



# **AGENDA**

## **Late Reports**

### **City Delivery Committee meeting**

### **Tuesday, 10 March 2026**

**Date: Tuesday, 10 March 2026**

**Time: 9:30 am**

**Location: Tauranga City Council Chambers  
Level 1 - 90 Davenport 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](http://www.tauranga.govt.nz).*

**Marty Grenfell  
Chief Executive**



## Order of Business

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## 10 BUSINESS

### 10.12 TMOTP Landscaping Report

**File Number:** A19717636

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 Graeme Frith, Major Projects Director  
 Helen Andrews, Financial Analyst

**Authoriser:** Graeme Frith, Major Projects Director

**Please note that this report contains confidential attachments.**

Public Excluded Attachment	Reason why Public Excluded
Item 10.12 - TMOTP Landscaping Report - Attachment 1 - TMoTP - Landscape Presentation (March 2026)	s7(2)(h) - The withholding of the information is necessary to enable Council to carry out, without prejudice or disadvantage, commercial activities.
Item 10.12 - TMOTP Landscaping Report - Attachment 2 - CWEM Willis Bond Report Site A Landscape Feedback	s7(2)(h) - The withholding of the information is necessary to enable Council to carry out, without prejudice or disadvantage, commercial activities.

### PURPOSE OF THE REPORT

- The purpose of this report is to present options to reduce the cost of the Stage 3 (Site A Landscape) and Stage 4 (Willow Street) Te Manawataki o Te Papa landscaping and report back to Council as required by Council resolution C024/24/6 passed at the 9 December 2024 Council meeting.

### RECOMMENDATIONS

That the City Delivery Committee:

- Receives the report "TMOTP Landscaping Report".
- Notes the cost-reduction options assessed for the Stage 3 (Site A Landscape) and Stage 4 (Willow Street) landscaping scope for Te Manawataki o Te Papa outlined in this report and notes that the resulting cumulative impact is a reduction in the budget of \$4.85m.

Either

- Directs staff to proceed with the Civic Whare roof-planting, Option 1 – full roof planting, noting that the resulting cumulative impact is a reduction in the budget of \$4.85m.

Or

- Directs staff to proceed with the Civic Whare roof-planting Option 2 - 50% roof planting, noting that the resulting cumulative impact is a reduction in the budget of \$4.93m.
- Notes that, in line with existing delegations, the remaining stages 3 and 4 of the CWEM Contract will be progressed once final tendered costs have been endorsed by the Te Manawataki o Te Papa Limited Board.

- (g) **Attachments 1 and 2** can be transferred into the open when all commercial arrangements have been completed and the contract has been awarded.

## EXECUTIVE SUMMARY

2. Council requested staff to identify opportunities to reduce the cost of the Te Manawataki o Te Papa (TMOTP) landscaping works for Stage 3 (Site A Landscape) and Stage 4 (Willow Street), and to report those options back to Council prior to progressing the remaining Civic Whare, Exhibition & Museum (CWEM) contract stages. In response, staff have completed a staged value-engineering process to identify reductions that maintain the integrity and functionality of the precinct.
3. A number of design and scope adjustments have been assessed, including limiting the extent of paving, removing Baycourt from the landscaping scope, not progressing the covered walkway between the Library & Community Hub (Com Hub) and CWEM at this time, simplifying design elements along Willow Street while retaining the flush-level upgrade, and removing selected community amenity features. Two options have also been identified for the Civic Whare roof planting: full planting (Option 1) or partial planting (Option 2).
4. These options provide a pathway to achieving meaningful cost reductions while retaining the core public realm, accessibility, cultural, and civic outcomes expected for the TMOTP precinct. The recommended options have been endorsed by the TMOTP Board.
5. The table below outlines the cumulative total value engineering reductions presented to the Council in November 2025 (VE 1) and March 2026 (VE 2).

Item	Description	Reductions
VE 1	Initial Value Engineering Reduction	\$ 4,006,000.00
VE 2	Additional Value Engineering Reduction (as presented 05 March 2026)	\$ 1,027,000.00
Total Budget Reduction	(VE 1 + VE 2)	\$ 5,033,000.00
VE 2 Adjustment	Willow Street – Option 3 (from 05 March 2026)	\$ 100,000.00
VE 2 Adjustment	Civic Whare Planting - Plant 100%	\$ 83,000.00
Total Budget Reduction	(from 05 March 2026)	\$ 4,850,000.00
VE 2 Adjustment	Civic Whare Planting - Plant 50% (for consideration)	-\$ 83,000.00
Optional Further Budget Reduction for Approval	(After 50% Civic Whare Planting adjustment)	\$ 4,933,000.00

6. Council is asked to provide direction on which roof-planting option is preferred for the Civic Whare (refer paragraphs 24 to 27 of this report).
7. Subject to Council direction, staff will finalise and complete design documentation and proceed to tender the Stage 3 and Stage 4 works. Tenders will be evaluated and the final recommended contract price will be presented to the TMOTP Board for endorsement in line with existing delegations. Following Board approval, the contract for Stages 3 and 4 will be awarded and delivery will commence.

## BACKGROUND

8. A comprehensive background to the TMOTP project was outlined in the Council report of 9 December 2024. At that meeting, Council resolved that the contracts for stage 3 (Site A Landscape) and stage 4 (Willow Street) of the CWEM may only progress once:

- (a) Options to reduce the cost of stage 3 and 4 have been completed and reported back to Council; and
  - (b) Final tendered costs have been endorsed by the TMOTP Board.
9. Since that time, staff have undertaken a staged value-engineering process to identify reduction opportunities that do not compromise essential public-realm, accessibility, cultural, or civic outcomes for the precinct. Two rounds of value-engineering were completed as part of this process, and the cumulative outcomes of both rounds are presented in this report.
10. Engagement with mana whenua, Council technical teams, and relevant stakeholders has informed development of a minimum-viable-product approach to the landscaping scope. This report outlines the resulting options and presents the recommended reductions back to Council.

## STATUTORY CONTEXT

11. The Local Government Act 2022 (LGA)<sup>1</sup> sets out the purpose of local government, which includes *'to promote the social, economic, environmental, and cultural well-being of communities in the present and for the future'* (Section 10(1)(b)).
12. The LGA also requires a local authority to *'manage its revenues, expenses, assets, liabilities, investments, and general financial dealings prudently and in a manner that promotes the current and future interests of the community'* (Section 101(1)).
13. The cost-reduction options outlined in this report support both obligations by ensuring that essential outcomes for the TMOTP precinct are retained while achieving a more efficient landscaping scope.

## STRATEGIC ALIGNMENT

14. 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 that is easy to move around	✓
We are a city that supports business and education	✓
We are a vibrant city that embraces events	✓

15. TMOTP has clear alignment with the city and Council's strategic direction, from the aspirational community vision to Council's action and investment plans, particularly the City Centre Action and Investment Plan, and the Te Papa Peninsula Spatial Plan, to revitalise and reactivate the heart of the city.
16. TMOTP clearly seeks to strengthen Tauranga's city centre as the commercial, civic, and cultural heart of the Western Bay of Plenty sub region – the cultural and community focus of the city centre; a unique civic destination for the stories and decision making of Tauranga, and its people.
17. As Tauranga continues to grow, our city centre will continue to transform from a commercial business centre into a sub-regional destination, providing a wide range of activities and facilities that support our economy, strengthen our community, and celebrate who we are.

<sup>1</sup> Local Government Act 2002 (LGA): <https://www.legislation.govt.nz/act/public/2002/0084/latest/DLM170873.html#DLM172358>

**OPTIONS ANALYSIS**

**18. Paving**

The proposed approach sees paving reduced across the hard landscaping area, with paving limited to CWEM entries only, identified in yellow in the diagram below, with the remainder of the site’s hard surface being concrete.

PAVING Option 1: Paving marking CWEM entries only



**Pros:**

- Reinforces CWEM entry points and maintains consistency with Com Hub design.
- Supports internal–external material alignment.
- Reduces overall cost.

**Cons:**

- Reduced use of pavers may lessen the overall premium finish of the public-realm environment.

**19. Baycourt**

20. It is proposed that Baycourt works be removed from the Stage 3 landscaping scope at this time, as the timing and extent of any future Baycourt upgrade are still being confirmed. Proceeding with full landscape works at this time may result in rework once the upgrade is confirmed. To avoid unnecessary cost, only minor tidy-up works will be undertaken to ensure the immediate area remains functional and safe. These works include site-retaining adjustments, relocating the drinking fountain, and consolidating cycle parking. Stakeholders, including Baycourt management, support this approach.

**Pros:**

- Avoids investing in landscape treatments that may need to be replaced when Baycourt’s redevelopment proceeds.
- Provides immediate cost reductions while still addressing basic functionality and amenity through targeted tidy-up works.

**Cons:**

- The Baycourt interface will not fully align with the upgraded precinct standard until a future Baycourt project is completed.

**21. Covered Walkway**

Staff were requested to consider the option of including a covered walkway between the Com Hub and CWEM on the site. It is proposed that a covered walkway not be progressed at this stage, noting a covered walkway could be retrofitted at a future date.

**Pros:**

- Maintains clear sight lines through the precinct.
- Avoids locking in a design element that may evolve in the future.
- Reduces cost.

**Cons:**

- Patrons will not be protected from rain between buildings.
- Retrofitting a covered walkway later may be more costly than incorporating it now.

**22. Willow Street**

Proposed that Willow Street be retained as per the existing plan, including releveling the road to achieve a flush surface for the length of the road. Within the final design, planting and obstacles will be simplified to enable multi-modal transport accessibility.

**Pros:**

- A flush-level surface differentiates the space as pedestrian-priority while supporting multimodal access.
- Provides seamless accessibility between the waterfront, Masonic Park, and Site A.

**Cons:**

- No cost reduction relative to the 2024 cost plan.

**23. Remove community amenity features**

The value engineering process identified some community amenity components that can be removed from the scope to reduce the overall cost. The proposal is to remove:

- Amphitheatre Stage and Canopies.
- Stools, similar to those at Masonic Park.
- Some of the boulders and stepping stones.
- One of the four event power stations.

**Pros:**

- Reduces cost while retaining core functionality of the public-realm.
- Simplifies the layout and focuses investment on essential elements.

**Cons:**

- Removal of amphitheatre structures, stools, boulders/stepping stones, and an event-power unit reduces discretionary amenity and play elements.

**24. Planting to Civic Whare Roof**

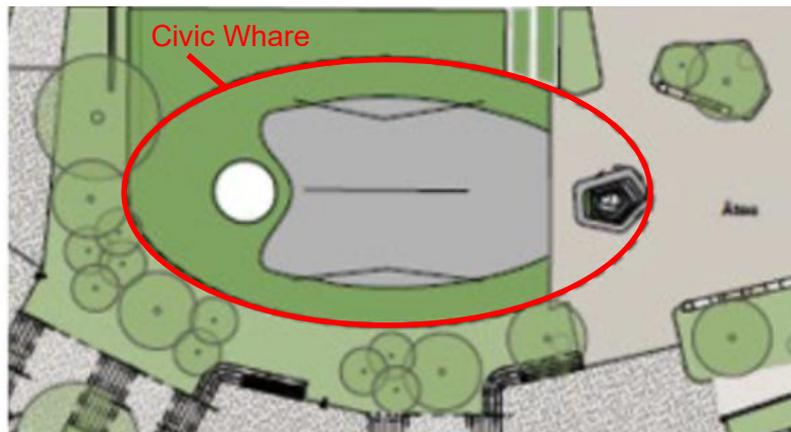
25. During design workshops with mana whenua through the Cultural Advisory Group (CAG), the Civic Whare was emphasised as the manawa (heart) of the precinct. Grounding the building within the whenua was identified as a key design driver, supporting the project vision and the four guiding pou that re-establish the connection from ngāhere to moana.

26. The green-roof planting palette reflects this intent, drawing cues from the local environment and incorporating hardy native species that are well suited to rooftop conditions and require low ongoing maintenance.

27. Two options have been identified for the Civic Whare roof planting.

**Option 1** retains the original design intent, with full planting across the entire roof.

**Option 2** reduces the planted area to approximately 50%, while retaining the same native species palette. The diagram below identifies the reduced planting area for Option 2 (planting to focus on the perimeter of the roof):



**Pros:**

- Option 1 (full planting) maintains the full cultural and design intent of the Civic Whare as the precinct's manawa, with the strongest visual and ecological integration. The estimated ongoing maintenance cost is \$494 per month.
- Option 2 (partial planting) provides reduced capital costs of \$83,000 and reduces ongoing maintenance requirements by \$50-\$100 per month while retaining a portion of the native green-roof treatment.

**Cons:**

- Option 2 delivers reduced cultural, visual and ecological benefit compared with the full-roof planting originally co-designed with mana whenua.

Through this report, Council may either approve Option 1 or Option 2. The alternative is to include both options in the tender documents, allowing a decision to be made once pricing is received.

28. Paving Edging: reduced due to reduction in paving (now only required to separate lawn from garden).

### FINANCIAL CONSIDERATIONS

29. The reduction of \$4.85m in the capital spend as outlined above would result in a reduction in debt funding required, leading to lower financing and depreciation operational costs. This reduction would result in an estimated saving of \$303k per annum.
30. The report outlines an additional potential reduction through a decision to only partially plant the Civic Whare roof. This would create a further capital cost reduction of \$83,000.

### LEGAL IMPLICATIONS / RISKS

31. The recommendations included in this report allow the Com Hub landscaping works to proceed in accordance with current contract requirements mitigating programme and cost risk. They also mean that tender documentation can be prepared for the stage 3 and stage 4 CWEM contract works in accordance current programme, again mitigating cost and programme risk.

### TE AO MĀORI APPROACH

32. As part of the pre-work for the development of TMOTP, Council worked closely with Iwi and Hapū to resolve historical grievances relating to the ownership of the civic precinct (Site A) land. This work resulted in the creation of a new joint ownership structure, Te Manawataki o Te Papa Charitable Trust CCO, jointly owned and governed by Tauranga City Council and

mana whenua (through Otamataha Trust). This key move forms part of Council's overall intention for the site, which is to use it to build community cohesion and civic pride, recognise and honour our history, and to connect mana whenua and the people of Tauranga with the land and their stories.

33. The Journey of TMOTP, on Tauranga City Council's website<sup>2</sup>, includes the following explanation:

***'Te Manawataki o Te Papa will stand as a symbol of the revitalised relationship between Council and mana whenua.***

*In the spirit of partnership and co-ownership, Te Manawataki o Te Papa is being developed as an inclusive community space that reflects the original kaupapa as outlined in the trust deed that was formed by the Church Missionary Society and tangata whenua in the 1830s. It will be a place to engage with the history of the whenua, share stories, and celebrate the rich and diverse cultural heritage of Tauranga Moana.*

*In line with the reconciliation process, mana whenua has a voice in the design and development process, enabling the stories behind Te Papa to be told faithfully through design, art and building methods... The civic whare, which replaces the old council chambers, will resemble a big meeting house and provide the appropriate space for welcoming visitors to the city.'*

34. The Civic Whare is considered to be the beating heart of TMOTP and is envisaged to be used for council and cultural gatherings of importance. The TMOTP Design and Cost Update Report presented to Council on 24 July 2023 (page 16)<sup>3</sup>, describes the design as follows:

*'Inspired by mana whenua, the Civic Whare showcases a modern architectural form that incorporates and respects elements of a traditional whareniui (meeting house). This design approach blends modern elements with a contemporary aesthetic, resulting in a distinctive structure that pays homage to the rich cultural heritage of the region.'*

35. Otamataha Trust appointed a Cultural Advisory Group, which gifted the name of Te Manawataki o Te Papa (the beating heart of Te Papa) to the land and project. Both the Cultural Advisory group and Te Kahui Toi, a collective of mana whenua artists, have been involved in co-design of the entire TMOTP precinct and all its facilities.
36. In addition to the principles created by tangata whenua through the Te Papa (Peninsula) Spatial Plan development, four pou (guiding pillars) have been established as TMOTP values, foundational in restoring Te Papa as a thriving centre of vibrancy, collectivity, and well-being – the Heart of our City, Te Papa.

## CLIMATE IMPACT

37. Sustainability is at the forefront of the TMOTP design. The Com Hub, and CWEM buildings are targeting 6 Green Star sustainability ratings. To achieve this, both buildings have adopted a mass timber hybrid structure. The use of timber in construction has very low embedded carbon and plays a key role in creating a better built environment for our future.
38. Other sustainability initiatives and features include high-performance building materials, passive design strategies to minimise energy demand, and integration of renewable energy technologies and rainwater harvesting.
39. The precinct buildings are also aiming for WELL gold certification. WELL is a certification system that promotes human health and wellness within new and existing buildings.

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<sup>2</sup> TCC website 'The journey of Te Manawataki o Te Papa': <https://www.tauranga.govt.nz/our-future/its-on-in-our-city-centre/civic-precinct-the-heartbeat-of-te-papa/the-journey-of-te-manawataki-o-te-papa>

<sup>3</sup> Council 24 July 2023, Agenda item 11.2, Attachment 1 'Te Manawataki o Te Papa design and cost update report – 13 July 2023' pdf: [https://infocouncil.tauranga.govt.nz/Open/2023/07/CO\\_20230724\\_AGN\\_2510\\_AT\\_WEB.htm](https://infocouncil.tauranga.govt.nz/Open/2023/07/CO_20230724_AGN_2510_AT_WEB.htm)

40. Future climate resilience has been taken into account through the landscaping design, including considering future rainfall and water management across the site. Overland flow paths and raingardens are incorporated to meet future rainfall projections.

### CONSULTATION / ENGAGEMENT

41. The proposal to implement TMOTP required an amendment to the Council's LTP 2021-31 under section 93(5) of the Local Government Act 2002. As such, a full consultation process was undertaken from 25 March to 26 April 2022.

### SIGNIFICANCE

42. 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.
43. 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.
44. In accordance with the considerations above, criteria and thresholds in the policy, it is considered that while the TMOTP project is a significant project, the matters of this report are presenting minor adjustments to design and scope to achieve cost reductions and therefore the matter is of medium significance.

### ENGAGEMENT

45. Taking into consideration the consultation that has been undertaken on the TMOTP programme, and the above assessment that the matter is of medium significance, officers are of the opinion that no further engagement is required prior to Council making a decision.

### NEXT STEPS

46. Subject to Council direction, the combined budget for Stage 3 and 4 of the CWEM contract will be reduced by \$4.85m. Tender documentation for Stage 3 and 4 of the CWEM contract will be prepared and will proceed to tender. Tenders will be evaluated and the final recommended contract price will be presented to the TMOTP Board for endorsement in line with existing delegations. Following Board approval, the contract for Stages 3 and 4 of CWEM will be awarded and delivery will commence.

### ATTACHMENTS

1. **TMoTP - Landscape Presentation (March 2026) - A19853980 - Public Excluded**
2. **CWEM Willis Bond Report Site A Landscape Feedback - A19853981 - Public Excluded**

## Resolution to exclude the public

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### RECOMMENDATIONS

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

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

<b>General subject of each matter to be considered</b>	<b>Reason for passing this resolution in relation to each matter</b>	<b>Ground(s) under section 48 for the passing of this resolution</b>
<b>Confidential Attachment 1 - 10.12 - TMOTP Landscaping Report</b>	s7(2)(h) - The withholding of the information is necessary to enable Council to carry out, without prejudice or disadvantage, commercial activities	s48(1)(a) the public conduct of the relevant part of the proceedings of the meeting would be likely to result in the disclosure of information for which good reason for withholding would exist under section 6 or section 7
<b>Confidential Attachment 2 - 10.12 - TMOTP Landscaping Report</b>	s7(2)(h) - The withholding of the information is necessary to enable Council to carry out, without prejudice or disadvantage, commercial activities	s48(1)(a) the public conduct of the relevant part of the proceedings of the meeting would be likely to result in the disclosure of information for which good reason for withholding would exist under section 6 or section 7

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