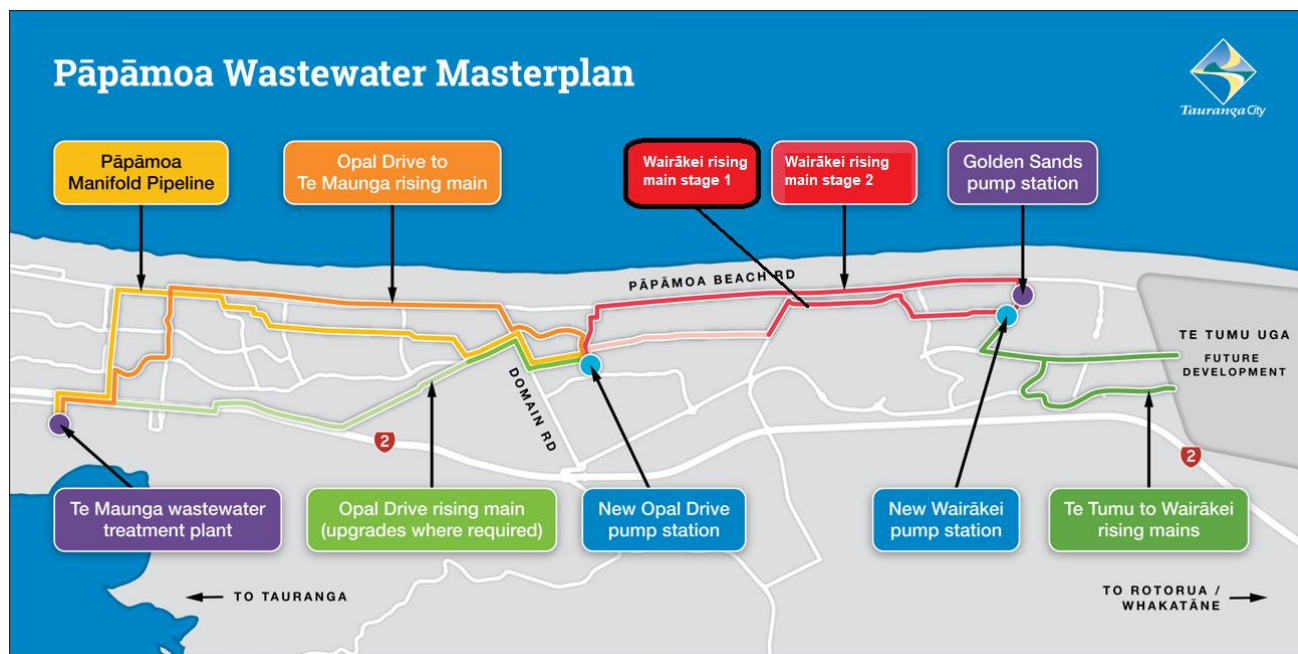
13. The current long-term wastewater servicing strategy for Te Tumu is based on conveyance of flows to the Te Maunga Wastewater Treatment Plant (WWTP), consistent with Tauranga City Council's (TCC) adopted approach for the Eastern Corridor. This strategy accommodates the 2024-34 LTP projected growth within all the Eastern Corridor catchments from Papamoa and Wairakei but does not provide for the growth in Te Tumu until well after the LTP period. This approach was confirmed by previous Councils through various technical assessments and options analysis, building on the Eastern Corridor Wastewater Strategy (2019). The concept servicing and connection of Te Tumu to the existing TCC system has underpinned the development of the structure plan for Te Tumu through the duration of this project.
14. Alternative ways to service Te Tumu have previously been investigated but not preferred over the current strategy. However, due to concerns about cost, funding, affordability and timing of delivery as well as new growth proposals in the east, approval (\$200K) has been given to initiate reassessment of this approach in the 2025/26 Financial Year. A detailed scope for this project is under development. At this stage it is intended to include:
 - Developing high level information on alternative options for wastewater servicing of Te Tumu and the wider area Urban Growth Areas (UGA), for example the Wairakei South fast-track development and the potential eastern town, both of which are within the Western Bay of Plenty District Council (WBOPDC). These options mainly focus on high level options for how a range of wastewater flows can be conveyed to new WWTP(s).
 - The high-level information to be developed for the options is anticipated to include an indication of CAPEX construction cost, operational expenditure, potential project timelines, opportunities and risks; all in comparison to the current servicing strategy, to assess if there is a viable alternative option that merits further development.
 - Where possible, it is anticipated that the assessment can incorporate information from the Te Tumu landowners on their investigations into stand-alone WWTPs and ensure matters of interest to TCC in respect of these investigations are adequately covered.
 - The City Water Planning team is already in discussions with WBOPDC on how the assessment can incorporate information they already have on the Wairakei South (Bell Road) development and the future eastern town concept. As WBOPDC are already working with the Wairakei South developers on options for wastewater servicing, it is anticipated that the assessment can leverage off this relationship and engagement and incorporate information where available.
15. In addition, a review of the current projected cost estimates associated with delivering the wastewater strategy covering both Council-led infrastructure and developer-led works within Te Tumu is to be undertaken. The findings will inform the reassessment project and support the structure planning process for Te Tumu.

Current Preferred Servicing Approach

16. The 2019 preferred and adopted wastewater servicing approach for the Eastern Corridor (shown on Figure 1, below) involves staged delivery of a network of trunk rising mains and pump stations to service Papamoa, Wairakei and Te Tumu. This solution builds on existing infrastructure and treatment capacity at Te Maunga WWTP, with new infrastructure and progressive upgrades as development in different growth areas proceeds.

17. The establishment of rising mains in addition to the existing ones also provide resilience to the system should the current trunk mains, which are largely located in liquefiable land, fail during a natural hazard event.

Figure 1 - Eastern Corridor Wastewater Strategy Key Assets and Projects



2024-54 Infrastructure Plan Eastern Corridor Wastewater Programme:

18. The table below summarises the seven projects within the eastern corridor wastewater programme required to provide for Te Tumu. The majority of projects start within the current 10-year plan period, and initially provide for growth within Papamoa and Wairakei, however there is significant expenditure outside the 10-year plan period to further provide capacity which directly enables the development of Te Tumu to commence. Upgrades to the Te Maunga WWTP are not covered here as they service city-wide growth and cannot be separated out for the eastern corridor. Upgrades for the Te Maunga WWTP are within the 10 Year plan and also span up to 2044.
19. All planning stage project budgets were developed using the standard TCC 2024-34 LTP costing methodology. Base costs were developed from market rates, derived by industry experts, with standardised allocations for risk, optimism bias (OB) and contingency (Cont) - based on project type, ground conditions, land purchase requirements, etc). As a project moves into design, base costs are refined with an engineer's estimate and then later from contractor quotes. As a project moves through the lifecycle and scope/construction methodology if defined, it is common that the risk and contingency elements decrease (both in cost and in % of overall project total).

Table 1: Te Tumu related Eastern Corridor Wastewater Projects

Project	Status	Summary	Programme	Total Budget*	10 YP or beyond?	Budget Spilt
Opal Drive Rising Main Renewal	Completed FY24	Renewal of sections of existing pipeline to address condition issues and improve asset life. Essential pre-cursor to new pump station below.	FY21 - FY24	\$7M	10 YP	Base: 83% Cont: 17%

Project	Status	Summary	Programme	Total Budget*	10 YP or beyond?	Budget Spilt
Opal Drive Pump Station	In Construction	Replace existing old pump station, which is aging and does not have capacity for future flows, with new, larger asset. New station is built to allow future upgrades (if needed).	FY20 - FY26	\$38M	10 YP	Base:100%**
Wairakei Pump Station	In Detailed Design	Replace existing local pump station (Golden Sands), which does not have capacity for future flows, with new, larger asset. New station is built to allow future upgrades (if needed). Golden Sands station downgraded and returned to local network.	FY23 – FY28	\$40M	10 YP	Base: 91% Cont: 9%
Wairakei Rising Main Stage 1	Preliminary Design	Upgrade the existing pipeline between Golden Sands and Opal Drive to take increased flows from Papamoa and Wairakei catchment, connect to the new Opal Drive pump station.	FY23 – FY29	\$18M	10 YP	Base: 65% Risk: 19% OB: 6% Cont:10%
Opal Drive to Te Maunga Rising Main	In Planning	Second, additional rising main from Opal Drive pump station to Te Maunga WWTP, and associated pump station upgrades. Trigger is dependent on growth within existing catchments, network performance and the Te Tumu UGA.	FY24 – FY38	\$97M	10 YP and beyond	Base: 64% Risk: 16% OB: 10% Cont:10%
Te Tumu Rising Mains	In Planning – western sections In Construction – developer delivered sections at Wairakei Town Centre Complete – sections near PEI	Two new rising mains to convey wastewater from Te Tumu UGA to the Wairakei pump station. Only needed for the Te Tumu UGA.	FY23 - FY39	\$38M	10 YP and beyond	Base: 66% Risk: 13% OB: 11% Cont:10%
Wairakei Rising	Pre-Initiate	Second, additional rising main from Wairakei	FY35 – FY42	\$80M	Beyond	Base: 69%

Project	Status	Summary	Programme	Total Budget*	10 YP or beyond?	Budget Spilt
Main Stage 2		pump station to Opal Drive, and associated pump station upgrades. Likely the capacity trigger for this upgrade is the Te Tumu UGA, however is also dependent on growth within existing catchments and network performance.				Risk: 13% OB: 8% Cont:10%
TOTAL PROGRAMME COST				\$318M		

*Budget rounded to nearest \$Million, in today's \$\$ and not inflated

** For this project, the contingency was rolled into the base component in IBIS.

Previous Assessment of Alternative Wastewater Servicing Options for Te Tumu

20. In response to landowner concerns and to ensure a robust strategy, alternative servicing, treatment, and disposal options were assessed in 2016. Eight options were considered:
- Baseline Option (Preferred) – Connection via a pump station and rising main network to Te Maunga WWTP. Identified as technically feasible, consentable, and aligned with TCC's infrastructure strategy.
 - Dedicated WWTP for Te Tumu – Found to be unfeasible due to cultural, social, and environmental constraints and the absence of a viable disposal method.
 - Upgrade and Discharge to Te Puke WWTP – Considered unviable due to high commercial risk, inter-district agreements, and capacity issues.
 - Individual Septic Tanks – Inconsistent with regional and local planning requirements; not suitable for urban development.
 - Trucking Wastewater to Te Maunga – Considered only as a short-term contingency option due to unacceptable long-term sustainability and operational challenges.
 - Wastewater Reuse for Non-potable Purposes – Limited applicability and significant infrastructure investment required; not pursued.
 - Te Okuroa Drive Optimization – A variation of the baseline that may assist with phasing but not further investigated at the time.
 - Alternative Reticulation Systems – Pressure sewer systems recommended for further exploration, particularly in response to ground conditions and topography. However, this system would still need to connect to either the existing trunk system to Te Maunga (with associated upgrades needed) or an alternative treatment plant (which was discounted as above).
21. A Multi-Criteria Analysis (MCA) and cost assessment confirmed that the Baseline Option significantly outperformed the two most feasible alternatives in terms of cost, risk, deliverability, and alignment with policy. That is, the options of a dedicated wastewater treatment plant in Te Tumu or reticulation to the Te Puke Wastewater Treatment Plant were not pursued further because of the following:
- No viable effluent disposal option was identified: The feasibility of a standalone WWTP is dependent on identifying and agreeing a socially, culturally, and environmentally acceptable disposal method, which was considered unlikely at the time.
 - High consenting risk: Given that there is an existing consented discharge via Te Maunga WWTP, any new disposal option would have required 'demonstrable additional benefits'

to meet Resource Management Act (RMA) and Bay of Plenty Regional Council (BOPRC) requirements.

- Significant investment required: establishing a feasible option would demand extensive investigations, stakeholder engagement, and technical assessments, with no guarantee of success. Ground conditions were considered to be an impact on high construction costs.

Higher operational costs: while capital costs could have been lower than the preferred option (the chosen strategy), operational costs were considered to be significantly higher due to lack of economies of scale

Current Constraints and Forward Planning

22. While the Baseline Option remains the current strategy for wastewater servicing of Te Tumu, a key constraint is the capacity of downstream infrastructure. Upgrades delivered within the 2024-34 Long Term Plan (LTP) are sufficient to service growth in Papamoa and Wairakei only.
23. Significant additional investment in the existing TCC downstream network is required to enable development in Te Tumu (i.e. the remaining sections of the Te Tumu rising mains, the second Wairakei rising main, and the second Opal Drive rising main). These upgrades are not fully funded within the 2024-34 10-year LTP because of broader fiscal constraints and are currently timed for completion in 18 years. They are included in the 30-year Infrastructure Plan and Wastewater Strategy.
24. These timeframes are inconsistent with landowner and TCC aspirations to enable growth in Te Tumu. Options to be re-assessed are detailed later in the Options section of the report.

Other Infrastructure Constraints

25. To enable development in Te Tumu all infrastructure constraints need to be resolved including access, three waters, electricity and telecommunications.
 - (a) Access: This has been the subject of separate reporting.
 - (b) Potable water supply: This is planned to be delivered from the west through the Wairakei urban growth area with further mains to be delivered in the future from Bell Road and directly into the eastern end of Te Tumu to provide sufficient capacity and security of supply in the long term. The water supply constraints are much lower than wastewater as the network in Wairakei is able to service a significant amount of growth in Te Tumu before further investment is required. However, the existing network is remote from the eastern end of Te Tumu constraining development in that location without significant further investment.
 - (c) Stormwater: The Kaituna Stormwater Overflow is a requirement of the existing Papamoa Comprehensive Stormwater Discharge Consent. The overflow connects the Wairakei Stream to the Kaituna River to enable water from the stream to be conveyed to the river via a high-level outfall in extreme rainfall / flood events preventing the flooding of property and houses in the Papamoa, Wairakei and Te Tumu areas.

The current stormwater strategy for Te Tumu, developed in collaboration with landowners, was designed to maximise developable land by directing stormwater discharge to the Wairakei Stream and minimising the need for on-site stormwater storage. However, this approach triggers the requirement for the overflow to be in place before development can proceed. With the high cost of the overflow now evident, the affordability of the preferred strategy is uncertain.

The estimated uninflated cost of the overflow is \$79M (\$34 for Implementation, \$17M for planning design and land purchase and \$28M for Risk, Optimism Bias and Contingency). \$17M for planning, design and land acquisition in order to obtain a construction consent for the overflow have been allowed for in the 10-year LTP due to fiscal constraints. Factors affecting project cost include significant allowances for ground improvements to address lateral spread (earthquake related ground

displacement) risk, allowance for two road bridge crossings and the need for a large amount of land purchase.

Unless stormwater management challenges can also be addressed, resolving the current wastewater challenges will not enable development to proceed in Te Tumu in a timelier manner.

- (d) Electricity and telecommunications: These are planned to be delivered from the west through the Wairakei urban growth area.

STATUTORY CONTEXT

26. Te Tumu has been a long-standing growth area and remains a core component of the SmartGrowth strategic growth strategy including the connected centres programme under UFTI. Its implementation is supported through urban growth policies within the operative Regional Policy Statement and is part of the solution to addressing Tauranga's housing shortage.
27. Tauranga City Council, as a Tier 1 local authority, must satisfy the requirements of the National Policy Statement on Urban Development (NPS-UD) with respect to providing sufficient development capacity within the city to meet the expected demand for housing in existing and new urban areas in the short term, medium term, and long term.
28. The NPS-UD also requires planning decisions to contribute to well-functioning urban environments that, among other things ensure integration of urban development with infrastructure planning and funding decisions.
29. Integrated and efficient network infrastructure, including wastewater servicing, is clearly a key contributor to the delivery of a well-functioning urban environment under this national direction.

STRATEGIC ALIGNMENT

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

	Contributes
We are an inclusive city	<input type="checkbox"/>
We value, protect and enhance the environment	<input checked="" type="checkbox"/>
We are a well-planned city	<input checked="" type="checkbox"/>
We can move around our city easily	<input type="checkbox"/>
We are a city that supports business and education	<input type="checkbox"/>

31. Adequate wastewater infrastructure is required to service new growth areas of Wairakei and Te Tumu, while avoiding wastewater overflows and harm to the environment. Structure planning, including investigations to confirm the wastewater servicing, is an important part of design and planning of greenfield growth areas like Te Tumu. Enabling development that achieves a well-functioning urban environment includes consideration and investigation of a range of options including infrastructure and land uses for an area. The work undertaken to date on the Te Tumu structure plan has considered a range of wastewater servicing options to serve a future community and integrate with the existing infrastructure network.

OPTIONS ANALYSIS

32. This section addresses options to be considered through the upcoming wastewater investigations, rather than options that require decision-making at this time.
33. In 2024, the government announced a list of fast-track projects. These are projects considered to meet criteria under the Fast-Track Approvals Act 2024: projects for infrastructure, housing and development with significant regional or national benefit. Projects can bypass the normal Resource Management Act (RMA) process and are intended to have

reduced delays and streamlined approvals. One of the projects listed under Fast Track is the 'Wairakei South' development (locally known as 'Bell Road'). The project is to develop rural land for residential, commercial, and industrial use, including approximately 2,000 new homes and 80 hectares of new industrial land. This development is located on the southern side of the SH2 / Tauranga Eastern link, south of the new Wairakei town centre within the WBOPDC area.

34. TCC has informed the developers that under the 30-year strategy and 10-year LTP, there is insufficient capacity in the system, even within the future after planned upgrades, to service the Wairakei South development. The development will produce significant flows which will take up a substantial portion the eastern corridor wastewater network capacity. At present, WBOPDC is looking into potential options to service this development, however work so far indicates that there are no feasible options to upgrade existing networks to accommodate the development.
35. In November 2024, Council approved funding (\$200K) in the 2025/26 Annual Plan to initiate work to reassess the wastewater servicing option for the Eastern Corridor: looking at infrastructure needs, taking into account revised growth projections, SmartGrowth planning, and the Wairakei South Fast-Track development opportunities. As many upgrade projects (as described above) have already started and are needed in the near term to accommodate growth within existing catchments, the main focus of this study will be to re-assess Te Tumu wastewater servicing options at a high level, in conjunction with the work WBOPDC is doing on the Wairakei South development.
36. Some of the Te Tumu landowners have expressed interest in alternative wastewater solutions, and at least one of these landowners is undertaking their own investigations into onsite wastewater treatment. TCC have been supportive of the landowners exploring alternative options. At a Te Tumu landowner meeting on the 15th of July 2025, staff advised the landowners of the plan to reassess the current wastewater strategy to identify any viable alternatives, and that we wish to work collaboratively with them on this project, which was well received. The project's success will rely on receiving landowner information and analysis on the options they are exploring. We have also noted that landowner treatment solutions would need to:
 - (a) Consider conveyance of flows to the treatment plant and treated effluent disposal from the treatment plant (not just the treatment process).
 - (b) Consider solids (sludge) disposal and costs.
 - (c) Consider cultural and consenting challenges.
 - (d) Be of high quality (e.g. comply with city plan, engineering, asset and environmental standards).
 - (e) Understand the costs associated with operating, long term ownership (whole of life costs) and risks between private and public ownership.
 - (f) Understand the potential impact on future housing and business land, including effects on development capacity, urban form, and supporting land uses.
 - (g) Offer value for money; and
 - (h) Be considered in the context of the whole Te Tumu growth area needing to be developed.
37. TCC and WBOPDC are currently developing the detailed assessment project scope, which once finalised is estimated to take ~6 months. The investigation is likely to include high level assessment of:
 - (a) Option 1) Low pressure sewer system in Te Tumu (where each property has a small pump station on the section, which is part of a pressurised system, which can reduce the amount of peak wastewater flow per property, and possibly reduce the new capacity needed to convey flows).

- (b) Option 2) Standalone WWTP(s) for Te Tumu generally (developer led, the assessment would aim to incorporate relevant available information, however TCC will also address any high-level information gaps).
 - (c) Option 3) New WWTP for Te Tumu & Wairakei South the assessment would aim to incorporate relevant available information, however TCC will also address high level information gaps)
 - (d) Option 4) Council led new 'eastern' WWTP.
 - (i) New WWTP to service existing TCC eastern corridor catchments such as Wairakei, and new medium-term developments (the new Wairakei South development and Te Tumu).
 - (ii) Option (d)(i) plus long term WBOPDC SmartGrowth areas such as the eastern town concept, and other greenfield areas in Te Puke.
38. It is proposed that the assessment will provide information on options for timing, opportunity, costs and risks; with the aim to identify if there are any other viable alternative options to the current servicing strategy and what options could be developed further.
39. For Option 2, standalone WWTP(s) for Te Tumu, it should also be noted that there is a need to determine a wastewater strategy / solution for the whole of UGA, rather than only one or two land holdings. Individual developer solutions that do not consider impact on the entire area could jeopardise the viability of growth for other developers.
40. Like the earlier 2016 investigation advises, gaining resource consent for a new WWTP still remains a significant risk, and can take a long time (several years). In future, it is anticipated this will be improved by the new wastewater environmental performance standards and potentially new National Policy Direction (developing under the Resource Management reform programme) which could influence the resource consent process.
41. The aim of the standards is to improve the consistency, efficiency, and environmental outcomes of wastewater management across the country, and streamline the resource consenting process for treatment plants. The draft standards are currently in development, under the Water Services Act 2021, led by Taumata Arowai (the national water services regulator). These standards will set limits and conditions for wastewater discharge into rivers, lakes, the ocean and to land, as well as setting standards for safe and beneficial reuse of biosolids (sludge). However, the standards have raised several community and tangata whenua concerns; particularly around representation, cultural and environmental misalignment, speed and timing of reforms and transparency and accountability. Also, the standards do not cover every aspect of a WWTP resource consent and so where issues are not covered by the new standards (such as emerging contaminants (EC) for site specific risks²) these would be required to be assessed against the relevant regional plan provisions under the Resource Management Act (RMA).
42. All treatment options would have to consider treatment type, discharge locations and type (e.g. water discharge and land discharge), ownership, operation responsibilities, requirements, costs, and risks (including consenting risks such as time and acceptability), and potential opportunities possible from the draft wastewater standards. Based on the outcome of the high-level assessment, and a decision on the viability to pursue any of the options further, consultation and stakeholder engagement needs will be identified.

FINANCIAL CONSIDERATIONS

43. The current wastewater servicing strategy involves substantial financial commitments to be made (by Council and Developers). The funding approved (\$200K) by Council to initiate work to reassess the wastewater servicing options for the Eastern Corridor to accommodate

² Emerging contaminants are synthetic or naturally occurring chemicals or any microorganisms that are not commonly monitored in the environment but have the potential to enter the environment and cause known or suspected adverse ecological and/or human health effects.

growth provided for through SmartGrowth and potential Fast Track projects will support future Council decision-making associated with enabling Te Tumu for urban development.

44. It is essential that sound financial information is available on capex and opex costs of various wastewater solutions to enable decision-making, including where cost fall across different parties (Councils, developers, homeowners, ratepayers etc). The review of the current projected cost estimates for the wastewater strategy covering both Council-led infrastructure and developer-led works within Te Tumu will contribute to this understanding.

LEGAL IMPLICATIONS / RISKS

45. No legal implication or risk has been identified associated with the current wastewater servicing strategy. Legal implications or risk associated with the re-investigation of the Eastern Corridor wastewater strategy will be identified as part of the projects options assessment.

TE AO MĀORI APPROACH

46. Wastewater servicing strategies and especially the disposal of treated wastewater is of high interest to tangata whenua. WWTP location and discharge is a particularly contentious issue. Water is considered a taonga and has deep significance, and discharge of treated wastewater to water bodies is seen by many iwi as a desecration, regardless of the treatment level. Discharge to land is often favoured, however this must still take into account effect on the environment and site cultural significance (land disposal options can require a large area, with effective drainage).
47. TCC is aware of strong interest by iwi and hapū regarding future rezoning and subsequent development of Te Tumu. The current servicing strategy of connecting Te Tumu to Council owned wastewater reticulation is a well-established element of the planning for Te Tumu. Previous engagement with tangata whenua on this matter has been based on this approach. Staff are currently working to restart discussions with iwi and hapu on the wider rezoning work and any potential change in approach to wastewater servicing will be a key part of future engagement on this project.
48. As a member of Te Maru o Kaituna River Authority, the co-governance partnership with the responsibility to restore, protect and enhance the environmental, cultural and spiritual health and well-being of the Kaituna River, engagement with the river authority on any options for alternative wastewater management approaches in Te Tumu is anticipated.

CLIMATE IMPACT

49. A greenhouse gas emission assessment can be carried out on the short list of options to inform the final decision.

CONSULTATION / ENGAGEMENT

50. This project will be carried out in close partnership with WBOPDC, as some of the solutions would benefit both councils.
51. TCC will need to collaborate with Te Tumu and Wairakei South developers as it is key to the success of the project that they will share available information on treatment options undertaken so far. They would be the key beneficiaries and would have to fund the preferred option(s).
52. As part of the existing wastewater strategy engagement approach, there is an established 6-monthly hui that is used to provide joint planning and delivery project updates with relevant iwi and hapu. This group will be informed of the assessment, and initial feedback on options can be incorporated into the assessment outcome. However, any changes to the group or updates will be dependent on which options are seen by council as viable alternatives to the existing strategy. Therefore, the outcome of the assessment and subsequent council decisions on potential alternative options will specify which groups need to be invited and an engagement plan developed to respond.

53. The initial options assessment will further identify any other potential stakeholders not identified at this stage.

SIGNIFICANCE

54. 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.
55. 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 issue.
 - (c) the capacity of the local authority to perform its role, and the financial and other costs of doing so.
56. In accordance with the considerations above, criteria and thresholds in the policy, it is considered that the issue is of high significance, however there is no decision required at this time and hence the report is considered to be of low significance.

ENGAGEMENT

57. Taking into consideration the above assessment, that the report is of low significance, officers are of the opinion that no further engagement is required at this stage.

NEXT STEPS

58. Wastewater servicing matters will be discussed further during this afternoon's workshop with landowners.
59. The next step is to develop and finalise the scope of the high-level assessment to look at alternative options for wastewater servicing of the eastern corridor with WBOPDC within current budget limits. TCC will collaborate with WBOPDC as well as the Te Tumu and Wairakei South developers during the scoping and undertaking of the study, and they will be requested to share relevant information to inform the assessment. Only once the scope is agreed can a timeline be confirmed. Once the options are developed, council will need to make a decision if any of the alternative options are viable to develop further.
60. In order for initial feedback / TCC position to be provided regarding the on-site wastewater option investigations undertaken by one of the Te Tumu landowners, it will be necessary for the relevant information to be provided to TCC staff for review and assess to enable reporting to elected members.

ATTACHMENTS

Nil

9.4 Waters Planning Update

File Number: A18315749

Author: Claudia Hellberg, Team Leader: City Waters Planning
Peter Bahrs, Manager: Water Services

Authoriser: Nic Johansson, General Manager: Infrastructure

PURPOSE OF THE REPORT

1. Provide general update on waters planning projects. Project backgrounds as reported previously in March, are being kept in this report and specific project updates are highlighted.

RECOMMENDATIONS

- (i) That the City Future Committee:Receives the report "Waters Planning Update".
-

EXECUTIVE SUMMARY

Overview

2. City Waters Planning is advancing a comprehensive portfolio of water supply, wastewater, and stormwater projects to meet Tauranga's growing infrastructure needs. These projects are funded through the Long-Term Plan (LTP) and are reviewed every three years to align with updated population forecasts and strategic priorities.
3. The planning of key water supply projects to support current water demands, growth and resilience are being advanced. These include re-consenting water takes, expanding supply networks in the western and eastern corridors, and increasing storage capacity. Planning is well underway, with some projects moving into design, and others into delivery.
4. Key wastewater planning projects include upgrades to support growth in the western and eastern corridors, with early works underway and further upgrades required as development progresses. Additional projects in Carmichael Road and Hewletts Road are also being planned to address capacity and servicing needs in high-growth areas.
5. The update on the stormwater projects includes planning to improve network capacity, water quality, and flood protection. Key initiatives include upgrading primary stormwater infrastructure in intensification areas, refining catchment management plans, and planning major flood relief like the Kaituna overflow to support future development.
6. TCC also continues to collaborate with Western Bay of Plenty District Council (WBoPDC) on integrated water planning to support future growth across the sub-region. Key initiatives include a joint servicing strategy, exploration of shared infrastructure like a new wastewater treatment plant, and development of a freshwater management tool to guide decisions on water quality and quantity under national policy requirements.

BACKGROUND

7. City Waters Planning is working on a range of projects to address current and future issues in our water supply, wastewater and stormwater network. The biggest driver for upgrades and investments is growth. Other drivers like resilience and maintaining/improving level of service are very often linked or incorporated into growth projects.
8. All of 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 will be carried out this financial year, to prioritise projects and develop a revised forward works programme.

9. 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
10. Where relevant, projects are coordinated with other activity areas notably, transport and Spaces and Places.

WATER SUPPLY PROJECTS

Water take re-consenting

11. The Joyce and Oropi water take consents expire in October 2026 and are due for re-consenting with the consent application being lodged by March 2026. The Waiāri consent expires in 2044.
12. The 30yr infrastructure plan flagged issues with over allocation. Latest information from Bay of Plenty Regional Council shows a slightly better picture with less over allocation of our water take streams. However, consents might still be re-assessed (lower) to meet new limits, which are being worked on under the National Policy for Freshwater Management (NPSFM). However, with the new Waiāri Treatment Plant there is no need for a new source in the next 20 to 30 years even with a lower allocation limit.
13. Engagement with tangata whenua on this project commenced mid-2022 and is ongoing. A tangata whenua working group has been set up and input from this group supports the preparation of the consent application.
14. **Project update:** The technical studies to support the consent application have been largely finalised and will now inform the preparation of the consent application including the Assessment of Environmental Effects (AEE).

Western Corridor water supply study

15. 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).

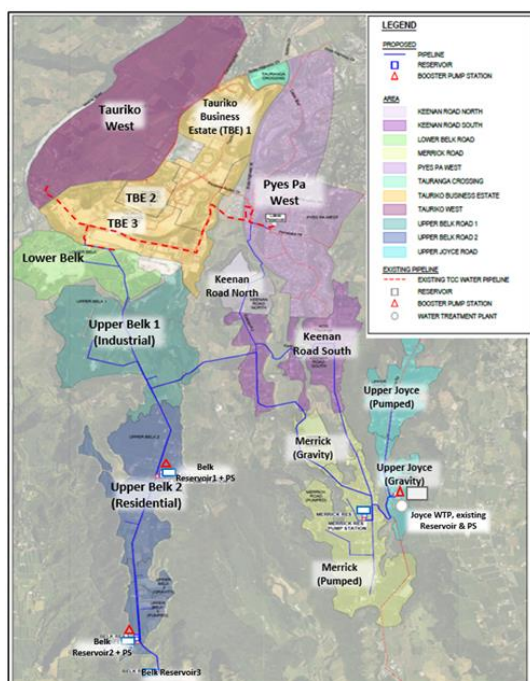


Figure 1: Western Corridor Development Strategy Plan showing proposed Water Infrastructure.

16. The first stage is currently being implemented and will service Tauriko West and Lower Belk.
17. **Project Update:** The concept plan for servicing future stages is currently being revised due to new population predictions. Hydraulic modelling of the network servicing the Western Corridor has been completed. Preparation of the draft report and cost estimation is currently underway.

Eastern Corridor water supply study

18. The Papamoa and Mount suburbs are currently being supplied with water from the Joyce Treatment Plant. The extension of the Waiāri water supply to Mount Maunganui is critical to take pressure off the Joyce supply network so capacity can be re-allocated to service growth in the western corridor.
19. The Eastern Corridor projects primarily focus on delivering water from the Waiāri Water Treatment Plant to Mount Maunganui. Water from Waiāri currently feeds into the Papamoa trunk main at the Welcome Bay Roundabout near Domain Road. See Figure 2 for proposed projects to achieve this.

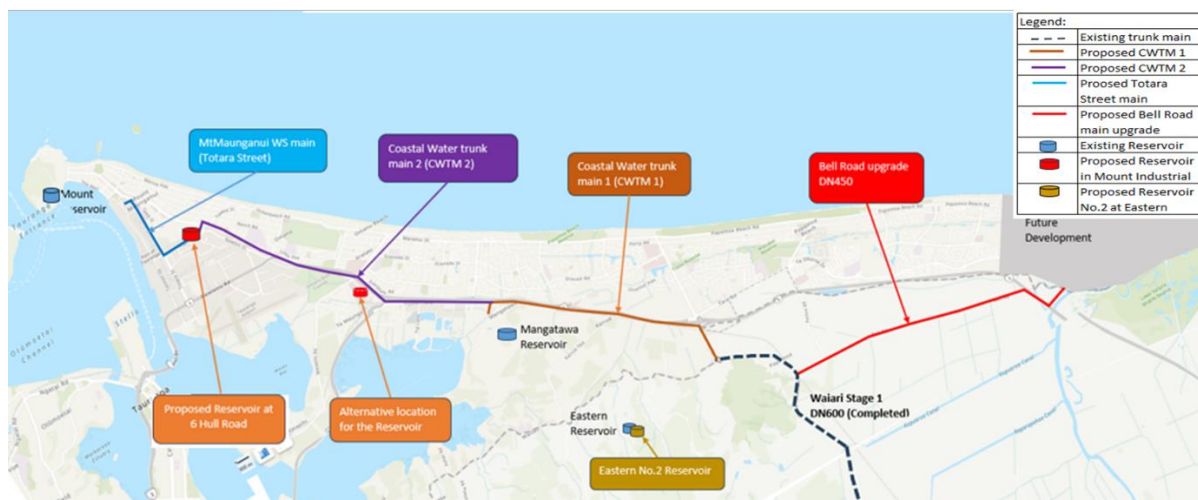


Figure 2: Eastern Corridor planned and proposed Water Supply Projects

20. The next part of the trunk main extension is called Coastal Water Trunk main Stage 1 (CWTM 1) and will take water from the Welcome Bay roundabout to Mangatawa. This project is currently in the preliminary design stage but is on hold due to financial constraints and to allow discussions with landowners, as the trunkmain is proposed to be partly located on private and tangata whenua land.
21. The storage reservoir on Mauao needs to be renewed or refurbished however only a like-for-like replacement can be made at the current location. The Coastal Strip has a longer-term shortage in storage capacity. We are exploring potential locations for a new storage reservoir in the Mount Industrial area and assessing feasibility.
22. Hydraulic modelling is being undertaken to assess the amount of reservoir storage needed for the eastern coastal part of Tauranga for resilience purposes.
23. The Coastal Water Trunk main Stage 2 (CWTM 2) from Mangatawa to Mount Maunganui is currently in the planning phase.
24. **Project update:** The planning for a replacement of a pipe along Totara Street has been completed. This project can now enter the design and delivery stage to replace this failing principle main. This project will enhance the fire flow capacity to the Mount Industrial area and provide improved security of supply for several of the city's large-water users in the area.

Cambridge Reservoir No. 4

25. 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).

26. The current focus of this project is 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 \$90m.

WASTEWATER PROJECTS

Western Corridor wastewater study

27. The purpose of this study is to identify the preferred trunk network (including pump stations) to service the western growth area, which includes Tauriko West, Lower and Upper Belk, Keenan, Joyce and Merrick Road areas. The network would connect to the Southern Pipeline via the Maleme Street PS and Memorial Park pump stations. A core consideration for this study is the staging to service the various planned and potential growth areas over time.
28. Part of the solution has already been implemented or is currently under construction to service the first stages of Tauriko West and Lower Belk (known as the committed development areas). The current planning study focuses on the full build out of the committed development, and the medium term growth for Keenan and Upper Belk Urban Growth Areas (UGA).
29. Projected increases in population numbers will also require upgrades to the downstream network.
30. We will provide a more detailed update to this Committee later in the year.

Eastern corridor wastewater study

31. 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.
32. Implementation of the scheme started with the upgrade of the Opal Drive PS (in construction phase) and new Wairakei pump station and rising main (design underway). Further network refinements are required for this initial implementation phase, which only caters for the currently zoned growth.
33. 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.
34. **Project Update:** See separate 'Te Tumu wastewater servicing options' report on the agenda.

Carmichael Road

35. 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.
36. The proximity to the Bethlehem shopping centre and large parcels of mainly pasture makes it attractive to developers.
37. 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.
38. **Project update:** Planning for the preferred long-term servicing is now underway.

Newton Street & Hewletts Road Gravity Main Upgrade

39. This is a major project to address capacity issues under Hewletts Road and the railway line. The feasibility planning of this project will look at a range of options and will take about two to three years. It is a busy road corridor with a large amount of traffic and underground services. A range of options will be explored to minimise interruptions and project costs.
40. 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

Network Capacity Upgrade Programme

41. Any new stormwater network for primary flows needs to be able to convey runoff from a rainfall event, which has a chance to occur once every 10 years.
42. 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.
43. **Project Update:** An initial identification of potential upgrades is currently underway for all areas across the city.

Water Quality Programme

44. Key purpose of the Water 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.
45. This programme can be further refined based on the findings of the Freshwater Management Tool as described below.
46. **Project Update:** Options to address water quality exceedances at three locations is underway. These include Mount Industrial area, Esk Street in Greerton and Coach Road in Otumoetai.

Stormwater Management Plans for Intensification Areas

47. Stormwater Management Plans (SMPs) for Te Papa (CBD, Gate Pa and Greerton) and Tauranga West have been prepared to support intensification and infill in line with the Te Papa and Otumoetai Spatial Plans. 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.
48. The development of the Mount Maunganui SMP is currently underway.
49. **Project update:** The feasibility study for a stormwater upgrade project to alleviate flooding along Cameron Road near Tauranga Girls College has been finalised. Awaiting confirmation for Cameron Road Stage 2 transport project before progressing this project further due to aligning projects and timing.
50. **Project update:** A feasibility study to alleviate flooding near Cherrywood shops has commenced.

Waimapu Catchment Management Plan

51. The preparation of this catchment management plan is lead 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.
52. The project has been going on for two years and a range of technical assessments have been undertaken to inform the catchment management plan.

53. **Project update:** The Waimapu CMP has been finalised. An online summary version is currently being prepared and will be presented at a future council meeting.

Update of existing Catchment Management Plans

54. 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.

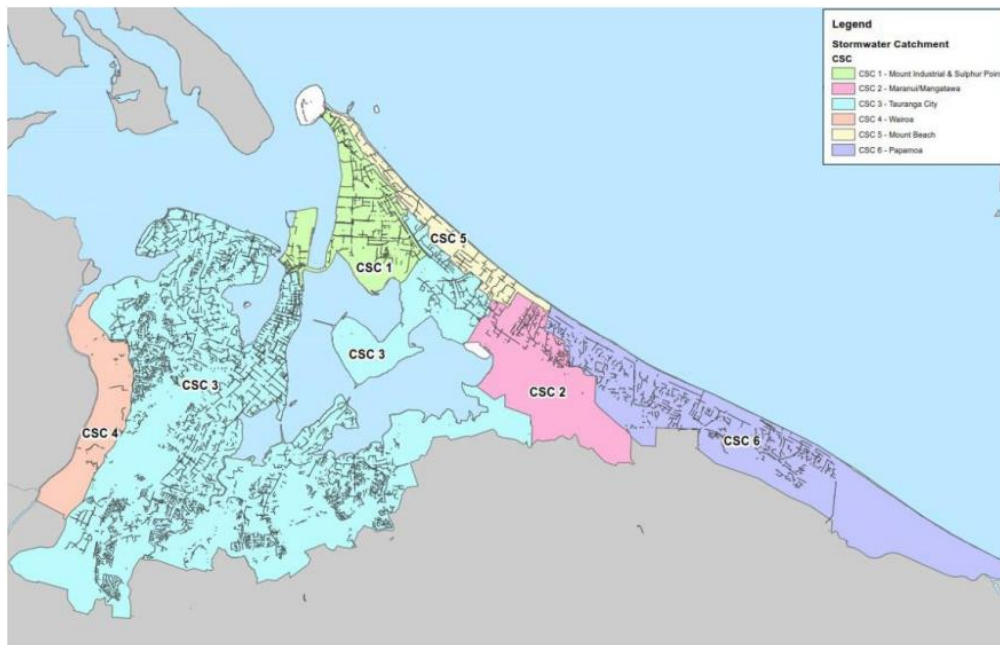


Figure 3: Tauranga City stormwater catchments (Tauranga City (66823): CSC 1, 3, 4, and 5, Maranui/Mangatawa (65714): CSC 2, and Papamoa (63636): CSC 6)

55. The catchment management plans supporting these existing CSCs are per condition to be reviewed on a five yearly basis, which is currently underway.

Kaituna overflow

56. 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.
57. 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 \$79M.

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.

INTEGRATED WATER PROJECTS

Our Water Future

58. The purpose of this programme is to develop a joint servicing strategy to address the future needs of Tauranga and the Western Bay sub-region.
59. A TCC/WBoPDC governance group has been established and staff are meeting regularly to discuss matters of joint interest. Due to a lack of funding only a stocktake of the current situation and a gap analysis has been carried out to date.
60. The Bell road fast tracking project triggered WBoPDC to investigate the need for a new Wastewater Treatment Plant. TCC councillors approved budget for 25/26 to relook at eastern servicing strategy to test if there would be benefits for TCC to connect to such a plant (e.g. Te Tumu).
61. **Project update:** See separate 'Te Tumu wastewater servicing options' report on the agenda.

Freshwater Management Tool

62. 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.
63. 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.
64. Results will be shared with the committee at a later date.

STATUTORY CONTEXT

65. Water supply, wastewater and stormwater services are core functions under the Local Government Act. Projects described in this report are related to these.
66. 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.
67. The re-consenting of the existing water takes and compliance under the Comprehensive Stormwater Consent are specifically driven by regulatory matters.

STRATEGIC ALIGNMENT

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

	Contributes
We are an inclusive city	<input type="checkbox"/>
We value, protect and enhance the environment	<input checked="" type="checkbox"/>
We are a well-planned city	<input checked="" type="checkbox"/>
We can move around our city easily	<input type="checkbox"/>
We are a city that supports business and education	<input type="checkbox"/>

69. 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

70. An options analysis is being carried out for individual capital works projects and will be presented to council as necessary or requested.

FINANCIAL CONSIDERATIONS

71. Projects presented in this overview are all part of the LTP.

LEGAL IMPLICATIONS / RISKS

72. Individual projects have their specific risk register and risks are managed as identified in the risk register.

TE AO MĀORI APPROACH

73. 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

74. 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.
75. 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

76. 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

77. 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.
78. 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.
79. 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.

NEXT STEPS

80. Waters planning updates will be provided to the committee on a regular basis.

ATTACHMENTS

Nil

9.5 Submission on Phase 2 of the Resource Management Reforms - Going for Housing Growth

File Number: A18535269

Author: Andy Mead, Manager: City Planning & Growth
Carl Lucca, Team Leader: Structure Planning
Janine Speedy, Team Leader: City Planning

Authoriser: Christine Jones, General Manager: Strategy, Growth & Governance

PURPOSE OF THE REPORT

1. The purpose of this report is to seek approval to Council's submission regarding Phase 2 of the Resource Management Reform – Going for Housing Growth (GfHG).

RECOMMENDATIONS

That the City Future Committee:

- (a) Receives the report "Submission on Phase 2 of the Resource Management Reforms - Going for Housing Growth".
- (b) Endorses the submission on Phase 2 of the Resource Management Reforms – Going for Housing Growth (Attachment 1).

EXECUTIVE SUMMARY

2. On 18 June 2025, Central Government released Package 4: GfHG. This is part of four packages recently released by central Government on national direction. Council endorsed three submissions on packages 1-3 on 22 July 2025 relating to infrastructure and development, the primary sector and freshwater which have been lodged with central Government.
3. The GfHG programme seeks to progress the key policy and regulatory changes needed in the new resource management system to address issues with housing supply, affordability and high land prices.
4. Staff have prepared a draft submission on Package 4: GfHG for consideration, included as Attachment 1. Submissions close on 17 August 2025.

BACKGROUND

5. The Government is taking a phased approach to reforming the resource management system as follows:

Phase 1	Repeal the Natural and Built Environment Act and Spatial Planning Act	Complete
Phase 2	Introduce and pass the Fast-Track Approvals Bill	Complete
	Introduce and pass the Fast-Track Approvals Bill	Complete
	Introduce and pass the Resource Management (Consenting and Other System Changes) Amendment Bill	Passed second reading

	Packages 1-3: Amended and new national policy statements (NPS) and national environmental standards (NES)	Submissions closed 27 July
	Package 4: GfHG to inform the new system in Phase 3.	Seeking submissions
Phase 3	Repeal and replace the Resource Management Act based on the enjoyment of private property rights	Underway

6. The Package 4: GfHG programme seeks to progress policy and regulatory changes needed to address issues with housing supply, affordability and high land prices.
7. The key topics where feedback is sought through Package 4: GfHG include:
 - (a) How spatial plan requirements could be designed to promote good housing and urban outcomes
 - (b) Introducing housing growth targets, requiring council to enable 30 years of housing capacity
 - (c) How the new system can be responsive to unanticipated or out of sequence growth
 - (d) Strengthening existing intensification requirements
 - (e) Enabling a greater mix of uses across urban environments
 - (f) Removing district plan rules that do not relate to effects on other people or the environment
 - (g) Impacts of GfHG proposal on Māori
 - (h) Whether councils should be required to implement the existing National Policy Statement on Urban Development ahead of the new resource management system (eg Housing and Business Assessment & Future Development Strategy requirements).
8. Staff have prepared feedback on each question asked through Package 4: GfHG, included as Attachment 1. Key points made in the draft submission are summarised as follows:
 - (a) Provide for enduring outcomes to minimise significant and disruptive policy changes. Council requires certainty to progress our work programme;
 - (b) Prioritise strategic long-term planning over incremental ad-hoc change;
 - (c) Provide a clear and streamlined planning process for Council to address strategic issues, particularly for enabling urban development and infrastructure to increase housing supply;
 - (d) Provide certainty for when local communities can influence decision making and at what stage of the new resource management system;
 - (e) Balance individual property rights alongside the broader community and city-wide effects to achieve a well-functioning urban environment;
 - (f) Respond to the critical need for new funding mechanisms to improve Council's ability to fund infrastructure;
 - (g) Seek housing growth targets to be simplified and ensure that they are realistic and achievable;
 - (h) Ensure that Māori have a defined role in spatial planning and plan-making processes; and
 - (i) Suspend work required before 2027 to implement the National Policy Statement on Urban Development (NPS-UD) to minimise duplication of processes that will be required through the new system.

9. Submissions close on Sunday 17 August 2025.

STATUTORY CONTEXT

10. Feedback sought from central Government through Package 4: GfHG will inform policy development in the new resource management system rather than seeking changes to instruments or processes under the Resource Management Act (1991).
11. It is proposed that Council make a submission on this national direction as the feedback will impact and influence the new legislation provided through Phase 3.

STRATEGIC ALIGNMENT

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

	Contributes
We are an inclusive city	<input type="checkbox"/>
We value, protect and enhance the environment	✓
We are a well-planned city	✓
We can move around our city easily	✓
We are a city that supports business and education	✓

13. Package 4: GfHG will inform significant policy direction in the new resource management system to provide for a well-functioning urban environment.

FINANCIAL CONSIDERATIONS

14. There are no financial considerations associated with this report.

LEGAL IMPLICATIONS / RISKS

15. There are no legal implications to making submission on national direction to Central Government.

TE AO MĀORI APPROACH

16. The draft submission sets out that the new resource management system needs to ensure that tangata whenua have a defined role in developing the planning frameworks that affect the city including matters such as development on Māori land and the identification of sites of significance to Māori. This includes the consideration of iwi and hapu management plans early in the planning process, and ensuring that Māori are adequately resourced and supported to be involved in planning processes.

CLIMATE IMPACT

17. The new resource management system provides an opportunity to comprehensively plan for natural hazards including the impacts of climate change over the long term through the spatial planning and plan-making processes to provide for a resilient city. It is anticipated that this will be informed through the new National Policy Statement for Natural Hazards which was submitted on through Package 2 of national direction. The draft submission also seeks that the new system establishes effective powers to remove development rights where there is intolerable natural hazard risk. The current resource management system makes 'down-zoning' difficult to justify and ineffective at changing the land use proactively.

CONSULTATION / ENGAGEMENT

18. In preparation of the draft submission, staff have undertaken internal engagement with teams involved in planning for growth such as infrastructure planning. All feedback has been considered as part of the preparation of the submission.

SIGNIFICANCE

19. 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.
20. 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.
21. In accordance with the considerations above, criteria and thresholds in the policy, it is considered that the matter is of medium significance, however the decision in respect of approving the submission is on low significance.

ENGAGEMENT

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

NEXT STEPS

23. Following endorsement of the submission included as Attachment 1, the submission will be lodged with Central Government.

ATTACHMENTS

1. **Submission on Package 4: Going for Housing Growth - A18561146**  



Submission

Package 4: Going for Housing Growth - Pillar One August 2025

1. Introduction

- 1.1 Tauranga City Council (TCC) welcomes the opportunity to submit on Going for Housing Growth – Pillar One as part of the resource management reform.
- 1.2 We are available to discuss our submission further with you or provide additional information and evidence that would be of assistance. Enquiries should be directed to:

Andrew Mead, Manager: City Planning & Growth

027 763 5762

andrew.mead@tauranga.govt.nz

2. Overview of TCC's submission

- 2.1 TCC has prepared feedback for all 37 of the questions asked in the Going for Housing Growth discussion document.
- 2.2 TCC generally supports the direction of the Going for Housing Growth proposal and the new resource management system but makes a range of recommendations to ensure the new system is effective and efficient.
- 2.3 The key points are summarised below:
 - a. Provide for enduring outcomes to minimise significant and disruptive policy changes. Council requires certainty to progress our work programme;
 - b. Prioritise strategic long-term planning over incremental ad-hoc change;
 - c. Provide a clear and streamlined planning process for Council to address strategic issues, particularly for enabling urban development and infrastructure to increase housing supply;
 - d. Provide certainty for when local communities can influence decision making and at what stage of the new resource management system;
 - e. Balance individual property rights alongside the broader community and city-wide effects to achieve a well-functioning urban environment;
 - f. Respond to the critical need for new funding mechanisms to improve Council's ability to fund infrastructure;
 - g. Seek housing growth targets to be simplified and ensure that they are realistic and achievable;
 - h. Ensure that Māori have a defined role in spatial planning and plan-making processes; and
 - i. Suspend work required before 2027 to implement the National Policy Statement on Urban Development (NPS-UD) to minimise duplication of processes that will be required through the new system.

- 2.4 TCC would also like to note the difficulty with providing feedback in the absence of complete information on the national reform and other pillars of the Going for Housing Growth proposal.

3. Context and background

Tauranga City Council is a high-growth council and faces challenges with growth management.

- 3.1 Tauranga is the fourth smallest territorial authority by land area at 135km² and has experienced sustained levels of high growth driven by strong inward migration and to a lesser extent natural population increase. This strong growth is projected to continue in the future. Therefore, it is extremely important that the new resource management system has effective and efficient planning processes to enable urban development to address the housing supply shortage across the city and sub-region.
- 3.2 TCC has written to the Minister for the Environment on several occasions to advise of the non-compliance with the NPS-UD development capacity targets.
- 3.3 Our submission is based on a working knowledge of the issues, including experience gained with the western Bay of Plenty SmartGrowth Partnership. We strongly encourage further engagement to assist in understanding these issues, either directly with TCC or through the SmartGrowth Partnership. We are available to discuss our submission further or provide additional information and evidence that would be of assistance.

4. Abbreviations

- 4.1 Note the attached submission includes the following abbreviations:
- a. EAG – Expert Advisory Group on resource management reform
 - b. GIS - Geographic Information System mapping
 - c. LTP – Long term plan
 - d. MDRS – Medium Density Residential Standards (Schedule 3A)
 - e. NPS-UD – National Policy Statement on Urban Development 2020
 - f. NZTA – New Zealand Transport Agency
 - g. ONF – One Network Framework
 - h. PC33 – Plan Change 33: Enabling Housing Supply (Intensification Planning Instrument)
 - i. PDA - Priority Development Area
 - j. RM – Resource management
 - k. TCC – Tauranga City Council
 - l. UFTI – Urban Form and Transport Initiative
 - m. WBOPDC – Western Bay of Plenty District Council

5. Attachment 1:

Package Four: Going for Housing Growth - Submission

Urban development in the new resource management system
<p><u>Question 1: What does the new resource management system need to do to enable good housing and urban development outcomes?</u></p> <p>TCC generally supports the EAG recommendations to make it easier to provide for urban development. TCC recommends the system:</p> <ol style="list-style-type: none"> 1. Provide for enduring outcomes to minimise significant and disruptive policy changes. Council staff time and budget are taken up by responding to frequent and conflicting policy changes which creates significant challenges to progress critical work programmes (e.g. intensification or greenfield plan changes). This tension also leads to some projects being stuck in a holding pattern until certainty is provided about changes to policy direction or planning processes. 2. Be explicit about outcomes and minimise conflicts in national direction so the policy direction can be implemented efficiently without protracted litigation. Where conflict occurs, a clear process is needed to address this. 3. Ensure processes for plan changes to address strategic issues are streamlined. Timeliness must be a focus of the system to address pressure on housing supply and urban development. 4. Prioritise the value of strategic long-term planning over incremental ad-hoc change. Capital and operational expenditure can be affected by significant unanticipated change to land use patterns. 5. Provide certainty about what local communities can influence in decision-making and at what stage in the system. There is a need to minimise litigation of issues that are regionally/nationally significant, such as the benefits of intensification in urban centres. 6. Elevate the need to provide sufficient housing supply as a matter of national importance alongside environmental bottom lines. Rebalance the level of protection in the system to ensure the ability to provide sufficient housing and infrastructure is a key outcome. 7. Ensure housing and business growth targets are realistic and appropriate recognising the specific constraints of the Western Bay of Plenty sub-region, impacts on community wellbeing and ability to accommodate growth effectively. 8. Establish effective powers to remove development rights where there is intolerable natural hazard risk. The current RM system makes 'down-zoning' difficult to justify and ineffective at changing the land use proactively. These powers should also be considered to address historic land use patterns that have created intolerable conflict between hazardous land use and sensitive activities.

9. Balance individual property rights alongside the broader community/city wide effects to achieve 'well-functioning urban environments.' There is a risk that being too permissive with property rights can ignore the broader community/city wider implications of that land use. For example, conflict between sensitive uses and nuisance activities, or dispersed land use patterns reinforcing inefficient use of significant public investment in infrastructure (transport/three waters/community assets).
10. Support liveable outcomes and minimum design standards within the nationally standardised zones. This requires provisions that regulate privacy, outlook and outdoor living areas, because these matters not covered by the Building Act. This is particularly important for the uptake of more intensive residential living.
11. Ensure there is a mechanism for improving certainty of private developments achieving an agreed outcome. The current reliance on private 'developer agreements' is difficult to enforce as there is no statutory requirement in the RM system. There is a real risk that infrastructure or density is not provided for as planned which then undermines public investment in the supporting infrastructure e.g. road connections.
12. Improve inter-relationship between all legislation and complementary policy levers. There is a need to improve processes for local authority boundary adjustments as non TCC-land is urbanised and serviced by TCC infrastructure but not governed by TCC.
13. Address restrictive covenants to unlock development potential which remain a significant constraint for increasing capacity within existing urban areas for Tauranga. These are imposed by developers outside the control of councils.
14. Respond to the critical need for new funding mechanisms to improve councils' ability to fund infrastructure that is required to achieve housing/business capacity targets. Providing for growth must be financially sustainable for TCC and prioritised for central government investment to enable critical national infrastructure e.g. roads, schools, hospitals.

Future development strategies and spatial planning

Question 2: How should spatial planning requirements be designed to promote good housing and urban outcomes in the new resource management system?

TCC has significant experience working with the SmartGrowth partnership¹ to develop and implement a long-term spatial plan (SmartGrowth Strategy 2024-2074²) to manage urban growth across the western Bay of Plenty sub-region. The SmartGrowth partnership and strategy has been central to enabling integrated planning for land use, infrastructure and environmental matters through a

¹ <https://www.smartgrowthbop.org.nz/about-us>

² www.smartgrowthbop.org.nz/news/the-smartgrowth-strategy-2024---2027

collaborative, evidence-based approach involving local councils, iwi, and government partners.

TCC agrees that spatial planning should play a fundamental role in the new resource management system, including by:

- Providing the long-term integrated land use and infrastructure plan that forms the basis for regulatory planning and strategic funding decisions. The time period should cover at least 30 years, with strategic infrastructure matters considered over 50 years.
- Identifying areas for urban development, strategic infrastructure and sites, and environmental and cultural matters in the context of providing for growth.
- Providing stronger weight to support infrastructure and associated funding decisions to ensure strategic planning flows through to regulatory decisions and funding.
- Providing robust evidence and insight informed by key stakeholders (particularly central government) to support more credible long-term planning in terms of demand for housing and business land, development costs and feasibility, and the infrastructure required to enable planned development.
- Providing clear direction to support efficient and effective implementation.
- Enabling councils to identify Priority Development Areas (PDAs) in implementation plans.

Based on our experience, TCC has identified a range of challenges with the current spatial planning process, and how these could be addressed in the new system by the following recommendations:

Statutory weight

The statutory weight needs to reflect the significant evidence-base and level of detail required in an effective spatial plan. Subject to spatial plans being robustly developed, they should carry greater statutory weight to require both local and central government (including agencies) to give effect to these plans in their decision making. This will minimise uncertainty for enabling land use change or releasing growth areas. It is critical for central government to be involved in the preparation of spatial plans to understand and agree on the level of public investment required to deliver on spatial plan outcomes e.g. state highways, schools, hospitals.

Proposed greenfield and brownfield urban growth areas identified in spatial plans should have a clear planning pathway to be included in a regulatory plan to support spatial plan delivery. The spatial plan should include a schedule identifying the triggers to enable the full 'release' of proposed new or intensified urban areas as an operative urban zone ready for development. Having the scheduled requirements in the spatial plan will provide an early and clear signal of the matters to be addressed to enable fully operative zoning of the planned growth area. This will also focus the justification of releasing the growth area in the spatial planning process and improve certainty of growth patterns over the long term as regulatory plans must give effect to the spatial plan. Then a comprehensive approval process could be used to enable full urban zoning, with potential to integrate related subdivision, land use and environmental consents e.g. stormwater, earthworks.

Competing issues and outcomes

The Planning Act must be clear on what is in and what is out of scope within spatial plans. Duplication with other resource management tools or Acts should be avoided.

Spatial plans should set clear objectives for urban growth aligned with growth targets and infrastructure needs to support growth. The new system should include criteria for priority setting and conflict resolution between competing priorities.

Environmental standards and bottom lines should be set by relevant national policy direction, with councils focus on identifying locally specific application (such as no-go and go-carefully areas).

Development Capacity

The ability to identify feasible and realistic development capacity (including 20% contingency) over the long term (30+ years) in a spatial plan (and regulatory plan) is considered challenging, particularly in the context of Tauranga's available land supply, and landform and infrastructure challenges. This includes a lack of information available at the time of spatial plan preparation to determine the full constraints and opportunities of future development areas. Alongside dynamic market conditions and infrastructure funding, this often leads to uncertainty of deliverability timeframes.

We see potential for the spatial planning process to significantly inform the development of the regulatory plans to ensure long term planning and regulatory processes are well integrated. The regulatory plan should give effect to the spatial plan to provide a strong pipeline of land for urban growth while acknowledging the time and investment needed to transition greenfield or intensification areas through the planning pipeline.

Key components of this approach should include:

- Spatial planning should identify all possible future 'urban growth areas' through 'gross indicative zoning'.
- This can be 'tiered', subject to the availability of information and extent of planning required.
- Tiers may range from 'development ready' to 'future urban areas', each being subject to a relevant level of 'triggers' for the enabling of urban growth, such as structure plan adoption, infrastructure investment confirmation and housing and business land demand and feasibility indicators.
- In this regard, all growth areas will have an indicative zoning (with gross development potential) which should 'automatically' be applied through the regulatory plan.
- This approach moves beyond a binary zoned/not-zoned model and recognises the value of signalling future urban intent, where spatial plans identify the 'where and how'. Noting growth areas would be implemented in the regulatory plan in stages over time.

- Further detail on the release of land for development is expanded on in the subsequent submission questions below.

Within this approach, the focus should be on assessing and providing 'realistic' development capacity, recognising that 'feasibility' is dynamic and influenced by changing market conditions and factors largely outside of council control. In this context, we see 'realistic' capacity as reflecting the probable development area and densities that may occur within a growth area subject to key constraints and infrastructure requirements.

Infrastructure delivery

Infrastructure delivery, including costs and funding, is consistently a key challenge for councils and development partners. Realising growth capacity relies on infrastructure providers aligning their investment decisions with spatial planning triggers and one another.

Clear direction on staging (including integration of land use planning and infrastructure) of urban land and related infrastructure delivery is required within spatial plans to provide certainty for investors (including infrastructure providers) and the community. Agreement between infrastructure delivery partners is paramount to success of a spatial plan. Infrastructure planning should include:

- 0-10 years: infrastructure in place or identified in councils Long Term Plan, through Government funding, and by other infrastructure providers (e.g. telecommunications)
- 10-30+ years: infrastructure to be identified in councils 30-year infrastructure strategies, through Government strategies funding, and other infrastructure provider's master planning.

Spatial plan partnerships should inform (and be informed by) regional deals, government policy statements, and the Government's response to the Infrastructure Commission's 30-year National Infrastructure Plan. This is particularly important for 10+ year investment planning.

Government agencies should be required to prioritise investment in line with approved spatial plan priorities when making funding decisions.

Coordination of infrastructure planning and funding can be assisted through focus on priority development areas.

Purpose of Priority Development Areas (PDAs)

There needs to be clarity on the purpose of PDAs with a wider range of relevant delivery partners involved, where appropriate. PDAs need to focus on enabling and delivering development release triggers between partners, where delivery partners prioritise PDA funding. The focus of PDA discussions should be between relevant stakeholders, including infrastructure providers, where relevant. PDAs should focus on both greenfield and identified brownfield intensification areas.

Preparation

Preparation of spatial plans are currently subject to Local Government Act requirements and requires a more robust, expert led, evidence-based approach

(including consultation through submissions) to provide weight for subsequent regulatory plan integration and decision making. It is expected that the process to prepare, consult and make decisions on the spatial plan is clearly set out in the Planning Act.

The new system should be clear on the timeframes, data and evidence base required to inform the preparation and decision making on spatial plans. Adequate preparation times need to be provided that allow sufficient preparation of technical studies and assessments (including HBA options and analysis), consultation and engagement, submissions, hearings and subsequent updates. Currently, preparing and approving an HBA takes up to 12 months. This information must be ready prior to preparing the land use patterns in the spatial plan.

The first spatial plan for a region could be accompanied by an improvement plan to identify where further data or modelling (e.g. hazards) is required and when it is expected to be available to inform a review of the spatial plan. This would enable a “first generation” spatial plan to be developed and then the following update to comprehensively address the improvement areas. This approach would enable a spatial plan to be put in place which meets the 80/20 rule and enable wider planning to progress, rather than seeking perfection in round one. It will also ensure that parts of a region are not ‘held hostage’ and delayed if, in other areas of the region, there are information gaps that will take some time to fill. In the meantime, transitional provisions should provide for existing spatial plans (e.g. FDS) that were prepared under the NPS-UD and subject to consultative processes to be rolled into the new system without re-litigation. This would allow consents to give weight to those matters before the new generation of spatial plans are completed.

The spatial planning process should be undertaken in a manner that allows changes to zoning to occur ‘as of right’ through regulatory plans, subject to stepping through appropriate release triggers (refer to Question 4).

We agree decisions should be made by an Independent Hearings Panel with relevant expertise with limited appeals on spatial planning decisions and subsequent urban land delivery processes.

Tangata whenua

Tangata whenua have a significant role to play in the preparation and delivery of spatial plan outcomes. Without adequate resourcing to ensure sufficient capacity and capability, tangata whenua may be unable to contribute to spatial planning in a timely or meaningful manner.

Adequate resourcing and timeframes for tangata whenua engagement and consultation, and participation in decision making processes needs to be identified and provided for within the spatial planning development process.

Statutory acknowledgements from Treaty of Waitangi settlement legislation relevant to the region, and sites/areas of significance to Māori identified by territorial authorities, informed by iwi and hapū management plans should be included within spatial plans.

Spatial extents

Within the Western Bay of Plenty context, it is fundamental that Tauranga and Western Bay of Plenty take an integrated planning approach for urban growth as infrastructure services both councils, while also acknowledging that wider councils in the Bay of Plenty region have different growth catchments and face different challenges.

We agree with the EAG report that spatial planning should be scalable. TCC considers that retaining a Western Bay of Plenty subregional focus is appropriate to support Tauranga and Western Bay of Plenty long-term planning. Outcomes from other subregions can be incorporated into a regional planning document.

Housing growth targets**Question 3: Do you support the proposed high-level design of the housing growth targets? Why or why not?**

TCC agrees that planning for sufficient forward housing supply is important, however the proposed system needs to recognise the significant constraints that limit the ability for Tauranga to expand and meet high growth targets. which government officials are aware through the SmartGrowth partnership.

TCC considers the proposed settings are too difficult to achieve as the housing targets could significantly increase for TCC compared to the current NPS-UD settings³. Under the current NPS-UD settings, TCC has not been able to meet its housing demand targets which continues to be communicated to the responsible Minister. TCC has proactively increased plan-enabled capacity to enable approximately 350,000 dwellings, but only a small portion are feasible and realisable in the current market, hence the proposed changes to the system will not improve compliance.

Tauranga faces significant constraints and our future growth areas are some of the more difficult areas in New Zealand to develop which comes at a higher cost and less certainty. Growth targets need to be appropriate and recognise our sub-regional circumstances. The new system should allow a process to enable discussion and agreement between central and local government to develop targets that are appropriate for local circumstances and / or provide variation in how development capacity is calculated through the concepts of plan-enabled, infrastructure capacity, feasibility and realistic addressed through questions 7-14. This will allow a more nuanced approach that ensures growth is not unduly prioritised against the wellbeing of the existing community and the ability to manage growth effectively and affordably.

In addition, setting unachievable targets (and zoning greenfield land that is currently not feasible to develop) can have unintended negative consequences. The western Bay of Plenty supports a nationally significant rural economy. When productive rural land (e.g. kiwifruit orchards) is zoned for urban development but remains unviable for actual delivery, it can lead to underutilisation or disinvestment in rural production.

³ Current NPS-UD settings are based on lower population and dwelling projections, with a lower margin added.

Landowners and investors are left in 'limbo', with little incentive to progress either rural or urban outcomes.

Having regard to the above, TCC recommends an approach where housing targets are transparent and evidence based, taking into account the particular issues for each region or subregion, and agreed upon rather than a "one size fits all" approach. This might include having higher targets in some regions than others, including taking into account national direction for economic development and/or taking a different approach to how the concepts of feasible and realistic development capacity are implemented. Alternatively, the legislation could provide a pathway for the Minister to agree to an alternative housing target on a case specific basis.

Further detail is required to understand how "high" household projections will be calculated to fully comprehend the impact this may have on the housing growth targets.

The number of additional dwellings currently being planned for under the NPS-UD settings for the SmartGrowth Western BOP sub-region is 43,000 (with competitiveness margin).

As per GfHG requirements, applying the dwelling occupancy assumptions currently adopted by TCC and Western Bay of Plenty District councils for its LTP projections to the latest available Stats NZ "high" population projections, this increases to approximately 65,000 additional dwellings (an increase of 22,000 dwellings or +51%). The projection may increase further depending on how councils convert household projections to demand for dwellings, with matters such as "unoccupied dwellings" (9% of dwellings in Tauranga City and 15% of dwellings in WBOP District were "unoccupied" at 2023 census) likely to be part of the consideration.

With these proposed settings, TCC would be required to rezone areas with limited/uncertain evidence in presumably short timeframes despite having a current plan enabled capacity for 350,000 intensification dwellings (noting vast majority of this is not feasible or realistic). However, the high cost of servicing greenfield development means development may not be feasible in these new areas either. Immediately live-zoning does not resolve the 'real-world' constraints (physical, funding and political) as councils have limited control over feasibility and realisation. For example, making the zoned land available for development still requires significant co-ordination, approval, funding and construction of infrastructure which takes several years.

TCC recommends that the housing targets should be simplified. Rather than relying on detailed feasibility modelling, ensure capacity aligns with dwelling typologies that are market deliverable (e.g. detached and terraced housing in Tauranga), with less allowance to assume largely untested typologies will be delivered, especially in the short term e.g. apartments.

Feasibility changes significantly over time and through property/economic cycles and is not a suitable tool to look out 30 years. Therefore, TCC considers it is appropriate to differentiate between how much capacity should be zoned in the regulatory plan versus how much needs to be feasible and realistic at this time. Assumptions for feasibility over a 10-year period could be included in the spatial plan

to provide direction about releasing land. Noting that planning is an on-going process and will continue to be updated to meet community needs.

TCC supports infrastructure delivery being staged in line with current NPS-UD requirements. Live-zoning land where there is no planned infrastructure will not address the housing supply issues that the housing growth targets seek to address and does not provide much greater certainty above the land being identified for urban development in the regional spatial plans. Private infrastructure investment could be relied upon where it aligns with council's long term growth planning and is eventually vested to Council. There are risks if infrastructure remains in private ownership, such as pipes not being sized appropriately to accommodate strategic outcomes in the wider network, or roads with no ability to manage parking management or bus services.

Having regard to the above, and recognising the potential for higher growth requirements, a significant portion of TCC's growth allocation will likely be required to occur in the adjoining WBOPDC area due to TCC's land constraints. TCC and WBOPDC have a strong, proven track record of working collaboratively to enable cross-boundary growth, including through the SmartGrowth Partnership and using mechanisms like boundary adjustments. However, there is a need for future legislation to adequately account for this cross-boundary requirement (including timeframes) associated with enabling growth, particularly given the proposed requirement to live zone land for 30 years. Currently, the approach assumes mutual agreement between councils, and risks processes being prolonged that may delay or compromise compliance. As part of the spatial plan preparation process, TCC recommends that the system include a statutory mechanism to support timely agreement between neighbouring councils or, alternatively, allow for boundary realignments to effectively meet growth targets. This could include time bound processes or streamlined integrated processes as part of the spatial planning process.

Providing an agile land release mechanism

Question 4: How can the new resource management system better enable a streamlined release of land previously identified as suitable for urban development or a greater intensity of development?

The new system should deliver an approach that enables timely release of serviced land while balancing the achievement of quality urban development outcomes with market realities and development viability. This approach is discussed in the paragraphs below and the interpretive diagram.

Spatial plans should identify areas to be zoned for future urban use through 'gross indicative urban' zoning. These zones signal the intent to urbanise and the development potential of land areas but defer full development until release criteria (triggers) are met. The framework should be developed and implemented as part of the standardised National Planning Standard zones. This approach would involve a

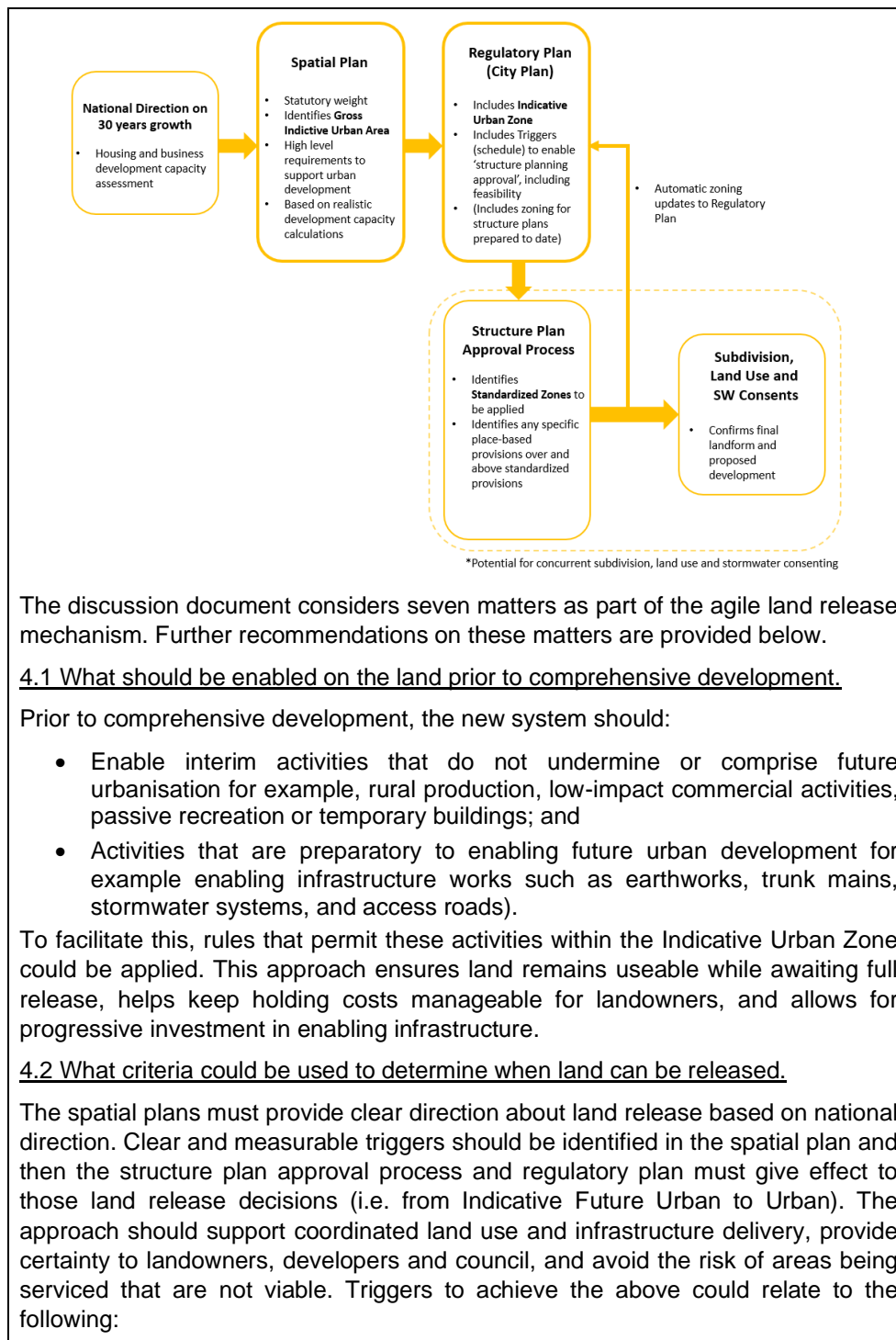
periodic review of the spatial plan that incorporates updated data and insights overtime, progressively enhancing the spatial plan.

For areas identified and accompanied by a detailed schedule of land-release triggers in the spatial plan, the indicative urban zoning will become fully active in the regulatory plan once the triggers are appropriately addressed by further site specific investigations (undertaken as part of structure planning). Addressing the spatial plan triggers should be managed through an approval process to incorporate the activation of zoning into the regulatory plan e.g. comprehensive 'structure planning' approval process rather than traditional plan change process. This process would require the development of a structure plan and relate to demand, feasibility and infrastructure matters.

Structure plans become the key delivery document for each indicative urban area which has been identified in a spatial plan. The structure plan will guide and inform necessary changes to the regulatory plan (i.e. application of standardised zones, including final zone boundaries, relevant infrastructure and other place specific overlays/provisions). However, it is not formally incorporated into the regulatory plan itself as the approval process described above would be the link to enabling development on the ground. Given the significance of the structure plan, we recommend that national level guidance is established to direct consistency and best-practice in their development.

TCC considers structure plans should:

- Include appropriate detail, for example, zone layouts, infrastructure sequencing and open space/ecological overlays;
- Be tied to infrastructure funding and delivery mechanisms; and
- Be approved via an approval mechanism (e.g. similar to a subdivision certification), possibly subject to a directed consultation submission process, to activate live-zoning and enable development on the ground (via permitted standards or structure plan requirements).
- Embed the structure plan triggers into the council's Infrastructure Strategy, Long Term Plan and Annual Plan processes.
- Enable the applicable zoning/provisions to automatically be inserted into the regulatory plan.
- Enable subdivision consent concurrently, but not before approval.



- Structure plan approval (i.e. that aligns with the spatial plan and meets planning and infrastructure standards);
- Infrastructure is financially and practically feasible, with a clear pathway to delivery and funding commitment;
- Market indicators (e.g. demand thresholds in earlier growth areas or feasibility assessments).

4.3 What process could be used for the release of land.

TCC considers that the approval process proposed above would be an effective and efficient mechanism for land release. Under this approach, a landowner or developer would apply to the council confirming that the agreed release triggers have been met. The council, or a delegated panel, would then issue a formal notice of release (e.g. potentially similar in function to a s224(c) certificate) making the zoning fully operative for urban development without requiring a further plan change. A directed consultation process would be required for any relevant landowners, authorities or iwi/hapu to allow for procedural fairness. This approval process (including any ability to challenge an approval) would need to be much narrower than an RMA plan change process to minimise delays, streamline administration, and provide greater certainty for investment timing and infrastructure planning.

4.4 When decisions on appropriate zoning patterns (and other factors currently commonly undertaken in structure planning) would take place.

TCC considers that decisions on detailed zoning and related structure planning matters should continue to occur at the structure planning stage, prior to land release. This process should involve council or developer led structure plans that establish key elements such as land use mix (i.e. proposed zoning), density, transport networks, open space, stormwater management and infrastructure staging and sequencing. To ensure consistency and quality, a minimum standardised structure plan content requirement should be introduced, supported by national guidance and nationally standardised zones.

4.5 The status of land-use that would be necessary for capacity to count towards a council's housing growth target.

TCC considers that land identified as an Indicative Urban Zones in a spatial plan should be counted toward development capacity, provided certain conditions are met. Land zoned for future urban in a regulatory plan and aligned with the spatial plan must have a clear release mechanism in place that is tied to infrastructure availability and structure plan triggers. This ensures that capacity is not just theoretical, but realistic and likely to be delivered. Such an approach aligns growth targets with what is actually feasible and helps avoid overestimating capacity in areas where development is unlikely due to infrastructure or cost constraints.

4.6 How the infrastructure constraint (and the impact on the ability to develop land) is communicated to plan users.

Infrastructure constraints should be clearly communicated to plan users through the use of overlays or annotations on planning maps, supported by clear rules in the regulatory plan. These tools could indicate the servicing status of land (e.g. currently

serviced, infrastructure planned, or no servicing committed), staging based on Long Term Plan timing or funding models, and the party responsible for infrastructure delivery (public, private, or joint). To enhance transparency and usability, summary tables could be included and updated when appropriate. This approach would help inform developers and landowners about likely costs, timeframes, and responsibilities, support better coordination between land use and infrastructure planning, reduce speculative development pressure, and help manage community expectations.

This approach is based on a staged zoning system across the spatial plan and regulatory plan i.e. indicative gross urban area in the spatial plan, then moving to indicative urban zone in the regulatory plan, then moving to fully active urban zoning once structure plan certification is achieved. This approach allows 30-year land supply to be signalled but also the matters that need to be addressed to reach fully active urban zoning.

4.7 Whether the same mechanism should be used for both brownfield and greenfield areas.

Areas for brownfield intensification are typically 'up-zoned' within the regulatory plans, enabling increased development opportunity to occur over time. Based on our experience, these areas benefit from detailed studies (multiple suburb corridor scale area planning) to understand future infrastructure upgrade requirements, as well as supporting social and cultural infrastructure. In turn, it is important that key outcomes and investment requirements are identified and included within (sub)regional spatial planning and associated implementation plans, council Long Term Plans and Government's funding decisions. In this regard, intensification areas should be included as PDAs and be the focus of integrated planning and infrastructure discussions like greenfield processes.

Determining housing growth targets

Question 5: Do you agree with the proposed methodology for how housing growth targets are calculated and applied across councils?

As outlined under Question 3 above, the proposed GFHG approach may significantly increase housing targets that are not currently realistic or achievable in many areas under the current NPS-UD requirements. Not only will the proposed changes require subject councils, many of which are currently running on a medium projection, to move to a "high" projection, but the margin to be added on also increases in the longer term from +15% under the NPS-UD competitiveness margin to +20% under the GFHG.

If these growth targets are allocated to and inputted into infrastructure modelling and strategic planning they are likely to generate projects with their associated costs well ahead of time, often based on unrealistic timeframes and outcomes.

For WBOP sub-region, housing development is currently at the low levels last experienced during the Global Financial Crisis (GFC). While it is acknowledged that the housing market is cyclical in nature, on average over the longer term dwelling

delivery has been more closely aligned to the dwelling numbers generated by applying the Stats NZ medium population projection without a percentage margin added on. In the 12 months to June 2024, only 500 new dwellings were consented in Tauranga City (190 in WBOP District), with this falling to 437 in Tauranga City in the 12 months to June 2025.

The reliance on household projections from one source, without the ability to adopt other possibly more accurate projections, also raises some concern. It is noted that SmartGrowth engaged the National Institute of Demographic and Economic Analysis (NIDEA) to produce its earlier population, household and labour force projections. While being informed by Stats NZ projections it was better able to address projected local demographic changes, such as an aging population in the longer term and migration expectations, using its expertise in this area. It also ensured these projections were developed drawing from the same information base and/or time horizon. Household projections released by Stats NZ have been found to be out of synch with its population projections, as is the case currently.

The reliance on SA2 level projections is a concern as SA2 projections have proven unreliable in the past for TCC as they often do not account for future Greenfield UGA's, or other significant developments known to, or anticipated by, TCC in its growth allocations. If there is a requirement to align with SA2 projections then there needs to be a feedback loop to enable these to be quickly updated for accuracy or the ability to adjust these directly by councils where required.

Question 6: Are there other methods that might be more appropriate for determining Housing Growth Targets?

TCC recommends two alternatives:

One approach would review growth over time, and alignment with growth projections in each area to assess how realistic adopting a high growth scenario plus 20% is, given the implications it has for infrastructure provision as a minimum housing target. This could be completed by central government as part of a national population strategy, or there may be provision made in the legislation to allow "high" household projection to be contested where a technical assessment shows it is justified. The assessment may find that adopting a projection that sits on an alternate projection path, such as between the medium and high projection, in some areas may be a more appropriate and accurate approach while ensuring ample land supply.

Another approach would treat the "high" +20% as a "stress test", while adopting a more moderate projection path as a more "realistic" outcome for planning purposes. This approach would be particularly useful for infrastructure modelling, where the stress test may identify areas where upgrading infrastructure to "future proof" for higher growth may be achieved at minimal additional cost.

Calculating development capacity

Question 7: How should feasibility be defined in the new system? and

Question 8: If the design of feasibility is based on profitability, should feasibility modelling be able to allow for changing costs or prices or both?

TCC recommends that the new system only retains feasibility requirements for the first 10 year period and beyond that the system could allow for incremental change toward more intensive development typologies.

Feasibility is a dynamic concept that changes significantly through economic and market cycles. Therefore, it needs to enable some level of adjustment in the new system to reflect this. It is not possible to confidently determine what will be feasible in 10 years, let alone 30 years. Hence it is difficult to apply to land use planning and not a suitable tool to forecast over the long-term. Requiring 30 year development capacity to be feasible now effectively assumes that current development patterns will remain in future which is counterintuitive.

For TCC, over the last 20 years section sizes have reduced from 600-700m² on average to 300m² and less. Duplexes and terraced housing are now common where previously it was largely non-existent. Feasibility modelling does not accommodate trends and how cities naturally grow where land prices increase closer to the centre incentivising more efficient use of land (i.e. intensification). Feasibility modelling requires specialist knowledge and very detailed inputs. This process generally requires expert consultants at high cost, long lead-in time periods and high risk of conflict between experts in the same sector. TCC's Plan Change 33 (our Intensification Planning Instrument) was an example of this which required approximately 6 months of technical work at a cost of approximately \$100,000.

Question 9: Do you agree with the proposal to replace the current 'reasonably expected to be realised' test with a higher-level requirement for capacity to be 'realistic'?

The proposed change from 'reasonably expected to be realised' to 'realistic' does not have sufficient detail to understand what the difference between these concepts would be. The quantum of housing that is realistically deliverable is less than what is feasible and plan enabled in our experience so it is a relevant matter. TCC seeks government further develop its policy thinking on this matter and re-engage with the local government sector, especially in high growth areas.

Question 10: What aspects of capacity assessments would benefit from greater prescription and consistency?

TCC agrees in principle that greater consistency in approach will improve efficiency and confidence in the assessments. Ideally inputs for modelling should be able to be produced consistently by councils to minimise costs for expert consultants. In our experience, such technical assessments are expensive and there is limited availability of consultants with the necessary skills. To improve efficiency, central

government could provide the base capacity for standardised zones in the new system to avoid each council calculating this dataset.

Infrastructure requirements

Question 11: Should councils be able to use the growth projection they consider to be most likely for assessing whether there is sufficient infrastructure-ready capacity?

TCC recommends that councils should have the flexibility to use the growth projections they consider most likely, provided these are based on robust, transparent, and regularly updated methodologies. Relying solely on high-growth scenarios can lead to over-investment in infrastructure, with significant financial implications for councils and service providers.

A balanced approach—using the most likely growth scenario for planning, while also testing high-growth scenarios to identify future-proofing opportunities—supports efficient and cost-effective infrastructure delivery. This approach is already in use and allows for proactive planning without overcommitting resources and investment.

Question 12: How can we balance the need to set minimum levels of quality for demonstrating infrastructure capacity with the flexibility required to ensure they are implementable by all applicable councils?

TCC recommends a dual approach:

- National minimum standards established to ensure consistency and a baseline level of quality across all councils; and
- Local flexibility retained to allow councils to use their own data, methodologies, and system knowledge to meet these standards.

For three waters, infrastructure assessments should reflect both current operational performance and future growth needs. Councils should be encouraged to use dynamic modelling, measured inflow and infiltration (IDI) rates, and adaptive network planning. This ensures assessments are grounded in real-world performance and local conditions, while still meeting national expectations. Mandatory minimum asset standards and maintenance regimes for critical infrastructure (e.g., flow meters) could help ensure consistent data quality and system performance nationwide, potentially as part of Taumata Arowai compliance.

For transport, include minimum standards for quality and capacity of infrastructure, particularly for modes such as public transport, walking and cycling. By doing so,

there is more emphasis on the availability to cater for all modes of transport, rather than only the 'volume to capacity' ratio or 'levels of service'. Focussing solely on capacity could lead to requiring significant upgrades to cater for more traffic if the quality of other modes is not considered. Demand management tools are also relevant to be considered when demonstrating infrastructure capacity, as identified by the NZ Infrastructure Commission. Implementing such tools will help to better manage (peak hour) demand and can enable more urban growth to be accommodated within the existing infrastructure network.

Question 13: What level of detail should be required when assessing whether capacity is infrastructure-ready? For instance, should this be limited to plant equipment (e.g. treatment plants, pumping stations) and trunk mains/key roads, or should it also include local pipes and roads?

TCC recommends that assessments should, as a minimum, include:

- Treatment plants
- Trunk pump stations
- Trunk mains/roads

However, local networks should also be considered where there are known constraints or significant planned growth, as a minimum, or ideally as part of an ongoing programme. While greenfield developments typically impact bulk infrastructure, infill growth often relies on the capacity of existing local systems. Local networks should be assessed for their current level of service and cumulative ability to service growth.

A tiered approach is recommended:

- Primary focus: Bulk infrastructure (treatment plants, trunk mains, pump stations)
- Secondary focus: Local networks, where constraints are known, or growth is concentrated

This ensures a comprehensive understanding of infrastructure readiness across both greenfield and infill areas, while avoiding unnecessary over-analysis in areas with sufficient capacity. The bulk assessments should be done on a regular (~3 year) basis to allow adaptive network planning.

For transport, standardised assessments should be broadened to consider quality, reliability and accessibility across all modes, e.g. footpaths, bus stops/shelters, cycle paths, and crossing facilities, to understand how growth can be accommodated in the network or trigger upgrades.

Other key infrastructure providers e.g. NZTA, Transpower and local electricity line companies, should be required to assess infrastructure capacity as these can often be a current or future constraint to development even if sufficient local authority infrastructure is planned or in place.

Respond to price efficiency indicators

Question 14: Do you agree with the proposed requirement for council planning decisions to be responsive to price efficiency indicators?

TCC recommends that price efficiency measures are not relied upon in the new system as they are unreliable due to issues with their calculation and the quality of the data. TCC recommends that the system should be simplified to rely on compliance with the development capacity requirements, rather than price efficiency indicators.

While price efficiency indicators can be useful as one of the measures to signal how a market is operating, it is important to recognise how complex the market is. It is noted that the discussion document refers to the “land concentration index” a particular measure that was found to be highly inaccurate for TCC, and possibly other council areas. While it is important that councils take account of, and are informed by, price efficiency indicators, to be responsive to them would require that the indicators are consistently reliable, accurate and trustworthy so that decision makers can have full confidence in them to justify changes to land use patterns.

In addition, it is unclear what is envisaged by the mechanism - what if a council meets all the development capacity requirements but the price efficiency measures aren't favourable - would this require even more capacity to be provided? Such an approach would create significant uncertainty around compliance with capacity requirements.

Business land requirements

Question 15: Do you agree that councils should be required to provide enough development capacity for business land to meet 30 years of demand?

TCC generally supports the proposal to require sufficient development capacity for business land over the 30-year period. This will ensure that the pressure on housing targets does not inadvertently displace business capacity, particularly where it is needed in locations for functional or operational requirements e.g. port industries. However, the long-term supply of business capacity should be provided

as indicative zoning in the spatial plan and then released in a similar manner to the system described as part of the response to Question 4 rather than being 'live-zoned' from Day 1.

TCC currently engages external consultants to provide an assessment of business land demand and supply to measure "sufficiency" as part of its NPS-UD requirements which is costly. To improve efficiency, central government could provide the base capacity for standardised zones in the new system to avoid each Council calculating this dataset. The sufficiency assessment is highly sensitive to the population and household projection inputs used, therefore, TCC agrees that it is important to retain discretion over the projections used. If adopting the "high" projection is required for calculating business land demand there is a risk that demand may be significantly overestimated, as with the proposed housing demand targets. TCC anticipates that similar issues with the 'feasible and realistic' tests will emerge – including the need to allocate growth across local authority boundaries. Through our recent work with SmartGrowth on the FDS it was identified that almost all future industrial land for the greater Tauranga area would need to be in the adjoining Western Bay of Plenty District. This is due to the small size of the TCC District and the very limited amount of rural land that is suitable for development. This reinforces our earlier point that stronger mechanisms are required to manage cross-boundary growth pressures.

Responsive planning

Question 16: Are mechanisms needed in the new resource management system to ensure councils are responsive to unanticipated or out-of-sequence developments? If so, how should these be designed?

TCC considers that the new system should retain mechanisms to ensure councils can respond effectively to unanticipated or out-of-sequence developments. These mechanisms are essential to maintain flexibility in urban planning while still ensuring that growth is well-managed, coordinated, integrated and supported by infrastructure. Without such mechanisms, councils may be constrained by overly rigid planning frameworks that do not accommodate emerging opportunities or shifts in housing and business land demand. The criteria would be critical to setting the direction for accepting/rejecting private plan changes.

Policy UG7A (Providing for unanticipated or out-of-sequence urban growth – urban environments) of the Bay of Plenty Regional Policy Statement⁴ provides a clear framework for assessing and managing such proposals. It ensures developments are evaluated against criteria including their scale and contribution to meeting

⁴ Final version included via appeal to Change 6 of RPS
<https://atlas.boprc.govt.nz/api/v1/edms/document/A4842187/content>

identified housing and business needs⁵, provision of infrastructure and transport options, inclusion of a structure plan, ability to be delivered efficiently and ahead of planned sequencing, and their impact on existing planned or committed infrastructure investments. The framework is important to ensure out-of-sequence development is not 'taking up' infrastructure capacity planned elsewhere or 'forcing' councils to invest when they need to manage broader fiscal obligations.

TCC recommends that embedding similar principles in the national direction would provide an effective mechanism for councils to respond to unanticipated or out-of-sequence developments. TCC also recommends considering if the system could differentiate between councils that are providing sufficient development capacity and those that are not, because it may justify a different threshold for decisions on private plan changes.

Question 17: How should any responsiveness requirements in the new system incorporate the direction for 'growth to pay for growth'?

TCC recommends that the new resource management system should embed the principle of "growth paying for growth" by ensuring that the costs of infrastructure and development are fairly shared by those driving demand. This includes requiring developers to fully fund the growth they generate through appropriate direct funding and delivery arrangements, so the financial burden does not fall on existing communities. Councils must also be able to use tools such as targeted rates, development contributions, and infrastructure levies to support the delivery of infrastructure needed for growth. National direction should back these tools with clear guidance to promote consistency, while allowing flexibility to respond to local growth pressures.

Rural-urban boundaries

Question 18: Do you agree with the proposal that the new resource management system is clear that councils are not able to include a policy, objective or rule that sets an urban limit or a rural-urban boundary line in their planning documents for the purposes of urban containment? If not, how should the system best give effect to Cabinet direction to not have rural-urban boundary lines in plans?

TCC generally agrees that an urban limit/boundary is not necessary in the new RM system but establishing robust policy and assessment criteria to determine whether

⁵ At least 5 hectares or 50 dwellings.

it is appropriate to progress an unanticipated or out-of-sequence proposal is critical⁶.

The policy and assessment criteria must provide high certainty that any shift from planned land release/infrastructure strategies will continue to support urban form outcomes and create well-functioning urban and rural areas, and not undermine other significant investment decisions or feasible capacity available in locations already planned for through an approved spatial plan. This includes providing for outcomes in national direction (such as the NPS-UD and NPS-HPL) and ensuring separation of incompatible activities to achieve well-functioning urban and rural environments.

The assessment criteria should be closely aligned with council's ability to accept or reject private plan changes. Private plan changes that do not align with the 'go/no-go areas' in regional spatial plans can have significant impact on strategic planning and infrastructure investment. A high threshold for accepting private plan changes must be included in the new RM system to ensure that the regional spatial plans have a stronger weight than individual landowner/developer plans which may undermine strategic decisions for infrastructure investment.

The assessment criteria should recognise that areas already investigated in the spatial planning process and deemed unsuitable for development should have greater scrutiny applied to justify what new or different information has been sourced – the onus must be on the developer to demonstrate how the proposal can be developed ahead of other planned land release without impacting council's debt/funding/financing. This aligns with the principle that 'growth pays for growth'.

Question 19: Do you agree that the future resource management system should prohibit any provisions in spatial or regulatory plans that would prevent leapfrogging? If not, why not?

TCC generally agrees that the RM system should not seek to contain urban development. However, growth needs to be managed within the context of supporting well-functioning urban and rural environments. TCC recommends there needs to be robust assessment criteria in place if someone proposes to 'leapfrog' planned land release set out in the spatial or regulatory plans. 'Leapfrogging' has potential to have implications on well-functioning urban and rural areas, particularly where this occurs in locations that are not envisaged for growth and/or where incompatibility between land uses occurs. This includes complications for long term infrastructure planning, including timing, design and capacity of infrastructure being

⁶ In April 2025, Change 6 to the Bay of Plenty Regional Policy Statement became operative. This removed the existing urban limits and introduced assessment criteria to manage unanticipated or out-of-sequence development.

undermined and requiring rework or additional investment to compensate for changes to strategic plans.

TCC recommends 'leapfrogging' is regulated appropriately by addressing the following:

- Ensure consistency with planned urban form outcomes and development patterns identified within an approved spatial plan to support well-functioning urban and rural environments.
- Strengthen process for entering into developer agreements and enforcing them in practice
- Robust process for enabling private plan changes, minimise need for bespoke planning frameworks or 'work-arounds'.
- Ensure the system does not prioritise or subsidise 'leap-frogging' proposals – this draws resourcing away from planned projects and risks deviating from principle that 'growth pays for growth'
- Ensure planned capacity is not taken up by 'leap-frogging' proposals – the onus should be on the developer to contribute to new capacity rather than 'take-up' of planned capacity which can undermine the strategic land use pattern and require unbudgeted capital/operational expenditure for councils.
- Recognise that shifting the policy barrier from urban boundaries to infrastructure capacity and funding does not resolve the issue of how to bring new capacity to the market or make existing capacity available faster.

Question 20: What role could spatial planning play in better enabling urban expansion?

TCC recommends that enabling expansion needs to be premised on clear principles that focus on allowing for urban development in the right places, at the right time—responding to community needs and considering value for money. This includes providing for and encouraging well-functioning urban environments in locations:

- That offer the best opportunity to integrate land use and infrastructure, and are aligned with the availability and capacity to support new development.
- Where necessary infrastructure (such as roads, public transport, water, and sewerage systems) is already in place and/or can be feasibly extended.
- That recognise environmental constraints/limits and do not impact significant natural areas or pose substantial risks from natural hazards (i.e. avoiding no-go areas, and understanding go-carefully areas)
- Where timing of the release of land for development responds to clear and demonstrated market demand.

Key public transport corridors

Question 21: Do you agree with the proposed definitions for the two categories of 'key public transport corridors'? If not, why not?

TCC generally supports using a consistent approach to determine what is considered a 'key public transit corridor' but whilst the definitions in the ONF ⁷are relevant, their implementation is not efficient for Tauranga as the definitions focus on existing vehicle and/or people movement. Giving effect to local strategic plans is more appropriate for enabling intensification to support growth than a method that relies on the current level of public transport service as proposed by using the ONF.

Tauranga does not have any existing or planned rapid transit services (PT1 – dedicated corridor), but there is a core network of frequent and reliable bus networks, some of which include bus lanes within the road corridor. Despite the lack of rapid transit in Tauranga, the City Plan now enables 6-8 storey capacity along the Cameron Road multi-modal corridor to support intensification opportunities over the long term. This would be the closest corridor to Category 1 but is currently less than the proposed requirements of >20 services per hour (PT2 – spine corridor), but certainly more than >4 per hour (PT3 – primary corridor) as suggested in the ONF.

Whereas Category 2 (PT3 - primary) only requires >4 services per hour and >500 passengers per day. This category would capture several areas, such as Chapel Street, The Mall, Maunganui Road, Links Avenue, Maungatapu Road, Turret Road and 15th Avenue.

Implementing the proposed categories will not be straight-forward because the ONF definitions do not provide a suitable base map to identify key public transport corridors as it only assesses the current number of public transport patronage. This means councils will need to take a major role in defining which corridors qualify for intensification. Intensification can be enabled near existing or planned public transport corridors, but equally, public transport corridors can be developed where density establishes over time. The ONF only assesses the current number of bus services and users, rather than planning for future demand. This requires local councils, regional councils and NZTA to work together to identify suitable corridors where high-quality public transport, and thus higher residential density, could be accommodated.

Whilst the ONF does outline five levels of public transport classes, the type of corridor and subsequent zoning should plan for a future situation where more high

⁷ One Network Framework Detailed Design Framework, Page 45-46

<https://www.nzta.govt.nz/assets/Roads-and-Rail/onf/docs/ONF-detailed-design-document-november-2022.pdf>

frequency buses will be operated than today. Agreement between local councils, regional councils and NZTA is critical to ensure bus services continue to be operated until density is well-established. Over time, more residents and thus more patronage will increase the buses' fare-box recovery, however commitment from all parties involved in land use planning and providing public transport services will still be required.

Table 5 - Public Transport

Class	Public Transport Service Level descriptor	Strategic Significance (Role in Public Transport Network)	Indicative vehicle volume (Bi-directional)	Indicative People Movement (Bi-directional)	Description
PT1	Dedicated	Strategically significant corridors where rapid transit services are operated, providing a quick, frequent, reliable, and high-capacity service that operates on a permanent route (road, rail or sea lane) that is dedicated to public transport or largely separated from other traffic.	≥ 4 services per hour	≥1000 per day	Dedicated or largely separated public transport corridors provide for the fast and efficient movement of people by rapid transit. They only service public transport (except rail lines that can also provide a goods movement function under the freight mode).
PT2	Spine	Strategically significant corridors where many frequent services operate and many different PT services merge together to create very high frequencies and overall passenger movement . Any deficiencies on these corridors affect multiple services and large parts of an urban area.	≥ 20 services per hour	1000 to 10000+ per day	Spine corridors are where many public transport services operate on the same corridor, usually within city centres or near major transport interchanges as PT services converge. Much of the street space can be dedicated to public transport infrastructure, including significant space that could be utilised for bus stops.
PT3	Primary	Strategic corridors where frequent public transport services operate, providing regular services across most of the day, seven days a week.	≥ 4 services per hour	≥ 500 per day	Primary public transport corridors occur on the parts of the network where frequent service can be expected. This could be for part of route where the collection of services operating results in a better than 15-minute headway frequency of that part of the route. These corridors are more likely to be on major arterial roads.

Question 22: Do you agree with the intensification provisions applying to each category? If not, what should the requirements be?

TCC agrees that intensification areas should be located where there is good accessibility to public transport as proposed. However, it is important that the policy is framed as a minimum to ensure that greater opportunities for intensification can be justified if appropriate to meet housing capacity targets. If planned well, and accompanied with investment in dedicated cycle paths, wide footpaths and amenity, medium density (i.e. three storey townhouses) can be supported in locations with lower levels of public transport services.

Question 23: Do you agree with councils being responsible for determining which corridors meet the definition of each of these categories?

TCC supports councils being able to determine scope and application of intensification provisions around key corridors. Mandatory requirements for meeting housing and business capacity will give TCC the ability to enable a range of zoning where density aligns with UFTI 'connected centres' principles. For

Tauranga, the transit corridor approach would not result in a significant shift away from the current land use pattern enabled by PC33 (i.e. MDRS).

Intensification catchments sizes

Question 24: Do you support Option 1, Option 2 or something else? Why?

TCC generally supports Option 1 as it aligns with NZTA Public Transport Design guidance⁸ and international best practice⁹. It is recommended that the policy can consider future planned bus frequencies, not just the current situation, for determining key transit corridors. This will enable an increase in density to drive increases in bus frequencies.

TCC agrees a shift from using 'at least a walkable catchment' (in the NPS-UD) to specified walking distances. This will minimise disputes and provide certainty about the application of the policy. The policy should be designed to enable councils to efficiently implement it using in-house resources, such as GIS layers for footpaths.

There is a risk that the concept of 'as walked' includes land that does not have suitable existing or planned pedestrian access e.g. crossing a state highway, stream or valley, where there is no formed crossing. Therefore, the policy may benefit from more context to support implementation by being explicit that the distance walked is measured using a route along existing or planned pedestrian infrastructure.

To further improve alignment in national implementation, the policy should also be explicit about where the distances are measured from. For example, the edge of a commercial centre zone may not provide any physical entrance into the centre which fronts a different public boundary. Further thought should be given to how the nearest pedestrian access to sites within the relevant zone could be incorporated.

The concept of 'as walked' within the policy must also be explicit to exclude the concept of 'time walked'. NZTA guidance has identified that people walk at a range of speeds depending on personal characteristics such as age, gender and physical abilities, but also trip characteristics such as walking purpose, route familiarity, convenience, lighting and safety, trip length and environmental factors. These are changeable as road/footpath infrastructure is upgraded or altered over time so placing greater weight on such external factors to measure the catchments via actual time spent walking would be less reliable for determining the extent of the

⁸ <https://nzta.govt.nz/walking-cycling-and-public-transport/public-transport/public-transport-framework/integrated-planning-and-design/public-transport-design-guidance/getting-to-and-from-public-transport/walking/>

⁹ Generally 400m for basic public transport stops, 800m for high frequency bus stops (4x hour), and up to 1,200m for high frequency or rapid transit stops.

policy. The purpose of a zone boundary is to provide policy direction and certainty about the built form outcomes planned for that area. An individual's willingness to walk or use a different transport mode varies due to personal choice and does not rely on a fixed zone boundary or geographical location to influence those values.

However, using a specific distance in metres will not easily resolve debate about the outer edge of the zone boundary. This decision will remain a key area of contention in the new RM system. It is important to enable some discretion about the edges of the zone boundaries and term 'at least' should still feature prominently to be clear that the policy is enabling rather than limiting.

Note that Tauranga has not identified any Metropolitan Centre Zones (or equivalent) or rapid transit stops. Further detailed description or criteria for what constitutes these would support efficient implementation and minimise disputes about the application of the policy for Tauranga.

Minimum building heights to be enabled

Question 25: What are the key barriers to the delivery of four-to-six storey developments at present?

TCC considered the feasibility of three, four, six and eight storey development through PC33. The evidence¹⁰ showed that four-storey apartments were marginal from an economic perspective in the 2023 market, while the three-storey walk up was most viable and then six-storey apartments were the next feasible scale (but not widely feasible). This was based on achieving a development margin of 18% (profit as percentage of total cost). Apartments were projected to become more viable at the upper end of the property cycle when market demand is at its highest. Key barriers to 4-6 storey development were identified as the need for amalgamation of multiple sites, land value, holding costs, capital costs, construction costs (e.g. foundation/structural design, lifts, labour efficiency, fire compliance, crane hire), limited expertise/capability of construction market, higher ratio of pre-sales required, market confidence and financial outlooks.

TCC considers that provisions to prevent inefficient, low-density development (i.e. single storey stand-alone dwellings) in strategic areas zoned for at least six storey development are necessary to support feasibility and minimise sites being fragmented further.

¹⁰ PC33 Key Documents, Session 2 Hearing, Council Expert Evidence, Development Feasibility
<https://www.tauranga.govt.nz/council/strategies-and-plans/tauranga-city-plan/operative-plan-changes/plan-change-33-key-documents>

Question 26: For areas where councils are currently required to enable at least six storeys, should this be increased to more than six storeys? If so, what should it be increased to? Would this have a material impact on what is built?

TCC recommends that councils should have discretion to enable greater height above six storeys to meet capacity targets as necessary, rather than a mandatory direction which does not recognise the local matters.

TCC has implemented a permitted height of eight-storeys (27 metres) for the walking catchment adjacent the City Centre and along the central corridor of Te Papa (Cameron Road) in PC33. To date, this has had no material impact on what has been built in these areas, but it is important to provide significant market confidence to developers to incentivise greater height and density in these efficient locations.

TCC considers that the supporting objective and policy framework of the zones are arguably more significant than the permitted building heights. The building height rule on its own is not a fatal flaw to development as a 'restricted discretionary' activity status does not prevent applicants submitting consents for greater height. The effectiveness of the objective and policy framework in the future standardised zones is critical to enable the development outcomes when a consent is sought. If a permitted building height was six-storeys but the policy framework is significantly enabling, then a consent for taller buildings should be able to pass through this 'threshold' with appropriate checks and balances in terms of building location/design and public interface. Conversely, if the building height was six-storeys but the policy framework is restrictive, then additional development rights would be constrained. Understanding the purpose and role of the building height 'threshold' is important. Regulation of lower heights in some areas is required to incentivise greater heights in other locations to achieve agglomeration benefits and the efficient use of infrastructure (i.e. City Centre, commercial centres, transit corridors). Hence a blanket approach to enabling height/density will not be effective. Given the new RM system proposes to retain a significant consenting pathway, TCC recommends that greater emphasis on the robustness of the policy framework will improve implementation and have a material impact on what is built in future.

Question 27: For areas where councils are currently required to enable at least six storeys, what would be the costs and risks (if any) of requiring councils to enable more than six storeys?

There would be minimal additional cost associated with a proposed change because councils would already be required to revisit the existing land use pattern and implement standardised zones through the new regulatory plan process under the new RM system. Three risks are identified.

Firstly, increasing building height must be accompanied by an appropriate threshold for assessing density to ensure that infrastructure capacity can be understood for large scale developments. Enabling significant permitted development without infrastructure checks can risk increasing council capital/operational expenditure.

Secondly, landowners may value their property more as development rights increase and unintentionally make it harder for developers to acquire land – this process is already challenging as multiple parcels are typically required for apartment development.

Thirdly, overly permissive building heights can also facilitate inconsistent urban form in areas where demand for apartments is low and dilute the overall benefits of intensification for Tauranga. It is important to incentivise and promote the greatest height where the highest accessibility exists to the commercial centres with the largest range of activities and services (i.e. City Centre, town centres). This approach mitigates the risk that the small share of market demand for apartments is taken up in isolated pockets at the fringe of these catchments where less benefit is obtained from the scale of intensification and supporting public investment required.

Offsetting the loss of development capacity

Question 28: Is offsetting for the loss of capacity in directed intensification areas required in the new resource management system? and Question 29: If offsetting is required, how should an equivalent area be determined?

TCC recommends that off-setting policies should not be mandatory to accommodate matters of national significance (e.g. RMA s6). In some circumstances, off-setting may not be appropriate or able to be achieved, but a departure from the standardised zone or intensification requirements are necessary to address a matter of national significance. For example, the relationship of Māori with sites/areas of significance, or addressing risk from significant natural hazards.

TCC recommends that councils retain discretion to determine the most appropriate land use pattern to meet the required capacity targets, and where overall capacity targets are met, offsetting should not be required.

Intensification in other areas

Question 30: Is an equivalent to the NPS-UD's policy 3(d) (as originally scoped) needed in the new resource management system? If so, are any changes needed to the policy to make it easier to implement?

TCC recommends that mandatory requirements for meeting housing and business capacity targets (i.e. NPS-UD Policy 2) should remain the key driver to enabling intensification across the urban environment rather than a prescriptive Policy 3(d).

However, retaining a supporting policy framework (similar to the intent of NPS-UD Policy 3(d)) that clearly promotes density and height where there is high accessibility to employment and services will give clear direction to decision-makers when choosing standardised zones in a regulatory plan-making process. Without this direction, some decision-makers may be reluctant to upzone or may only upzone where there is least resistance/participation from local community, rather than in locations that are the most efficient use of land and infrastructure.

Policy 3(d) as originally scoped required consultant work to model due to complexity. If the policy was reinstated, it needs to be designed in a way that can utilise in-house council GIS resources/layers to reduce cost and minimise litigation during implementation. The use of 'commensurate' in both versions of the policy is inherently difficult to implement and justify in the planning system as it is open to various interpretations, even if standardised zones are available. A more efficient option should consider how a minimum type of standardised zoning can be used in a particular scenario (similar to the transit corridor proposal in Question 24). This depends on the detail within the standardised zones, but MDRS provisions have been used effectively to increase capacity for the Tauranga suburban areas.

A walking radius approach could be used around urban commercial centre zones as these locations support residents to meet their day-to-day needs and access public transport options. For example, requiring Tier 1 councils to enable at least an MDRS type zone for residential land within 400 metres (i.e. 5 minute walk) of neighbourhood centre zones, local centre zones, and town centre zones. This sets a clear expectation that these locations can support greater density while still enabling council discretion to use more intensive zones as required to meet housing targets.

The revised version of Policy 3(d) that accompanied the mandatory application of the MDRS also presented implementation challenges. The use of 'commensurate' in conjunction with the blanket approach to MDRS implied that greater height above the MDRS should be enabled even though vertical development was projected to have minimal realistic uptake into the long term for most suburban areas. Provisions similar to the MDRS provide sufficient scope to support infill development at a feasible scale for the Tauranga suburban areas.

Enabling a mix of uses across urban environments

Question 31: What controls need to be put in place to allow residential, commercial and community activities to take place in proximity to each other without significant negative externalities?

TCC generally supports enabling a mix of activities to establish within zones where the scale and nature of the activities are complementary and support well-functioning urban environments. For example, childcare, schools, healthcare, home-based business and small-scale services (hairdressers, dairy, café) provide benefits to local communities. However, TCC opposes an unregulated approach to enabling mixed uses within residential zones because the scale or nature of activities is likely to generate conflicts with community expectations of residential character.

Scale

TCC recommends that scale is the key issue to regulate to ensure that residential, commercial and community activities can establish successfully near each other. As scale increases, the level of nuisance effects generated by the activity generally increases. For example, extended hours of operation, vehicle/parking demands, delivery of goods (particularly truck movements), lights, signage, noise.

Regulating the scale of commercial/community activities in a residential zone is also a critical way to minimise the risk of residential land being converted to 'higher value use' when residential land is already undersupplied for Tauranga. Tauranga has sufficient supply of commercial land but 'bleeding' of commercial/community activities into residential areas occurs because the land is cheaper. In 2023, Tauranga City Centre had a commercial vacancy rate of approximately 10%, suggesting that availability of business space may not be the core issue.

Land use and National Planning Standards definitions

TCC recommends that the policy is targeted at specific land uses that are complementary to residential neighbourhoods rather than a broad approach to all types of commercial activities or community facilities as described in the National Planning Standards definitions. TCC is concerned that the National Planning Standards will create a risk of overlaps between what types of commercial activities can establish within residential zones and how these can be distinguished from industrial activities. TCC recommends that these definitions are revised and given more stringent application to minimise conflict between uses.

In addition, Government should ensure that other relevant legislation and/or industry codes are appropriately managing the location of commercial activities that may not align with community expectations in/near residential neighbourhoods

e.g. liquor stores, vape retailers, gambling outlets, noxious, or hazardous substances.

Effect of land values

TCC has concerns that enabling a wide scope of additional development rights for businesses on residential land may have unintended consequences on land value. If land value increases due to business opportunities, this may reduce the feasibility of high-density housing if acquiring residential land becomes more expensive. Business activity may displace housing and further reduce the ability to meet housing growth targets. In addition, allowing commercial activities on residential land may reduce the exclusivity and value of existing commercial land. This could potentially undermine investment in established commercial centres and create unanticipated strain on infrastructure.

Integrated land use and transport planning

Commercial centres and community facilities should be strategically aligned with public transport infrastructure to ensure efficient use of public investment. Transport infrastructure requires concentrated levels of activity to be viable and efficient. TCC recommends regulating the location of large-scale community facilities, anchor tenants, and significant offices, to ensure they are aligned with transport planning to maximise the viability of public transport investments and reduce congestion.

Relationship to other RM issues

Tauranga is experiencing a significant and long-term shortfall in housing capacity. TCC is concerned that enabling greater business activity in residential zones, including visitor accommodation, risks diverting land and investment away from urgently needed housing. Short-term accommodation providers (e.g. Air Bnb) have a clear financial incentive to convert residential properties into commercial use, which can reduce the available housing stock. TCC recommends that a clear framework is established within the residential zones to ensure housing supply takes precedence.

Question 32: What areas should be required to use zones that enable a wide mix of uses?

TCC recommends that councils retain discretion to determine where mixed use zones are appropriate. Mixed-use zoning should not be mandatory in terms of the location. A broad approach to mixed use zoning may undermine key activity centres and the efficient movement of people in the city. If a mandatory direction were included, this should be limited to the fringes of key centres (i.e. City Centre, Metropolitan, Town centres) to allow for progressive expansion. This position assumes that commercial centre zones continue to enable a mix of activities.

Minimum floor area and balcony requirements

Question 33: Which rules under the current system do you consider would either not meet the definition of an externality or have a disproportionate impact on development feasibility?

TCC recommends that the new system includes zone frameworks that support good quality intensification. This should provide minimum standards for outlook/privacy separation, sunlight admission, and outdoor living areas. There is a risk that poor quality housing is developed if intensification is rushed without consideration of interface with public spaces and surrounding land uses. However, TCC agrees that the internal design/layout/floor area should not be controlled by the RM system.

TCC recommends including an ability to manage effects of development on the transport network – particularly for the safety and efficient operation of the network. Tauranga experiences challenges with managing transport effects because there is currently limited ability to manage the volume of vehicle movements to/from a development e.g. trucks queuing on the road because a business has insufficient capacity for on-site loading, and the impact of overflow parking onto a public road from townhouses.

TCC recommends that parking management plans should be compulsory. Without parking management plans, developers continue to rely on the availability of free/untimed street parking instead of investing in on-site parking for their development. This can work for a while, but it does set a precedent, and implementing parking management after intensification has occurred becomes very challenging.

TCC recommends that including minimum standards for bicycle parking is a simple, low risk and low-cost method to encourage mode shift in high density developments (both residential and commercial). People are more likely to use micromobility (bikes/scooters etc) where sufficient space is provided to safely store them. TCC implemented these standards in PC33, and it has not been raised as a barrier to feasibility.

Targeting of proposals

Question 34: Do you consider changes should be made to the current approach on how requirements are targeted? If so, what changes do you consider should be made?

TCC recommends aspects of the framework need to be targeted for the Western Bay of Plenty sub-region. Being grouped with Tier 1's around the country has not recognised the unique circumstances of the heavily constrained TCC boundaries, topography and geography constraints, high value of land for urban expansion due

to kiwifruit values (\$0.5-\$1.5m/ha), prevalence of multiple-owned Māori Land and other unique matters. These are ongoing and substantive constraints to providing sufficient residential and business development capacity. The key areas we need a targeted response around are housing and business land targets and how the concepts of feasible and realistic capacity are applied.

Impacts on proposals on Māori

Question 35: Do you have any feedback on how the Going for Housing Growth proposals could impact on Māori?

Any requirement to immediately zone or change land uses to accommodate 30 years of housing/business capacity would create significant interest and potential opposition from tangata whenua so the new RM system must include tangata whenua in such decision-making. The system should ensure:

- Iwi, hapu, land trusts and Māori landowners have a defined role in developing the planning frameworks that affect the city and their Māori land or sites/areas of cultural significance e.g. statutory acknowledgements from Treaty of Waitangi settlement legislation;
- Iwi and hapu management plans are included early in decision making
- Māori are adequately resourced and supported to be involved in planning processes
- Environmental impacts are well-understood e.g. water quality, wastewater, stormwater effects
- Adequate infrastructure for Māori development and aspirations.

Other matters

Question 36: Do you have any other feedback on Going for Housing Growth proposals and how they should be reflected in the new resource management system?

The proposal ties intensification requirements to public transport corridors. TCC considers it is essential that public transport services are appropriately funded through long-term commitments with local, regional and central government to ensure the services can continue to be provided to support the density enabled.

The proposed standardised zones will be key to understanding how the new system will impact the land use pattern for Tauranga into the future. TCC considers

it is important that consultation on the detail and robustness of these provisions is available before they are enacted.

Transitioning to Phase Three

Question 37: Should Tier 1 and 2 councils be required to prepare or review their HBA and FDS in accordance with current NPS-UD requirements ahead of 2027 long-term plans? Why or why not?

TCC considers there are risks in progressing an HBA based on the current NPS-UD requirements given the substantive changes the calculating and assessing development capacity currently being proposed. TCC recommends that certainty is required on what updated methodology to use to ensure the information can be relied on in the new RM system prior to and with enough time ahead of preparing the spatial plan. For example, confirmation of the population projections and feasibility/realistic requirements with sufficient time to model such changes. This currently takes up to 12 months and it is anticipated that more time would be needed if the requirements become more complex or increase in scope. If this is not the case, the assessments require financial and staff resources, and it is likely that investment may require reworking or change when the new framework is developed, which is not good use of ratepayer funds.

TCC also recommends suspending the review of the Future Development Strategy ahead of the 2027 LTP to minimise duplication of work that will be rolled into development of the regional spatial plan.

9.6 Lead Level of Service Policy Review

File Number: A18204390

Author: Vicky Grant-Ussher, Policy Analyst

Authoriser: Christine Jones, General Manager: Strategy, Growth & Governance

PURPOSE OF THE REPORT

1. To provide the City Futures Committee with an updated draft Lead Level of Service Policy for direction.

RECOMMENDATIONS

That the City Future Committee:

- (a) Receives the report "Lead Level of Service Policy Review".
- (b) Agrees to update the name of the policy to "Standards for Developing Levels of Service Policy"
- (c) Agrees to adopt the updated Standards for Developing Levels of Service Policy with immediate effect (attachment 1).

EXECUTIVE SUMMARY

2. Tauranga City Council's Lead Level of Service Policy (the policy), initially adopted in 2005, was last reviewed in 2009. The policy provides a framework for setting levels of service across the city, including provisions for higher levels of service in specific situations. Among other things, levels of service support the council's Development Contributions Policy by providing a measurable standard of services.
3. The policy was updated to better align with current standards and practices and a draft policy was presented to the City Futures Committee (the Committee) for adoption at their meeting on 5 May 2025. The Committee asked for a workshop to better understand the policy and the changes proposed to it before a decision would be made to adopt the policy at a subsequent meeting.
4. Following the Committee's feedback at the meeting and workshop, updates have been made to the draft policy attached in this report. This includes:
 - updates to language and definitions to better clarify responsibilities within the policy between the Council elected body, the council organisation and council staff
 - proposing an updated name that better reflects the content of the policy.
5. The report presents options to adopt the updated draft policy immediately or adopt the updated draft policy for targeted consultation. Given the issue's low significance, no further engagement is required before making a decision.
6. The supporting policies to this policy, covering levels of service for matters such as active reserves, open space and public toilets will be brought to the Committee for direction later in the year.

BACKGROUND

7. Council staff reviewed the Lead Level of Service Policy and recommended a number of updates to refresh and clarify the policy as outlined in the 5 May 2025 the City Futures Committee meeting [agenda item 9.4](#). The Committee requested a workshop to further understand the policy and the changes proposed.
8. In the 7 July 2025 City Futures Committee workshop, council staff presented an overview of the policy and the proposed changes with an opportunity for the Committee to provide further feedback.
9. The workshop outlined that the policy focuses on the process and requirements when developing levels of service. The policy directs staff to leverage existing strategies, plans and community feedback alongside consideration of the practical and financial aspects to build quality analysis. This analysis is then used to support Council to make informed decisions on the level of service.
10. Key feedback received from the Committee meeting and workshop included:
 - To reconsider the name of the policy as the Committee felt that the title of the policy did not reflect its content. This request is addressed in the options for the policy name further below.
 - A request to update language and definitions to better clarify responsibilities within the policy between the Council elected body, the council organisation and council staff.
 - An appreciation that the criteria in the policy were useful, but that the quality of the analysis against those criteria is equally important for the Council to have good information on which to make decisions. Staff noted that training on the policy would be incorporated in Long-term Plan preparation activities.
11. An updated version of the draft policy is provided in Attachment 1 with additions or amendments highlighted in red and removed sections struck through. The detailed rationale behind each change is set out in in Attachment 2.

STATUTORY CONTEXT

12. The Local Government Act 2002 (the Act) requires local authorities to include within the Long-term Plan level of services and associated performance measures to enable the public to assess the level of service for major aspects of groups of activities. The associated performance measures may be legislatively required³ or set by Council.
13. To collect development contributions under section 106 (4) of the Act, the council must demonstrate how the calculations for those contributions were made, with the specific methodology used set out in Council's Development Contributions Policy. Council standard approach to calculating the impact of development is to set a measurable level of service which can be used to calculate new or additional assets required to service growth⁴. Requirements to meet Council's levels of service are also set out in the City Plan as a condition of accepting land in lieu of money.
14. Sections 100 and 101A of the Act require Council to make provision for expenditure needs including meeting stated levels of service. Council is required to state factors that may impact on the council's ability to maintain existing levels of service. Any decision to significantly alter a level of service for a significant activity must be consulted through a Long-term Plan, or if the Long-term Plan is already adopted, through a Long-term Plan Amendment.

³ Council must report on specific measures for water supply, sewerage and the treatment and disposal of sewage, stormwater drainage, flood protection and control, and the provision of roads and footpath.

⁴ Where an activity does not lend itself to a standard level of service for example, one off investments or areas where a higher provision of assets has been provided to meet strategic outcomes a bespoke calculation may be more appropriate. This would be considered through the preparation and consultation on Development Contributions Policy.

15. Levels of service are one part of a wider performance framework of council. Levels of service can support Council deliver on their desired community outcomes; however, they are not the only means to achieve community outcomes. Discreet investments through strategies, plans, or business case investments may also be used to deliver on community outcomes.

STRATEGIC ALIGNMENT

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	<input type="checkbox"/>
We are a well-planned city	✓
We can move around our city easily	<input type="checkbox"/>
We are a city that supports business and education	<input type="checkbox"/>

16. The policy supports an inclusive city by ensuring Council makes consistent and equitable decisions on levels of service. The policy guides the monitoring of key services and activities of council supporting the outcome of a well-planned city.

OPTIONS ANALYSIS

17. In response to the Committee's feedback that the name of the policy could be clarified staff have provided options for renaming the policy in Table One.

18. Table One: Policy name options

Option	Advantages	Disadvantages
Option One: Continue with the existing name of the policy.	<ul style="list-style-type: none"> Retains current name for continuity. 	<ul style="list-style-type: none"> Content and purpose of the policy may not be clear from the name alone. Does not address the concerns raised by Committee members.
Option Two: Update the name of the policy to "Standards for Developing Levels of Service Policy" (recommended resolution b)	<ul style="list-style-type: none"> Content and purpose of the policy is clearer. Addresses the concerns raised by Committee members. 	<ul style="list-style-type: none"> No continuity of name.

19. Options for adopting the policy are provided in Table Two. Should the Committee want to engage on the policy, information on the potential engagement approach is set out in paragraph 29.

20. Table Two: Decision on adoption of the policy

Option	Advantages	Disadvantages
Option One: Adopt the draft policy with immediate effect (recommended resolution c)	<ul style="list-style-type: none"> • Updates the policy with current references • As the issue is assessed to be of low significance no engagement is required which saves resource required for targeted consultations/hearings 	<ul style="list-style-type: none"> • No opportunity for stakeholder input on updated policy
Option Two: Adopt the updated draft policy for targeted consultation	<ul style="list-style-type: none"> • Opportunity for stakeholder input on updated policy 	<ul style="list-style-type: none"> • Requires resource for targeted consultation / hearings which is not considered to be required given the nature of policy and the low level of significance.

FINANCIAL CONSIDERATIONS

21. Adopting the updated draft policy does not have any financial implications. Whilst the policy provides a framework for decisions about the delivery of projects through a level of service, and any associated development contribution funding, as a lead policy it does not commit the council to a level of service for any activity.

LEGAL IMPLICATIONS / RISKS

22. Updating the policy will remove out of date legislative references.

TE AO MĀORI APPROACH

23. Whilst the content of the policy relates to the consideration of access, funding and equity issues, when setting and changing levels of service, the proposed updates to the policy itself are minor and this review is considered a technical update. Where a specific level of service is being considered under this framework which is of specific interest to tangata whenua, then engagement will be undertaken at that time.

CLIMATE IMPACT

24. Whilst the content of the policy relates to the consideration of issues of sustainability and climate impact, when setting and changing levels of service, the proposed updates to the policy itself are minor and this review is considered a technical update.

SIGNIFICANCE

25. 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.
26. 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 issue.
 - (c) the capacity of the local authority to perform its role, and the financial and other costs of doing so.

27. In accordance with the considerations above, criteria and thresholds in the policy, it is considered that the issue is of low significance. This is based on the technical nature of the policy and the limited scope of proposed changes.

ENGAGEMENT

28. Taking into consideration the above assessment, that the issue is of low significance, officers are of the opinion that no further engagement is required prior to Council making a decision on adopting the updated policy.
29. Should the Committee choose to engage on the policy, council staff would recommend engagement with Te Rangapū, Smartgrowth, Priority One, Envirohub, Social Link, Sport Bay of Plenty and Creative Bay of Plenty. These groups have been suggested due to the strategic and technical nature of the policy. Wider community engagement is not expected to result in a high level of response.

NEXT STEPS

30. If the Committee agree to adopt the revised draft policy (**Attachment 1**), staff will update the policy on the Tauranga City Council website.
31. Issues and options for the existing supporting policies (open space, active reserves and public toilets) will be presented to the Committee later this year.

ATTACHMENTS

1. **Draft Standards for Developing Levels of Service Policy - A18566469** [↓](#) 
2. **Table of proposed amendments to the draft policy - A18566383** [↓](#) 

DRAFT (STANDARDS FOR DEVELOPING LEVELS OF SERVICE) POLICY



Policy type	City		
Authorised by	Council		
First adopted	26/10/2005	Minute reference	M05/123.3
Revisions/amendments	3/12/2009	Minute references	M09/11.6
	TBC Renamed from Lead Level of Service Policy	Minute references	
Review date	As required		

1. PURPOSE

- 1.1. To provide clarity and guidance about how the Council and Tauranga City Council Staff will set and describe levels of service.
- 1.2. To provide a broad direction on the funding of levels of service consistent with the Revenue and Financing Policy.

2. SCOPE

- 2.1. This policy applies to how the Council will set and describe levels of service in:
 - the Long-term Plan / Annual Plan (LTP/AP)
 - Tauranga City Council policies
 - strategic documents
- 2.2. This policy does not apply to operationally agreed standards of provision (for example those set in service level agreements, activity plans or contractual arrangements).

3. BACKGROUND

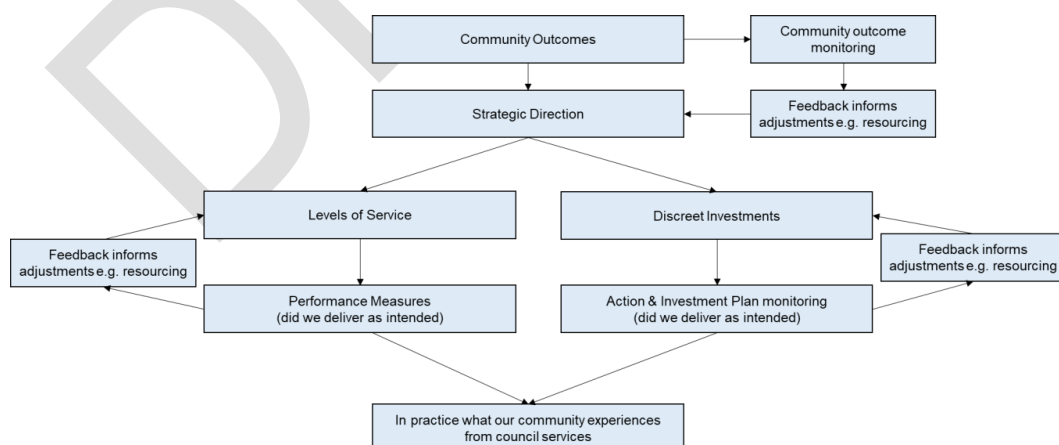
Legislative context

Section 91(2) of the Local Government Act 2002 states that one of the purposes of the identification of community outcomes is to allow communities to discuss the relative importance and priorities of identified outcomes.

Schedule 10 (2)(a) of the Local Government Act 2002 requires that the Long Term Council Community Plan (LTCCP) includes:

- The intended levels of service provision for the group of assets; and
- The estimated expenses of achieving and maintaining the identified levels of service provision

- 3.1. Levels of service are one mechanism in the Tauranga City Council's performance framework. Levels of service articulate activities and services the community can expect Tauranga City Council to undertake and to what standard they are delivered. To guide the Council's decision-making on levels of service it is appropriate to have a policy which defines how the Council will set and describe levels of service.
- 3.2. Not all activities or services that Tauranga City Council undertakes will require a formal level of service. Section 6.1 of the policy outlines how Council makes decisions on which levels of service will be recorded and monitored through the LTP/AP, Council policy or in strategic documents.
- 3.3. Levels of service and linked performance measures (which check whether the level of service has been provided as intended) provide an important accountability function. Figure 1 outlines how levels of service contribute within the overall performance framework of Tauranga City Council.
- 3.4. Figure 1: Tauranga City Council's performance framework



- 3.5. Levels of service support Tauranga City Council to set a baseline standard, which can be used to calculate the impact of development. Tauranga City Council's standard approach to calculating the impact of development is to set a measurable level of service which can be used to calculate new or additional assets required to service growth. Requirements to meet Tauranga City Council's levels of service are also set out in the City Plan as a condition of accepting land in lieu of money.
- 3.6. Historically there has not been consistent consideration of levels of service across the Tauranga City Council's activities. This has, in some cases, led to different levels of service being provided in different parts of the city for no clear reason. In addition, Tauranga City Council has in the past received assets from developers that exceed "normal" standard levels of service and which the Tauranga City Council has then been obliged to maintain in perpetuity.
- 3.7. Previous Councils' have acknowledged that future developers of comprehensive development areas may wish to install assets that have a higher level of service than would normally be expected across the city. To ensure that the costs of the additional levels of service are borne by the beneficiaries, a clear policy statement is necessary.

4. DEFINITIONS

Term	Definition
Comprehensive development area	<p>A clearly defined geographic area that is comprehensively planned (for example by way a structure plan development process or similar) as an urban growth area, as defined by Tauranga City Council.</p> <p>the urban growth areas of Pyes Pa West, Papamoa East Stage 1 (including Excelsa), Papamoa East Stage 2, and the Coast Papamoa (M09/100.6 amended 3 December 2009) where:</p> <ul style="list-style-type: none"> There is a clearly defined geographic area which is/will be identified in the District Plan and is being comprehensively planned as an urban growth area; and The District Plan has distinct and separate provisions relating to subdivision, development and services of the area; and The area meets the Smartgrowth requirements of a minimum average development yield of 15 lots per hectare. Other Comprehensive Development Areas could be added entirely at Council's discretion at a later date.
The Council	The elected member body representing Tauranga City.
Levels of Service	A measurable description of what Council delivers (or intends to deliver). A level of service will always relate to something Council can control for the purpose of this policy this includes levels of service set in the LTP/AP, council policy or strategic documents.
High density residential zone	An area identified as suitable for high density housing as per the Tauranga City Plan.

Intensification Areas	Are areas defined by the Council through the Smart Living Places project and subsequent District Plan changes, that provide greater opportunity for medium density, high density or mixed use types of development within defined geographic areas.
Significant activity	An activity of high significance for the community as determined through the council's Significance and Engagement Policy.
Special character areas	Geographic areas with specific unique characteristics (eg, beach, central business district, areas with historic and character buildings).
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
Tauranga City Council Staff	Includes all current permanent, fixed term staff, contactors and consultants.

5. PRINCIPLES

~~Council considers that it is important to define Levels of Service to:~~

- ~~• Achieve fairness and equity, having particular regard to sections 5.1 and 5.4;~~
- ~~• Identify priorities for timing and commitment of resources as Council responds to community outcomes; and~~
- ~~• Provide certainty to the community (and the organisation) on the Level of Service Council will provide and at what cost.~~
- ~~• Meet legislative requirements.~~

- 5.1. The Council will make informed decisions on levels of service considering the strategic, practical, and financial implications of the desired level of service.
- 5.2. The Council and Tauranga City Council Staff will clearly communicate to the community what level of service will be delivered, when and at what cost and how this will be reported on and monitored.
- 5.3. The Council will aim to provide an equitable service to the community and consider fairness and equity when setting levels of service or transitioning to a new level of service.
- 5.4. The Council may provide a differentiated level of service when the council considers this is justified, as outlined in section 6.10 - 6.17 of this policy.

6. POLICY STATEMENT

Activities that require a formal level of service

6.1. Activities and services that will have a formal level of service (through LTP/AP, Tauranga City Council policy or strategic documents) will be set by the Council, but are likely to include those services and activities which:

- are legally required to be disclosed
- relate to a significant activity of Tauranga City Council, such as those that are:
 - important to the achievement of Tauranga City Council's strategic direction
 - have major cost implications
 - have major financial and non-financial risks attached
 - areas where the public have, or are likely to have strong views
- are linked to investment and funding decisions (for example, development contributions or targeted rates).

Setting Levels of Service

6.2. The Council will generally set a level of service through the LTP/AP however in limited circumstances the Council may state a level of service through a Tauranga City Council policy. This includes when:

- other parties may be expected to deliver on a level of service (for example developers)
- there is a higher level of specificity required to articulate and monitor the level of service to be delivered than what would be appropriate to include in an LTP/AP
- an activity has a high and ongoing level of community interest and having a policy supports staff to respond to ongoing enquires on the level of service.

~~Council notes that the desired level of service may be:~~

- ~~• A totally new level of service; or~~
- ~~• A increase from the current level of service; or~~
- ~~• A decrease from the current level of service; or~~
- ~~• Ceasing the current level of service.~~

6.3. A level of service should be described in a way which:

- explains if this is a new level of service, a change (increase or decrease) from an existing level of service, or a ceasing of a level of service
- is easy to understand and relevant to the community
- clearly describes the service to be delivered
- ensures that the level of service will be measurable and supports the calculation of development contributions
- restricts the level of service to what Tauranga City Council can control.

- 6.4. In determining desired levels of service the Council will have particular regard to:
- strategic context (particularly Our Direction and Smartgrowth)
 - what the current level of service is, and the proposed approach to transition to a different level of service noting section 6.5 of this policy
 - technical issues (including engineering or physical constraints)
 - user/community issues
 - various level of service options including advantages and disadvantages
 - costs of current level of service and future options (lifecycle and annual costs)
 - available funding sources with reference to Tauranga City Council's revenue and financing policy.
- 6.5. The Council may, where appropriate, outline the proposed approach to transition to a different level of service through the Infrastructure Strategy, Financial Strategy and within activity sections in the LTP/AP. In sequencing and prioritising any changes in levels of service across geographic areas within the city, consideration will be given to:
- social-economic factors
 - the number of levels of service where the current level is lower than the desired levels of service
 - the extent to which the current level is lower than the desired level of service
 - technical achievability and sustainable environmental management considerations
 - opportunities for efficiency (by multi-project economies of scale)
 - impact of the lower level of service on community wellbeing and achievement of community outcomes and strategies
 - financial impact and effect on the Revenue and Financing Policy
 - competitiveness, economic development, and promotion of employment opportunities (particularly regarding non-residential areas).
- 6.6. Performance measures provided for a level of service should be tested to ensure:
- they represent a major aspect of the activity
 - they are understandable by the community
 - that the resources allocated to reasonably deliver the level of service at the desired level are in place (if not sufficient the Council will need to reconsider the level of service)
 - they are measurable and the necessary processes are in place to collect the data required
 - they are challenging but achievable.
- 6.7. The Council and Tauranga City Council Staff will utilise the Long-term Plan process to consult on significant changes to levels of service for significant activities:
- prioritise desired levels of service for different activities
 - consult on desired levels of service
 - consult on the financial impact of changes in levels of service.
- Once they have been established, the base levels of service will be disclosed in the LTP/AP and/or specific policies or strategies.

Transitioning to a desired Level of Service

Where the current level of service is different from the stated desired level of service Council will, through the LTCCP/Annual Plan process:

- Define the timing when the desired level of service is to be achieved by; and
- Allocate appropriate resources (including funding) to enable the desired level of service to be achieved.

6.8. Where a defined desired level of service is different from the current level of service, Council will develop a programme to change the level of service over the defined timeframe.

6.9. In sequencing and prioritising any changes in levels of service across geographic areas within the city, consideration will be given to:

- Social-economic factors
- The number of levels of service where the current level is lower than the desired levels of service
- The extent to which the current level is lower than the desired level of service
- Technical achievability and sustainable environmental management considerations
- Opportunities for efficiency (by multi-project economies of scale)
- Impact of the lower level of service on community wellbeing and achievement of community outcomes and strategies
- Financial impact and effect on Financing and Revenue Policies
- Competitiveness, economic development, and promotion of employment opportunities (particularly regarding non-residential areas).

Differentiated Levels of Service

6.10. In the interest of fairness and equity the Council will generally seek to adopt city wide levels of service.

6.11. The Council may in limited circumstances provide a differentiated level of service where this:

- is consistent with the strategic direction of Tauranga City Council
- supports high density residential zones
- supports comprehensive development areas
- supports special character areas.

Higher level of service consistent with the strategic direction of Tauranga City Council

6.12. The Council may decide to set a higher level of service for a particular area of the city where this fits with the strategic direction of Tauranga City Council.

Higher level of service to support ~~intensification areas~~ high density residential zones

- 6.13. **The Council** acknowledges that ~~intensification areas~~ **high density residential zones** will generally require some higher levels of service than the city-wide level of service to ensure an integrated and liveable community.
- 6.14. **The Council** will fund the difference between the city-wide level of service and the ~~intensification areas~~ **high density residential zone** level of service in the same manner as which the city-wide level of service is funded. That is, there will be no targeted rate to fund the premium at this stage.
- 6.15. The funding approach recognises the:
- contribution which intensification makes to city growth management and the delivery of the Smartgrowth Strategy
 - transition from the current urban form to a more intense urban form is likely to occur over a long period of time, and that over that period the levels of service and liveability will vary within the ~~intensification area~~ **high density residential zone** as this change takes place.
 - an acceptance that functional compromises may be required when retrospectively increasing urban density and associated levels of service.

Higher level of service to support comprehensive development areas

- 6.16. Where there are higher levels of service in a comprehensive development area than the city-wide level of service, **the Council and Tauranga City Council Staff** will, in respect of:
- Maintenance and renewal costs: Fund the difference between the city-wide level of service and the comprehensive development area level of service by way of a targeted rate or other appropriate funding tool.
 - The developer and development:
 - Enter into a memorandum of understanding with the developer agreeing the levels of service where they are higher than the city-wide level of service, and how those levels of service will be funded, maintained and replaced.
 - Encourage the developer/s to include in the promotion material for the subdivision and section purchase package, the likelihood of higher levels of service and the consequential financial impact that may occur on the purchaser.
 - Consider including a note on the higher level of service in an “Advice Note” in the Resource Consent.
 - The Land Information Memorandum; Specify that the level of service is higher than the city-wide level of service and that there is a targeted rate/additional charge to fund this.
 - ~~Consultation and disclosure of the higher level of service:~~
 - ~~Include in the **City Plan** a statement that specifies the area over which the higher level service may apply.~~
 - **The Council and Tauranga City Council staff will clearly specify the higher level of service in the LTP/AP.**
 - This funding approach recognises:

- that the comprehensive development area receives a uniformly higher level of service across a significant geographical area
- the Council's commitment to maintain the higher level of service over a long period of time
- the higher level of service is provided (or clearly established) at the development stage
- functional compromises that will be experienced in already developed areas will be less of an issue in greenfield development sites.

Higher level of service to support special character areas

- 6.17. Where there is a higher level of service in a special character area, funding for the higher level of service will be considered on a case-by-case basis taking into account:
- fairness and equity
 - the extent of public/private benefit in accordance with the Funding Needs Analysis carried out in the development of the Revenue and Financing Policy.

Further criteria will be developed over time.

7. RELEVANT DELEGATIONS

- 7.1. The Council is responsible for setting levels of service through the LTP/AP, Tauranga City Council policies and strategic documents.
- 7.2. The Chief Executive will be responsible for organisational delivery on defined levels of service in accordance with the LTP/AP, Tauranga City Council's policies and strategic documents.

8. REFERENCES AND RELEVANT LEGISLATION

- Local Government Act 2002
- City Plan
- Our Direction
- Long Term Plan / Annual Plan, including Financial Strategy, Infrastructure Strategy and Groups of Activity sections

9. ASSOCIATED POLICIES/PROCEDURES

- Rating Policy
- Revenue and Financing Policy and Funding Needs Analysis
- Development Contributions Policy

Detailed analysis of proposed changes to the policy

Policy section reference	Rationale for change
1.1	Updated the definition of Council.
1.2	Added to link this policy to the Revenue and Financing Policy which must also be considered when setting a level of service.
2.1	Added to explain that the policy applies across the different mechanisms of setting levels of service.
2.2	Clarifies that operational activities or services that have an agreed standard of provision will be considered a level of service for this policy.
3 - removed section	Removed outdated Local Government Act references in the policy. A reference to the Local Government Act 2002 remains in the references and relevant legislation section.
3.1-3.4	Added to provide more information on the role of levels of service in council's performance framework. Also updated the definition of Council.
3.5	Added to provide more information on the role of levels of service in setting development contributions.
3.6-3.7	Updated language for clarity and updated the definition of Council.
4 – definition of comprehensive development area	Updated the definition of a comprehensive development area to reflect that the City Plan no longer identifies these areas. Have also made the definition more general to avoid terms dating in future.
4 - levels of service	Added to explain that the policy applies across the different mechanisms of setting levels of service.
4 - High density residential zone	Updated to match new City Plan terms for high density areas.
4 – The Council	Differentiate the definition of council by creating three definitions; the Council elected body, the council organisation and council staff.
5.1 – 5.4	Updated to reframe as more active principles to guide staff when considering levels of service. Also updated the definition of Council.
6.1	New section to clarify when activities should have a formal level of service. Also updated the definition of Council.
6.2	New section to clarify when a level of service should be set through a policy rather than the Long-term Plan/Annual Plan (LTP/AP). Also updated the definition of Council.
6 – removed section	Now covered in first bullet of section 6.3.
6.3	Updated language to clarify what is expected from a customer focus, and the definition of Council. Included consideration of the calculation of development contributions.
6.4	Updated strategy references, reference added to section covering transitioning to a new level of service. Also updated the definition of Council.
6.5	Moved previous section on transition to a new level of service into the section on setting level of service to reflect the relative rarity of setting a new level of service. Added references to relevant sections of the LTP/AP.
6.6	Added material on performance measures which now form part of the performance framework. Also updated the definition of Council.
6.7; 6.10 - 6.11	Updated the definition of Council.

6.12	Added to acknowledge that a higher level of service may be provided where it fits with the strategic direction of Council.
6.13 - 6.16	Updated the definition of intensification area to high density residential zone as per the current City Plan definitions. Also updated the definition of Council.
6.17	Included reference to the Funding Needs Analysis.
7.1- 7.2	Updated the definition of Council.

10 DISCUSSION OF LATE ITEMS

11 CLOSING KARAKIA