AGENDA

City Future Committee meeting
Tuesday, 17 November 2026

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

Date: **Tuesday, 17 November 2026**

Time: **9:30 am**

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

Gareth Green

Interim 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	Half of the members present, where the number of members (including vacancies) is even; and a majority of the members present, where the number of members (including vacancies) is odd.
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

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 13 October 2026

File Number: **A21387953**

Author: **Quinn Tawaka, Governance Advisor**

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

RECOMMENDATIONS

That the Minutes of the City Future Committee meeting held on 13 October 2026 be confirmed as a true and correct record.

ATTACHMENTS

1. **Minutes of the City Future Committee meeting held on 13 October 2026**



DRAFT MINUTES

City Future Committee meeting
Tuesday, 13 October 2026

UNCONFIRMED

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UNCONFIRMED

MINUTES OF TAURANGA CITY COUNCIL
CITY FUTURE COMMITTEE MEETING
HELD AT THE TAURANGA CITY COUNCIL CHAMBERS, L1, 90 DEVONPORT ROAD, TAURANGA
ON TUESDAY, 13 OCTOBER 2026 AT 9:30 AM

MEMBERS PRESENT:	Cr Rod Taylor (Chair), Cr Marten Rozeboom, Mayor Mahé Drysdale, Cr Hautapu Baker, Cr Glen Crowther, Cr Rick Curach, Cr Steve Morris, Cr Hēmi Rolleston, Cr Kevin Schuler and Tangata Whenua Representative Mr Arthur Flintoff.
IN ATTENDANCE:	Christine Jones (General Manager: Strategy, Partnerships & Growth), Reneke van Soest (General Manager: Operations & Infrastructure), Sarah Omundsen (General Manager: Regulatory & Community Services), Caroline Irvin (Governance Advisor), Quinn Tawaka (Governance Advisor), Shawn Geard (Manager: Transport Operations Manager), Reece Wilkinson (Transport Systems Commercial Manager), Sharon Herbst (Policy Analyst), Rene Swan (Team Leader: Heritage & Research), Sandy Lee (Policy Analyst), James Jacobs (Community Partnerships Lead), Amie Rolleston (Matanga Taonga Tuku Iho Maori), Harley Couper (Heritage Specialist), Vicky Grant-Ussher (Policy Analyst), Jeremy Boase (Head of Strategy, Governance & Climate Resilience), Sarah Searle (Principal Strategic Advisor), Andy Mead (Head of City Planning & Growth), Josh Logan (Team Leader: Policy & Corporate Planning), Sarah Dove (Team Leader: Strategic Transport & Infrastructure) and Peter Siemensma (Principal Strategic Transport Planner).
EXTERNAL	Josh Te Kani.

Timestamps are included at the start of each item and signal where the agenda item can be found in the recording of the City Future Committee meeting held on Tuesday 13 October 2026 at Council's YouTube Channel.

UNCONFIRMED

1 OPENING KARAKIA

Cr Hēmi Rolleston opened the meeting with a karakia.

2 APOLOGIES

COMMITTEE RESOLUTION CFC/26/6/1

Moved: Cr Rick Curach
Seconded: Cr Steve Morris

That apologies from Deputy Mayor Jen Scoular and lateness for Cr Hautapu Baker be received and accepted.

CARRIED

3 PUBLIC FORUM

Nil

4 ACCEPTANCE OF LATE ITEMS

Nil

5 CONFIDENTIAL BUSINESS TO BE TRANSFERRED INTO THE OPEN

Nil

6 CHANGE TO ORDER OF BUSINESS

Chair advised that Item 9.3: Hamilton Street Upgrade Concept, was deferred to the 17 November 2026 meeting.

7 CONFIRMATION OF MINUTES

7.1 Minutes of the City Future Committee meeting held on 1 July 2026

COMMITTEE RESOLUTION CFC/26/6/2

Moved: Cr Kevin Schuler
Seconded: Cr Marten Rozeboom

That the Minutes of the City Future Committee meeting held on 1 July 2026 be confirmed as a true and correct record, with the following corrections:

- Brent Waner – Mount Maunganui Life Guard Services: that the Surf Club was asking to be exempt from the termination clause and that Mr Avon Polo was present.

CARRIED

UNCONFIRMED

7.2 Minutes of the Extraordinary City Future Committee meeting held on 7 September 2026

COMMITTEE RESOLUTION CFC/26/6/3

Moved: Cr Marten Rozeboom
Seconded: Cr Steve Morris

That the Minutes of the Extraordinary City Future Committee meeting held on 7 September 2026 be confirmed as a true and correct record.

CARRIED

7.3 Minutes of the City Future Committee meeting held on 18 August 2026

COMMITTEE RESOLUTION CFC/26/6/4

Moved: Cr Hēmi Rolleston
Seconded: Tangata Whenua Representative Mr Arthur Flintoff

That the Minutes of the City Future Committee meeting held on 18 August 2026 be confirmed as a true and correct record, with the following correction:

- Mayor Mahé Drysdale was an apology for absence.

CARRIED

8 DECLARATION OF CONFLICTS OF INTEREST

Nil

9 BUSINESS

Timestamp: 8 minutes and 5 seconds

9.1 17th Ave Parking Intervention

Staff Shawn Geard, Manager: Transport Operations Manager
Reece Wilkinson, Transport Systems Commercial Manager

UNCONFIRMED

COMMITTEE RECOMMENDATION

Moved: Mayor Mahé Drysdale
Seconded: Cr Marten Rozeboom

That the City Future Committee:

(a) Receives the report "17th Ave Parking Intervention".

(b) Endorses Option 3 as the currently preferred solution:

(iii) Option 3: Paid parking.

(c) Endorses localised community engagement on preferred option parking management of 17th Avenue.

At 10.30am, Cr Hautapu Baker entered the meeting.

AN AMENDMENT WAS PROPOSED

COMMITTEE RESOLUTION CFC/26/6/5

Moved: Cr Glen Crowther
Seconded: Cr Steve Morris

That the City Future Committee:

(a) Receives the report "17th Ave Parking Intervention".

(b) Endorses Option 1 and Option 3 as the currently preferred solution:

(i) Option 1: Increased time limits

(iii) Option 3: Paid parking.

(c) Endorses community engagement on preferred option parking management of 17th Avenue.

For: Cr Rod Taylor, Cr Glen Crowther, Cr Rick Curach, Cr Steve Morris, Cr Hēmi Rolleston, Cr Kevin Schuler and Tangata Whenua Representative Mr Arthur Flintoff.

Against: Mayor Mahé Drysdale , Cr Marten Rozeboom.

Abstained: Cr Hautapu Baker

CARRIED7/2

The substantive motion was put as follows:

COMMITTEE RESOLUTION CFC/26/6/6

Moved: Mayor Mahé Drysdale
Seconded: Cr Marten Rozeboom

That the City Future Committee:

(a) Receives the report "17th Ave Parking Intervention".

(b) Endorses Option 1 and Option 3 as the currently preferred solution:

(i) Option 1: Increased time limits

(iii) Option 3: Paid parking.

(c) Endorses community engagement on preferred option parking management of 17th

UNCONFIRMED

Avenue.

CARRIED

For: Cr Rod Taylor, Cr Marten Rozeboom, Mayor Mahé Drysdale, Cr Glen Crowther, Cr Cr Rick Curach, Cr Steve Morris, Cr Hēmi Rolleston, Cr Kevin Schuler and Tangata Whenua Representative Arthur Flintoff

Against: Nil

Abstained: Cr Hautapu Baker

CARRIED 9/0

Timestamp: 48 minutes and 43 seconds.

9.2 Revocation of the Library Archives Policy and Māori Roadways Policy

Staff Sharon Herbst, Policy Analyst
Rene Swan, Team Leader: Heritage & Research
Sandy Lee, Policy Analyst
James Jacobs, Community Partnerships Lead
Amie Rolleston, Matanga Taonga Tuku Iho Maori Heritage Specialist
Harley Couper, Heritage Specialist
Vicky Grant-Ussher, Policy Analyst.

COMMITTEE RECOMMENDATION

Moved: Tangata Whenua Representative Mr Arthur Flintoff
Seconded: Cr Marten Rozeboom

That the City Future Committee:

(a) Receives the report "Revocation of the Library Archives Policy and Māori Roadways Policy".

(b) Approves the revocation of the:

(i) Library Archives Policy 2020

(ii) Māori Roadways Policy 1993

(c) Notes that the matters addressed by the Library Archives Policy 2020 and Māori Roadways Policy 1993 will continue to be managed through internal policies or procedures and case-by-case Council decisions.

AN AMENDMENT WAS PROPOSED

COMMITTEE RESOLUTION CFC/26/6/7

Moved: Cr Glen Crowther
Seconded: Cr Kevin Schuler

That the City Future Committee:

(a) Receives the report "Revocation of the Library Archives Policy and Māori Roadways Policy".

(b) Approves the revocation of the:

(ii) Māori Roadways Policy 1993

UNCONFIRMED

(c) Notes that the matters addressed by the Māori Roadways Policy 1993 will continue to be managed through internal policies or procedures and case-by-case Council decisions.

(d) Approve changes to the Library Archives Policy 2020 other than level of governance will be retained.

For: Cr Rod Taylor, Cr Hautapu Baker, Cr Glen Crowther, Cr Rick Curach, Cr Steve Morris, Cr Hēmi Rolleston, Cr Kevin Schuler and Tangata Whenua Representative Mr Arthur Flintoff.

Against: Cr Marten Rozeboom and Mayor Mahé Drysdale

CARRIED 8/2

The substantive motion was put as follows:

COMMITTEE RESOLUTION CFC/26/6/8

Moved: Cr Glen Crowther
Seconded: Cr Kevin Schuler

That the City Future Committee:

(a) Receives the report "Revocation of the Library Archives Policy and Māori Roadways Policy".

(b) Approves the revocation of the:

(i) Māori Roadways Policy 1993

(c) Notes that the matters addressed by the Māori Roadways Policy 1993 will continue to be managed through internal policies or procedures and case-by-case Council decisions.

(d) Approves changes to the Library Archives Policy 2020 other than level of governance will be retained.

CARRIED

At 10:54am the meeting adjourned.

At 11.07am the meeting resumed in open.

9.3 Hamilton Street Upgrade Concept

This item was deferred to the meeting on 17 November 2026.

UNCONFIRMED

Timestamp: 1 hour and 41 minutes.

9.4 Strategy Stocktake - Wrap-Up

Staff Jeremy Boase, Head of Strategy, Governance & Climate Resilience
Sarah Searle, Principal Strategic Advisor.

External Josh Te Kani

The motion was taken in parts.

COMMITTEE RESOLUTION CFC/26/6/9

Moved: Cr Steve Morris
Seconded: Mayor Mahé Drysdale

That the City Future Committee:

(a) Receives the report "Strategy Stocktake - Wrap-Up".

(b) Endorses the Te Reo Māori interpretations for the merged and new community outcomes:

- Tauranga Tātai Whenua – A city that is well planned and easy to move around
- Tauranga a Te Ihi – A vibrant city that embraces events

CARRIED

COMMITTEE RESOLUTION CFC/26/6/10

Moved: Cr Steve Morris
Seconded: Mayor Mahé Drysdale

That the City Future Committee:

(c) Requires a brief summary of all 35 Action and Investment Plans to be produced with a focus on what direction they are setting for Tauranga together with the cost of implementation in the Draft 2027-37 LTP.

For: Cr Rod Taylor, Mayor Mahé Drysdale, Cr Hautapu Baker, Cr Glen Crowther, Cr Rick Curach, Cr Steve Morris, Cr Hēmi Rolleston and Tangata Whenua Representative Mr Arthur Flintoff

Against: Cr Marten Rozeboom and Cr Kevin Schuler

CARRIED 8/2

At 12:15pm the meeting adjourned.

At 12:48pm the meeting resumed in open.

UNCONFIRMED

Timestamp: 3 hours and 29 minutes.

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

Staff Andy Mead, Head of City Planning & Growth

COMMITTEE RESOLUTION CFC/26/6/11

Moved: Cr Glen Crowther
Seconded: Cr Marten Rozeboom

That the City Future Committee:

(a) Receives the report "Quarterly Update - Growth, Land Use Planning & Transport Strategy Projects - October 2026".

(b) Endorses the feedback to the illustrative National Policy Direction in Attachment 3 and delegates lodging of Tauranga City Council's final feedback to the Head of City Planning & Growth.

(c) **Attachment 2** can be transferred into the open Transaction is completed and monies paid information is no longer commercially confidential.

CARRIED

Timestamp: 3 hours and 42 minutes

9.6 City Future Committee Work Programme - November 2026 to October 2027

Staff Josh Logan, Team Leader: Policy & Corporate Planning

COMMITTEE RESOLUTION CFC/26/6/12

Moved: Tangata Whenua Representative Mr Arthur Flintoff
Seconded: Cr Glen Crowther

That the City Future Committee:

(a) Receives the report "City Future Committee Work Programme - November 2026 to October 2027".

(b) Endorses the Committee's proposed Work Programme and notes that the programme will continue to be updated on an ongoing basis and reported to this Committee every six months.

(c) Endorse the Work Programme to:

(i) Include a review of the Significance and Engagement Policy after the completion of the 2027-2037 Long Term Plan.

CARRIED

UNCONFIRMED

Timestamp: 3 hours and 50 minutes.

9.7 Status updates on actions from prior City Future Committee meetings

Staff Christine Jones, General Manager: Strategy, Partnerships & Growth.

COMMITTEE RESOLUTION CFC/26/6/13

Moved: Cr Hautapu Baker
Seconded: Cr Marten Rozeboom

That the City Future Committee:

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

CARRIED

Timestamp: 3 hours and 53 minutes

9.8 Time of use charging and Tolling investigations - Long Term Plan - Issues & Options Paper

Staff Andrew Mead, Head of City Planning & Growth
Sarah Dove, Team Leader: Strategic Transport & Infrastructure
Peter Siemensma, Principal Strategic Transport Planner.

COMMITTEE RESOLUTION CFC/26/6/14

Moved: Cr Hautapu Baker
Seconded: Cr Steve Morris

That the City Future Committee:

(a) Receives the report "Time of use charging and Tolling investigations - Long Term Plan - Issues & Options Paper".

(b) Adopts, as a working assumption for the draft 2027 – 2037 Long Term Plan:

(ii) Option B: Do not include funding in the LTP for further investigations.

(c) Notes that resolution (b) is for the purpose of preparation of the working draft of the LTP, and that it will be subject to ongoing prioritisation processes by Council as the draft Long-Term Plan is developed.

For: Cr Rod Taylor, Cr Hautapu Baker, Cr Glen Crowther, Cr Rick Curach, Cr Steve Morris and Cr Hēmi Rolleston

Against: Cr Marten Rozeboom, Mayor Mahé Drysdale, Cr Kevin Schuler and Tangata Whenua Representative Mr Arthur Flintoff.

CARRIED 6/4

UNCONFIRMED

10 DISCUSSION OF LATE ITEMS

Nil

11 PUBLIC EXCLUDED ITEMS TAKEN IN OPEN

The Chair advised the public excluded minute items would be taken in open due to there being no discussion.

11.1 Public Excluded Minutes of the City Future Commtitee meeting held on 18 August 2026

COMMITTEE RESOLUTION CFC/26/6/15

Moved: Cr Rick Curach
Seconded: Cr Marten Rozeboom

That the Public Excluded Minutes of the City Future Committee meeting held on 18 August 2026 be confirmed as a true and correct record.

CARRIED

11.2 Public Excluded Minutes of the Extraordinary City Future Committee meeting held on 7 September 2026

COMMITTEE RESOLUTION CFC/26/6/16

Moved: Cr Marten Rozeboom
Seconded: Cr Kevin Schuler

That the Public Excluded Minutes of the Extraordinary City Future Committee meeting held on 7 September 2026 be confirmed as a true and correct record.

CARRIED

12 CLOSING KARAKIA

Tangata Whenua Representative Mr Arthur Flintoff closed the meeting with a karakia.

The meeting closed at 2:10pm.

The minutes of this meeting were confirmed as a true and correct record at the City Future Committee meeting held on 17 November 2026.

UNCONFIRMED

8 DECLARATION OF CONFLICTS OF INTEREST

9 BUSINESS

9.1 Marae Resilience and Emergency Readiness

File Number: **A20986483**

Author: **Keren Paekau, Head of Strategic Māori Engagement**
Clare Dowthwaite, Principal Strategic Advisor

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

Please note that this report contains confidential attachments.

Public Excluded Attachment	Reason why Public Excluded
Item 9.1 - Marae Resilience and Emergency Readiness - Attachment 4 - Tauranga Moana Marae Overview - Confidential	s7(2)(c)(i) - The withholding of the information is necessary to protect information which is subject to an obligation of confidence or which any person has been or could be compelled to provide under the authority of any enactment, where the making available of the information would be likely to prejudice the supply of similar information, or information from the same source, and it is in the public interest that such information should continue to be supplied.

PURPOSE OF THE REPORT

1. This report considers how Tauranga City Council can increase marae resilience and emergency preparedness while strengthening relationships with marae to better support their aspirations and needs through the Long-term Plan 2027–2037.

2. It outlines marae contributions and challenges, seeks direction on clearer Council priorities, and requests decisions on a dedicated marae fund and the referral of the Waiāri water remission request.

RECOMMENDATIONS

That the City Future Committee:

(a) Receives the report "Marae Resilience and Emergency Readiness".

(b) Approves the development of a *Statement of Marae Support Priorities*, with existing staff resources being applied to work with marae to progress their opportunities where appropriate, and with the Statement to be reported back to the Committee for endorsement.

(c) Approves establishing a dedicated marae fund of up to $100,000 per annum within existing Community Grants allocations, with staff to report back on proposed fund assessment criteria.

(d) Endorses referring the Waiāri Kaitiaki Advisory Group's request for marae drinking water remissions to Tāheke – Bay Waters for consideration through the Water Services Strategy.

(e) **Attachment 4** is to remain in the public excluded section for a minimum of a 12-month period, as it contains information given in confidence, following which it will be reviewed in consultation with iwi, hapū and marae and released to the public if it is no longer

confidential.

(f) **Attachment 4** can be transferred into the open *In consultation with Hapu/Iwi/Marae

EXECUTIVE SUMMARY

1. Recent severe weather events have highlighted the important role of marae as trusted places of refuge, providing accommodation, meals and practical support to affected communities. This contribution strengthens Tauranga's emergency response capacity, but depends on safe facilities, reliable infrastructure and the willingness and capacity of each marae to participate.
2. Marae occupy a distinct position as independently governed centres of cultural identity and living heritage that also deliver wider community benefits. They sustain whakapapa (genealogy and kinship ties), tikanga (customs and protocols) and te reo Māori, host education, health services, hui and events, and complement the city's accommodation and community facilities. However, ageing buildings, compliance requirements, rising insurance costs, infrastructure pressures and climate risks place increasing demands on limited funding and volunteer-led committees. These challenges can compound, delaying essential repairs and restricting access to insurance and funding.
3. Council is well placed to coordinate practical and strategic support through its relationships with marae and its emergency management, regulatory, infrastructure and community funding functions. Current assistance includes staff advice, grants and rates remissions, but relies largely on marae identifying needs and navigating separate processes. Coordinated marae visits are beginning to build a clearer understanding of priorities across the city. This review provides an opportunity to move towards a more proactive and consistent approach as part of the Long-term Plan 2027–2037.
4. The report recommends progressing a Statement of Marae Support Priorities to coordinate council support for marae, respecting marae autonomy and clarifying council's responsibilities. Resilience and emergency readiness would guide its development in collaboration with marae aspirations.
5. Approval is sought to establish a dedicated marae fund within existing Community Grants allocations. The indicative fund allocation of up to $100,000 per annum, reflects the existing funds allocated to marae (average per annum over the last four years), but allows for a more direct funding process and potential to collaborate on a joint regional fund with philanthropic partners.
6. The report also proposes that the dedicated marae fund could be used for minor Māori roadway repairs, with the Māori Roadways Procedure updated to acknowledge this pathway.
7. The report recommends referring the Waiāri Kaitiaki Advisory Group's drinking water remission request to the issues list of Tāheke – Bay Waters (the joint water organisation being established by Tauranga City Council and Western Bay of Plenty District Council) for consideration through the Water Services Strategy ahead of the scheduled water-services transfer on 1 July 2027. Referral does not approve additional relief or guarantee when a decision will be made.
8. The report also provides an update on Whareroa Marae. The emergency exit bridge was to be included in the Transport Citywide Resilience Fund proposed budget, but that provision has since been deferred. Staff are investigating the issue including alternative funding options and will report back to Council.
9. The proposal to develop a new Statement of Marae Support Priorities, alongside a dedicated fund would help prioritise health and safety, compliance, essential infrastructure and emergency readiness before issues become more costly or disrupt community use. It would set a clear message to marae to encourage them to engage on key priorities. The intended outcome is stronger, more self-sufficient marae and sustained wider community resilience.

BACKGROUND

10. This paper brings together Council discussions, requests from marae, and recovery work that have highlighted the need to consider marae support more broadly. These matters provide the background to reviewing how council can strengthen relationships with marae and coordinate support for their resilience. This section highlights key examples informing the paper.

11. The role of marae in the response to and recovery from the January 2026 severe weather events has highlighted the need to strengthen support for marae and build resilience and emergency readiness before emergencies occur. At Mangatawa, the evacuation of around 150 people on 28 January after a slip threatened a watermain above the marae and papakāinga involved geotechnical and water infrastructure assessments, arrangements for a temporary water connection and temporary accommodation for those unable to return home. Te Whetū-o-Te Rangi Marae hosted and fed some evacuees, while Hungahungatoroa and Waikari marae in Matapihi also offered support. This experience reinforces the case for earlier, coordinated work with marae to identify infrastructure vulnerabilities, strengthen emergency planning and agree practical support that reflects each marae's willingness and capacity to participate.

12. Council has received a submission from Ngāti Hē Hapū Trust and the Maungatapu Marae community raising concerns about stormwater infrastructure and marae resilience. Presented on 12 May 2026, the submission sought recognition of marae as critical infrastructure and consideration of funding for stormwater improvements, raising the wider question of how council invests fairly and responds to the resilience needs of all marae.

13. A further request sits with Council from The Waiāri Kaitiaki Advisory Group, who have requested access to Waiāri Water for all Tauranga marae with full water-charge remissions. The request is detailed from the 11 March Waiāri Kaitiaki Advisory Group meeting, from the cultural recognition actions list. This includes a request for TCC and WBOPDC to develop a consistent approach to providing water to marae and this to be incorporated into the respective LTP to be considered by the respective councils.

14. On 23 June 2026, Council endorsed the updated LTP Issues List, including a broader review of marae support, and requested a paper considering overall support. This report responds to that direction.

15. Council has worked with Whareroa Marae for a number of years to address challenges arising from limited exit routes, nearby heavy industry, and the community's exposure to flooding and climate-related risks. Several of these issues have been raised through the Tangata Whenua / Tauranga City Council Committee, including a request for funding for an emergency exit solution that has been awaiting a response for several years.

16. Subsequent Council discussions have reinforced the value of considering marae needs together, rather than responding only to individual requests. This paper responds to that direction by bringing the wider support context and specific matters requiring decisions into one report.

17. There are several outstanding matters on the Tangata Whenua / Tauranga City Council Committee's issues list that relate to marae. These include future resilience and the role of marae in emergency management, water issues and roadway maintenance.

18. Staff have engaged directly with marae and with Te Rangapū Mana Whenua o Tauranga Moana on the issues outlined in this report. Te Rangapū endorsed the proposals and noted that they would like to see more done to support the wider marae community, including buildings, accessways and urupā that also provide broad community benefits.

19. Together, the recovery experience, ongoing work with marae, outstanding requests and Council direction outlined above provide the basis for this paper. They highlight the opportunity to strengthen relationships with marae and move towards earlier, coordinated support across council, with resilience and emergency readiness as priorities.

Overview of marae

20. This report focuses on the current resilience and emergency readiness of Tauranga's 11 marae. For the purpose of this report, all other surrounding Māori land and buildings are excluded. This includes papakāinga housing, kura (schools) and urupā (burial grounds).

21. **Attachment 1** provides a more detailed overview of a marae complex, its purpose, the management structure, and a full list of Tauranga marae and their locations.

Local council role with marae

22. Through the signing of Te Tiriti o Waitangi/The Treaty of Waitangi, the Crown entered into a partnership with Māori and committed to recognising and upholding Māori rights, interests, and wellbeing.

23. The Local Government Act 2002 provides Council with the ability to support marae through grants, advice and agreed activities, subject to its statutory purpose, decision-making requirements and financial responsibilities. It also requires Council to provide opportunities for Māori participation in decision-making and to consider Māori relationships with ancestral land, water and taonga in relevant decisions. These provisions enable a coordinated, partnership-based approach to marae support, but do not create an automatic entitlement to funding or transfer responsibility for marae assets to Council.

24. Tauranga City Council has a longstanding relationship with tangata whenua through its relationship protocol agreements, which set out communication and engagement between council and iwi/hapū/marae.

Community benefits of marae

25. Across Tauranga Moana, local marae provide cultural, social and practical benefits that extend from mana whenua and whānau to the wider city.

26. During emergencies, marae can contribute accommodation, meals, local knowledge and established networks to support affected communities. This adds to the city's response capacity and provides an alternative setting for people seeking help. That contribution depends on each marae's willingness and volunteer capacity to host, participate, the safety and suitability of its facilities, and the resources available; it should not be treated as an unlimited or cost-free service.

27. Marae sustain cultural identity and intergenerational connections by providing places where whakapapa (genealogy and kinship ties), te reo Māori, tikanga (customs and protocols) and local histories are shared and practised. Their significance extends beyond the buildings themselves to the relationships, knowledge and connections to whenua they sustain. Cultural exchange, educational visits and civic gatherings also provide opportunities for the wider community to understand the heritage of Tauranga Moana and build relationships with mana whenua.

28. Marae also provide spaces for social connection, learning and practical support. Hosting hui, wānanga, health and whānau services, communal meals and community activities bring people together and provide opportunities to access support in a familiar setting. These activities strengthen relationships and support networks that can assist people both in everyday life and during times of hardship.

29. Marae facilities also complement the city's wider network of venues and accommodation by hosting visiting groups, educational activities, sporting participants and significant gatherings. This flexibility supports Tauranga's ability to bring people together and host events, while providing opportunities for visitors to experience local culture. Availability remains subject to each marae's priorities, tikanga (customs and protocols) and operational capacity.

Current operational support

30. Council involvement with marae spans several teams at different stages, depending on each marae's needs. Te Pou Takawaenga supports relationships and helps marae navigate services, while Community Development and Community Funding staff assist with support and funding pathways. During early planning, climate advisors can help identify adaptation needs, and waters and transport teams provide input on infrastructure, drainage and safe

access. When building work or changes in use are proposed, planning, building, regulatory and compliance teams advise on applicable consent, inspection and ongoing compliance requirements, with accessibility input where needed. Waste teams assist with waste services and minimisation, while Emergency Management works with marae on preparedness, evacuation planning, response and recovery. This breadth of involvement makes coordinated advice and clear responsibilities important, while regulatory decisions remain subject to the relevant statutory requirements.

31. Council's transport team works with marae to plan and deliver projects within the Transport Minor Safety and Accessibility Programme, which supports marae, papakāinga and Māori communities across Tauranga. **Attachment 3** lists projects that have been completed, are underway or are included in future programme planning. These include projects near Waimapu, Waikari and Hangarau marae. Projects are prioritised alongside others in the wider programme.

32. The current approach relies largely on marae self-identifying needs and seeking assistance, which can favour those with greater capacity to navigate council processes and leave other needs less visible. Requests follow council's assessment and approval processes to meet statutory and public expenditure requirements, but these can add delays and administrative demands for marae.

33. Coordinated marae visits, led by Community Development are now helping staff understand needs and strengthen relationships with marae committees. Te Pou Takawaenga, Emergency Management, Building Compliance, Accessibility and Waste Management staff discuss marae aspirations, operational and infrastructure needs, emergency readiness and compliance.

34. Visits to date have included Hungahungatoroa Marae and Maungatapu Marae (Te Marae o Opōpōti). The visits have reinforced marae's role in community resilience and the need for compliance, accessibility and ongoing emergency planning support. Marae have also indicated that they value a coordinated council approach. The programme will continue with plans to visit the remaining marae to build a city-wide understanding of infrastructure, compliance, resilience, emergency management and support needs.

Current funding and service support

35. There are existing council grants schemes that are open to marae to apply to including the Community-Led Adaptation Funding Initiative, Community Grants Scheme, Climate Action Fund, Community Development Match Fund and the Kaupapa Māori Event Fund for cultural events on marae.

36. Council has a Memorandum of Understanding (MOU) with five marae in Tauranga to provide waste management services at no cost to them. In return, Council can work with those marae to prepare for and respond to emergency events in the Tauranga region. Council's aim is for all 11 marae to be part of this arrangement. The service currently continues to be provided to the original five marae, while the remaining six marae committees review their draft MOU arrangements to receive the same benefits.

Current rating provisions

37. Marae are included in the provisions of Council's Rates Remission Policy that apply to certain non-rateable land used for community purposes. These provisions also cover places of religious worship, such as churches, and not-for-profit early childhood centres. The following sections set out how these provisions apply to marae.

38. **Land rates:** Marae are non-rateable under Section 8 and Schedule 1, Part 1 of the Local Government (Rating) Act 2002. Amendments made through the Local Government (Rating of Whenua Māori) Amendment Act 2021 removed the previous two-hectare limit and extended this status to marae on all land types, rather than only Māori reservations.

39. **Water supply rates**: Eligible non-rateable marae with meter connections greater than 20 mm may receive remission of the water base rate above the minimum charge. The minimum base rate and metered water-use charges remain payable.

40. **Wastewater rates**: Eligible non-rateable marae may receive a 66.66% remission of the wastewater rate under Council's Rates Remission Policy.

41. **Solid waste rates:** Marae are treated as commercial properties for waste collection purposes, so the residential waste collection targeted rate does not apply, regardless of their non-rateable status. Council does not provide rate-funded waste collection services to commercial operations, which would ordinarily arrange their own collections directly with private waste operators. However, as described in paragraph 36, an alternative arrangement provides solid waste services at no cost to the marae covered by the Memorandum of Understanding.

Local and central government approaches

42. Different Councils approach marae funding and partnerships in various ways, reflecting differences in iwi and hapū structures and the number of marae in each district. The following examples illustrate these approaches, alongside the central government context.

43. **Western Bay of Plenty District Council** combines a dedicated marae maintenance fund with practical administrative resources and tangata whenua engagement. Its Marae Sustainability Initiatives Fund had an allocation of $63,000 for 2025/2026 and was available to marae within the district. Council's stated rationale recognises that marae serve as meeting places and community hubs, reducing demand for Council-funded community halls.

44. **Auckland Council** supports marae through targeted funding for facilities, capability and cultural activity. It supports the Marae Ora outcome in Tāmaki Ora, the Council's Māori Outcomes Strategy 2025–2027. In 2019, Auckland Council established a $60 million Marae Infrastructure Programme to improve 32 marae across Auckland. It was designed as a decade-long programme, initially targeting around four marae each year, with funding focused on repairs, maintenance and upgrades to facilities including wharenui, wharekai and wharepaku.

45. **Rotorua Lakes Council** supports a formal partnership with Te Arawa through Te Tatau o Te Arawa, an independent trust representing Te Arawa in Council decision-making. This provides a mechanism for engagement and advancing shared priorities, rather than a directly comparable marae maintenance fund. Rotorua Lakes Council provides ongoing operational funding to Te Tatau o Te Arawa, paid in half-yearly instalments.

46. At a central government level, the Te Puni Kōkiri Māori Development Fund prioritises economic growth, asset productivity and exports, alongside community resilience, making routine marae improvements a less direct fit. The dedicated Oranga Marae Lottery pathway has been replaced by broader funding arrangements, with marae projects considered alongside other community facilities.

47. The need to sustain marae facilities and strengthen their resilience is not unique to Tauranga. The examples above demonstrate how councils and central government are addressing this need through funding, infrastructure investment and partnerships, although approaches and available resources vary.

Unique challenges marae face

48. Marae are not like other community facilities. Their ownership, location, buildings and sacred spaces are fixed, and this shapes the challenges they face. Many marae buildings are ageing, and upgrades are costly and complicated, with compliance requirements and rising insurance premiums adding to the pressure. Water and stormwater infrastructure adds ongoing costs, and existing remissions provide only partial relief.

49. Marae are tied to whenua and whakapapa, and their connection to that land will always remain. Flooding, erosion and coastal hazards must be managed in place, and available adaptation funding does not meet larger infrastructure needs. Upgrades and infrastructure works must also be designed around sacred spaces and taonga, which can limit the options available.

50. Over the years, surrounding development and industrial activity have affected access, parking, drainage, privacy and air quality, and marae cannot move to avoid these impacts. Marae are run by volunteer committees with limited funding, which makes these pressures harder to manage.

51. Marae occupy privately or collectively owned land, which shapes what Council can do to support. Council-funded work should have a clear public benefit, funding approval and the agreement of authorised landowners or trustees, and these requirements can be hard to navigate for volunteer-led committees with limited time and capacity. Historical experiences of land loss and external control mean some marae are wary that assistance may come with conditions that compromise their autonomy. This can affect how readily marae engage with council, even where there is a clear need. Marae ownership and control over their land, facilities and decisions must be respected throughout.

52. Further information relevant to this matter is provided in confidential Attachment 6.

STATUTORY CONTEXT

53. Recent and proposed reforms may affect how marae are planned, funded and supported. Resource management reform will result in some changes to consenting, land-use planning and how cultural and environmental values are considered, while local government reform could alter council structures, funding pathways and partnership arrangements. Marae also face increasing expectations as emergency resilience hubs and ongoing pressure to meet building, health and safety, fire and accessibility requirements, particularly where facilities are ageing or heavily used.

54. The Emergency Management Act 2026 replaced the Civil Defence Emergency Management Act 2002. It strengthens the role of iwi Māori and communities in emergency management, including representation on emergency management committees and involvement in developing regional and national plans.

55. The Local Government (System Improvements) Amendment Act 2026 lists civil defence emergency management as a core service that councils must have particular regard to when setting priorities and making financial decisions. This does not guarantee a particular level of funding.

STRATEGIC ALIGNMENT

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

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

57. **We are an inclusive city:** The proposed approach recognises marae as places of cultural identity, belonging and connection that also provide wider community benefits. More coordinated and accessible Council support would help address barriers faced by marae, sustain their cultural and community activities, and strengthen their capacity to support people during emergencies, while respecting each marae's autonomy.

58. **We value, protect and enhance the environment:** The report identifies climate risks and infrastructure pressures affecting marae, including flooding, coastal hazards and stormwater challenges. Supporting adaptation planning and prioritising essential infrastructure improvements would help marae respond to these risks and protect their facilities, taonga and connections to ancestral whenua.

59. **We are a city that supports business and education:** Marae are places of learning where whakapapa, te reo Māori, tikanga and local histories are shared and practised. Schools, tertiary students and community groups visit marae to learn about the culture and history of Tauranga Moana first-hand, helping the wider community better understand mana whenua and the heritage of the city. Supporting marae to keep their facilities safe and usable helps sustain these learning opportunities, which depend on each marae's priorities, tikanga and capacity to host.

60. **We are a well-planned city that is easy to move around:** The proposed approach also aligns with wider SmartGrowth spatial planning, which recognises the need to better provide for marae as centres and is exploring a broader marae centres or marae zones approach. This work may provide opportunities to better integrate marae aspirations, papakāinga, infrastructure, accessibility and resilience into future sub-regional and regional spatial planning.

61. **We are a vibrant city that embraces events:** Marae add to Tauranga's capacity to host events by offering accommodation, communal dining and gathering spaces for visiting groups. For example, marae have accommodated visiting teams during the AIMS Games, helping the city host large events while giving visitors an opportunity to experience local culture. Marae are also culturally significant places where high-profile international guests and event delegations can be formally welcomed through traditional customs such as pōwhiri, giving visitors a meaningful experience of manaakitanga and the living culture of Tauranga Moana.

OPTIONS ANALYSIS

Dedicated marae fund

62. Approval is sought to establish a stand-alone marae fund within existing Community Grants allocations to be able to prioritise marae projects and provide more certainty of funding. An indicative allocation of up to $100,000 per annum is proposed, with criteria arrangements to be confirmed before implementation. The fund could provide a clearer pathway for considering needs together and prioritising risk and urgency.

63. Over the last four financial years, Council has provided fourteen grants totalling $387,295 to marae and related trusts. Eleven grants ($337,295) were made through the Community Grants Scheme, two ($40,000) through the Climate Action Fund and one ($10,000) through the Community Development Match Fund. By year, funding has annual totals that ranged from $16,000 to $190,000, averaging about $97,000 per year, which is close to the indicative allocation of up to $100,000 proposed in this paper.

64. Over the same period, Manawa Trust and BayTrust contributed over $1 million to Tauranga and Western Bay marae. Initial staff-level discussions have identified early interest in a joint marae fund involving Council and philanthropic partners. A Council commitment now to a dedicated marae allocation within its existing Community Grants budget would provide a clear basis for progressing these discussions and create an opportunity to attract partner investment.

65. Local precedents include the Tauranga Western Bay Community Event Fund, Western Bay Emergency Response Fund and Kaupapa Māori Event Fund. A joint approach could align investment and extend the reach of council's contribution; however, partner participation, contributions and funding arrangements would remain subject to further discussion and agreement.

66. This proposal reprioritises existing funding, reducing the amount available through general grants rounds. It does not increase the overall budget or meet all marae needs, and marae would no longer be eligible to apply to the general Community Grants Scheme. The dedicated marae fund could operate effectively as a stand-alone council fund, providing a clear pathway for targeted funding within the approved allocation. Its establishment would not depend on securing partner contributions. A joint funding arrangement would be an opportunity to build on this foundation, not a prerequisite.

67. Option 1: Approve establishment of a stand-alone marae fund of up to $100,000 per annum within existing Community Grants allocations. ***Recommended***

Advantages	Disadvantages
• Creates a clear, targeted funding pathway without increasing the overall grants budget. • Enables marae priorities and staged investment to be considered together. • Provides a basis for attracting partner contributions and potentially simplifying applications.	• Reduces funding available through general grants rounds. • Requires operating criteria, approval arrangements and administration. • The allocation would not meet all needs or guarantee project funding; partner contributions and administrative savings remain uncertain.

68. Option 2: Status Quo. Retain current Community Grants arrangements, with marae applying alongside other community organisations.

Advantages	Disadvantages
• Preserves flexibility across the full grants budget and avoids establishing a separate allocation and operating settings. • Marae remain eligible for support through existing rounds.	• Provides less visibility of funding for marae. • Support remains dependent on individual applications and contestable rounds, with limited certainty about timing or scale and no dedicated pathway for considering marae priorities together.

Statement of Marae Support Priorities

69. A new Statement of Marae Support Priorities (the Statement) is proposed to provide a more focused approach to bring marae requests and support processes together, rather than handling them separately. It would also respond to the call to further recognise marae as critical infrastructure.

70. The Statement would give staff across council a shared direction and show marae clearly where council's investment priorities lie. By being open about what council prioritises, the Statement aims to encourage all marae to reach out and engage more with council on their support needs, so that needs are identified earlier and support can reach every marae, however much time or capacity they have to work through council processes. **Attachment 2** provides an example of how this Statement could take shape. The final Statement would be developed with iwi, hapū and marae leaders and aligned with funding grant criteria.

71. Option 1: Progress a **Statement of Marae Support Priorities** with marae to identify Council support priorities, with resilience and emergency readiness guiding its development. ***Recommended***

Advantages	Disadvantages
• Provides shared principles and transparent priorities; • Coordinates advice and funding	• Requires staff time and engagement to develop and maintain. • Could add administration if overly

Advantages	Disadvantages
pathways across Council; • Supports earlier identification of needs and emergency readiness while respecting marae autonomy.	prescriptive or raise funding expectations beyond available resources. • Does not itself resolve infrastructure or funding shortfalls.

72. Option 2: Status Quo. Retain existing case-by-case support through current policies, relationships and service processes.

Advantages	Disadvantages
• Retains flexibility to respond to individual circumstances within existing budgets. • Avoids the development and maintenance effort of a Statement of Marae Support Priorities.	• Leaves priorities and responsibilities spread across separate processes. • Support may depend on marae capacity to navigate them, with less visibility of unmet needs and repeated administrative effort.

Separate marae matters

Minor Māori roadway improvements

73. The Māori Roadways Policy was revoked by the City Future Committee on 13 October 2026. Under the previous policy, Council's ability to consider maintenance and upgrade requests for Māori roadways was limited, as roadways were required to be vested in Council for improvements to be considered and undertaken.

74. In support of the revocation of the policy, a Māori Roadways Procedure has been developed to provide guidance for both applicants and Council staff on the information requirements and assessment process for requests relating to the maintenance, repair, or upgrade of Māori roadways. The current procedure requires all funding requests to be considered through Council's Annual Plan or Long-term Plan processes. Some requests may involve relatively low-cost improvements that provide immediate community benefit, so this requirement may result in unnecessary delays and additional administrative effort for marae, staff and elected members.

75. A dedicated marae fund (recommended resolution (c)) would provide a more streamlined pathway to address this. Grants could cover the cost of minor repairs to Māori roadways, within the indicative allocation of up to $100,000 per annum and subject to the development of fund criteria. The Māori Roadways Procedure would be updated to acknowledge this pathway for marae. Any other request for roadway improvements would continue to be considered through Council's Annual Plan or Long-term Plan processes.

76. A delegated financial authority was considered as an option to enable minor road repairs for marae. However, while these works could be included within the Transport programme, they are unlikely to be prioritised or delivered given the existing backlog of safety-critical improvements, which is expected to increase due to LTP prioritisation.

77. Subject to approval of the dedicated marae fund, staff will update the Māori Roadways Procedure to acknowledge the fund as a pathway for minor marae roadway repairs.

Whareroa Marae Projects

78. Council has worked with Whareroa Marae for a number of years to address challenges arising from limited exit routes, nearby heavy industry, and the community's exposure to

flooding and climate-related risks. Several of these issues have been raised through the Tangata Whenua / Tauranga City Council Committee.

79. Staff have been working with Whareroa Marae on emergency exit options and a potential solution of a bridge over an open drain on airport land. This would provide access to the established emergency route from a point further away from the industrial area and potential hazards, improving evacuation resilience for Whareroa Marae, surrounding papakāinga, kōhanga reo, local residents, and workers at Ngāi Te Rangi Rūnanga offices and nearby businesses.

80. The emergency exit bridge project was to be included in the Transport Citywide Resilience Fund proposed budget; however, that provision has since been deferred.

81. Two further pieces of work focus on the marae's longer-term resilience. The first, the Whareroa Future Proofing Project, is exploring how a parcel of land could be made available to help the Whareroa Marae community respond to climate change and other threats, in a way and at a time that reflects their needs. A separate paper will come to Council on this project.

82. Secondly, Ngāi Tukairangi are planning to apply for funding from Council and Bay of Plenty Regional Council through the Community-led Adaptation Fund (CLAF), which would contribute towards integrated coastal erosion, flooding, drainage and stormwater resilience planning for Whareroa Marae.

83. Ngāi Tukairangi's planned CLAF application provides a funding route for integrated coastal erosion, flooding, drainage and stormwater resilience planning, and council climate and resilience staff will continue conversations with Whareroa Marae and Ngāi Tukairangi as the application is developed.

84. Staff are investigating issues including alternative funding options for the emergency exit bridge and will report back to Council with funding options as soon as possible, through the Long-term Plan or Annual Plan process as appropriate. In addition, staff will work on an updated community evacuation plan with Whareroa Marae and the surrounding community to respond safely while longer-term solutions are progressed.

Ngāti Hē Hapū Trust and Maungatapu Marae submission

85. This report and the recommendations would respond, in part, to the Ngāti Hē Hapū Trust and Maungatapu Marae submission, introduced in paragraph 12**,** where there is a call for partnership and recognition of marae’s important community role in Council planning and support decisions. It would not approve stormwater improvements or funding. Council staff need to assess the technical report supplied with the submission, including the risks, proposed solutions and responsibilities for public networks and private drainage, before any funding decision. It is also an issue that requires close coordination with Tāheke – Bay Waters who will assume responsibility for stormwater assets from 1 July 2027. Council also does not yet have a complete picture of climate adaptation needs across all marae, and only a few have progressed this far in their planning. Fair assessment should therefore consider risk and urgency alongside project readiness, while supporting other marae to identify their needs.

86. Staff will continue working in partnership with Ngāti Hē Hapū Trust and Maungatapu Marae to assess their submission requests.

Marae insurance

87. Council staff are currently exploring insurance options with Bay of Plenty Local Authority Shared Services Limited in response to concerns raised by iwi and hapū leaders. Although insurance is not directly a council responsibility, this shows how council can help achieve better outcomes for marae. Any investigation would be exploratory, with marae participation voluntary.

88. Staff will continue exploring support options through Bay of Plenty Local Authority Shared Services Limited.

Responding to Waiāri Kaitiaki Advisory Group

89. The Waiāri Kaitiaki Advisory Group has asked for full water-charge remissions for all Tauranga marae. The request comes from the cultural recognition actions list (11 March meeting) and asks Tauranga City Council and Western Bay of Plenty District Council to develop a consistent approach to providing water to marae, to be considered through each council's Long-term Plan.

90. The recommended approach is to refer the request to the issues list of Tāheke – Bay Waters, for consideration through its Water Services Strategy. Existing charging and remission arrangements would continue unless formally changed. Staff would advise the Advisory Group about the referral, and pass on the request and supporting information.

91. This is recommended because Tāheke – Bay Waters will take over drinking water, wastewater and stormwater services on 1 July 2027, and Tauranga and Western Bay have different approaches to marae remissions. Tāheke – Bay Waters will also be developing pricing strategies over the short, medium and long term. The decision for marae should form part of that strategy development process. Considering the request through Tāheke – Bay Waters allows eligibility, charging and funding to be assessed together and supports fair and consistent treatment across both districts, without Council committing to an ongoing subsidy beforehand. Referral does not approve additional relief or guarantee when a decision will be made.

92. Option 1: Refer the Waiāri request to Tāheke – Bay Waters' issues list for consideration through the Water Services Strategy. Retain existing charging and remission arrangements. ***Recommended***

Advantages	**Disadvantages**
• Enables consideration alongside Tāheke – Bay Waters charging and funding arrangements and the councils' differing remission approaches. • Supports fair and consistent treatment across both districts without establishing an ongoing Council subsidy.	• Provides no immediate additional relief and extends uncertainty over an outstanding request. • May be perceived as passing responsibility to Tāheke – Bay Waters. • Approval, eligibility and timing remain uncertain; relief is not guaranteed from 1 July 2027.

93. Option 2: Alternative. Establish an ongoing Council-funded subsidy for eligible marae's drinking water charges, before and after transfer to Tāheke – Bay Waters, subject to confirmed eligibility, costs, a lawful funding mechanism and budget approval.

Advantages	**Disadvantages**
• Provides direct and continuing financial support, responds to the request and reduces ongoing water costs for eligible marae. • Gives greater funding certainty without depending on Tāheke – Bay Waters approving a remission.	• Creates an ongoing Council funding commitment, with costs dependent on charges, consumption and eligibility. • Could result in different support across Tāheke – Bay Waters' service area and requests for similar assistance from other community facilities.

FINANCIAL CONSIDERATIONS

94. Establishing the dedicated marae fund would reprioritise existing Community Grants allocations, not increase the overall grants budget. The indicative amount of up to $100,000 per annum, final allocation and commencement date remain to be confirmed, with a corresponding reduction in funding available through general rounds. Potential funding partnerships remain unconfirmed.

95. Statement development and fund administration would require staff time; capacity and costs remain to be confirmed. Any exploratory insurance work would also require scope and resourcing to be agreed. Additional resources and future investment would require separate assessment and approval through relevant programme, Annual Plan or Long-term Plan 2027–2037 processes.

96. This report does not seek a decision on, or approve funding for, the Whareroa emergency exit bridge or stormwater works, nor does it approve insurance subsidies or additional water-charge relief.

RISKS AND LEGAL IMPLICATIONS

97. Council owns the risks arising from its own decisions, statutory functions, assets and spending relating to marae. Responsibility for marae governance, maintenance and insurance generally remains with marae owners and trustees.

98. A key risk for council is that the city will not have a resilient network of emergency hubs, including marae, which could reduce the safety and support available to whānau and the wider community in an emergency. This risk is being managed by progressing marae visits to understand emergency preparedness, developing a dedicated marae fund proposal and Statement of Marae Support Priorities that prioritise emergency preparedness, and progressing Memorandum of Understanding (MOU) agreements with the remaining marae on using marae for emergency events.

99. There is a known risk of limited emergency exit routes for Whareroa Marae and the surrounding community. A funding pathway for the proposed emergency exit bridge is not yet confirmed. Staff are investigating alternative funding options and will report back to Council as soon as possible, through the Long-term Plan or Annual Plan process as appropriate. Staff are also working with the marae on an updated community evacuation plan in the interim.

TE AO MĀORI APPROACH

100. This report responds to what Council has heard through engagement with marae, including the Ngāti Hē Hapū Trust and Maungatapu Marae submission, the Waiāri Kaitiaki Advisory Group's request, matters raised through the Tangata Whenua / Tauranga City Council Committee, and coordinated marae visits. Marae have asked for recognition of their role in the community and have indicated that they value a coordinated Council approach, while retaining ownership and control of their land, facilities and decisions. The proposed approach responds to this by building on existing relationships, respecting marae autonomy and being clearer about what Council prioritises.

101. **Continued engagement:** Subject to Council's decisions, staff would continue the coordinated marae visits and communicate outcomes directly with marae, including the referral of the Waiāri request to Tāheke – Bay Waters. The Statement of Marae Support Priorities would be developed with iwi, hapū and marae leaders, with early and transparent communication so that all marae understand what Council prioritises and feel able to engage on their support needs.

CLIMATE IMPACT

102. The recommendations would strengthen climate adaptation by enabling earlier identification of marae vulnerabilities to flooding, erosion and coastal hazards, and prioritising resilience and emergency readiness. Any future works would require project-specific assessment of climate risks, emissions and opportunities to protect or enhance nature and biodiversity.

CONSULTATION / ENGAGEMENT

103. Staff have engaged directly with Te Rangapū Mana Whenua o Tauranga Moana on this report and the proposed approach. Staff gave a presentation on Thursday 29 October and received endorsement to bring this paper forward. The group also highlighted other issues that need to be addressed including improving access to urupā and other buildings and facilities that provide community benefits and need investment.

104. Communication with marae committees: On Tuesday 27 October, staff emailed Tauranga marae contacts a summary of the draft recommendations and invited feedback. Marae will be kept informed of Council's decisions, and the Statement of Marae Support Priorities will be developed with them if endorsed.

SIGNIFICANCE

105. 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.

106. 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 proposal.

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

107. In accordance with the considerations above, criteria and thresholds in the policy, it is considered that the proposal is of medium significance.

108. Marae, iwi and hapū are particularly interested in the decisions proposed in this report, which will influence Council's relationships with them. Working in partnership with marae, iwi and hapū is therefore of high significance.

109. Overall, the decisions proposed in this report are assessed as medium significance. Most of them progress key issues without significantly affecting the wider region or ratepayers. The marae fund would be reprioritised within existing Community Grants allocations, which reduces the funding available to other applicants. The Statement of Marae Support Priorities would be developed using existing staff resources, and the Waiāri referral would not change existing charging or remission arrangements. The Whareroa emergency exit bridge is the most significant matter in this report because of its safety and resilience implications for the Whareroa community. No decision on the bridge is sought in this report. Staff are investigating alternative funding options and will report back to Council separately.

ENGAGEMENT

110. Taking into consideration the above assessment, that the proposal is of medium significance, officers are of the opinion that no further public engagement is required beyond the engagement already undertaken with Te Rangapū Mana Whenua o Tauranga Moana and Tauranga marae contacts.

NEXT STEPS

111. Subject to the Committee's decisions, staff would continue coordinated marae visits and work with iwi, hapū and marae to develop the Statement of Marae Support Priorities, which would be reported back to the Committee for endorsement. Community Development and Te Pou Takawaenga would support this work, with relevant service teams contributing advice and proposed responsibilities.

112. Subject to approval, Community Funding staff would develop the fund's eligibility, criteria, approval and reporting arrangements with marae input, including how it could support minor Māori roadway repairs, and would report back to Council on the proposed assessment criteria, allocation and commencement date. Staff would also explore partnership opportunities without making establishment of the fund dependent on them. Transport staff would update the Māori Roadways Procedure to acknowledge the marae fund as a pathway for minor roadway repairs, with no change to staff delegations.

113. Staff will report back to Council as soon as possible, through the Long-term Plan or Annual Plan process as appropriate, with investigation into the matter of the Whareroa emergency exit including alternative funding options. In the interim, staff will work with Whareroa Marae and the surrounding community on an updated community evacuation plan, and continue to work with Whareroa Marae and Ngāi Tukairangi on the Whareroa Future Proofing Project (to come to Council in a separate paper) and the planned Community-led Adaptation Fund application.

114. Staff would continue to work with Ngāti Hē Hapū Trust and Maungatapu Marae to assess their submission, including the accompanying technical report, before any stormwater investment decision. Staff would also continue to provide marae with insurance and climate adaptation advice, with any insurance investigation remaining exploratory and voluntary.

115. Subject to Council's decision, staff would advise the Waiāri Kaitiaki Advisory Group of the referral, pass the request and supporting information to Tāheke – Bay Waters, and seek an indicative review timetable. Existing charging and remission arrangements would continue unless formally changed.

ATTACHMENTS

1. **Marae in Tauranga - A21415719**
2. **Draft Statement of Marae Support Priorities - A21418632**
3. **Transport Projects Supporting Marae and Maori Communities - A21415722**
4. **Tauranga Moana Marae Overview - Confidential - A21422485 - Public Excluded**

Attachment 1 - Marae in Tauranga

Features of a marae complex

1. A traditional marae complex includes a wharenui (carved meeting house) alongside several other key structures and open spaces which are likely to include:
    - Marae ātea: The open courtyard or gathering space directly in front of the wharenui, used for formal welcome ceremonies (*pōhiri*)
    - Wharekai: The dining hall and kitchen area used for communal meals after gatherings
    - Wharepaku / Ablution block: Facilities containing toilets and showers
    - Waharoa: The gateway or formal entrance welcoming people onto the marae grounds
    - Driveway/parking space: Access to the marae

2. For the purpose of this report, all other surrounding Māori land and buildings are excluded. This includes papakāinga housing (), kura (schools) and urupā (burial grounds).

The role of marae

3. Marae are non-profit venues with spiritual centres that serve multiple purposes in the community – they are a sacred communal meeting place that reinforces identity, kinship, and heritage.
4. Marae are extremely versatile 'living heritage' spaces used for:
    - Tangihanga (funerals)
    - Pōhiri (welcome ceremonies including welcoming our new migrants)
    - Venue for gatherings and hui (significant city-wide milestones & events)
    - Celebrations and festivals
    - Wānanga and workshops (education on language, history, culture)
    - Cultural exchange (welcoming schools, tourists, and the wider public to learn about Māori history, genealogy (whakapapa), and values (tikanga))
    - Places of worship (religious practice)
    - Indoor sports/community group activities (venue for martial arts programme: mau rākau, practice venue for waiata/kapa haka groups)
    - Communal housing and hospitality (emergency, educational and sports related accommodation for large group visits)
    - Hauora (venue for health and family services)

Management of marae

5. Marae committees and marae trusts work together to run a marae. Marae trusts hold legal ownership and governance responsibility for the land and assets under Te Ture Whenua Māori Act 1993, while marae committees manage the daily operations, bookings, events, and ground-level upkeep

Tauranga marae

6. The following marae are located within Tauranga City Council's jurisdiction

Marae	Location	Hapū	Iwi
Wairoa Marae	Bethlehem	Ngāti Kahu	Ngāti Ranginui
Hangarau Marae	Bethlehem	Ngāti Hangarau	Ngāti Ranginui
Huria Marae	Judea	Ngāi Tamarawaho	Ngāti Ranginui
Waimapu Marae	Waimapu	Ngāti Ruahine	Ngāti Ranginui
Hairini Marae	Hairini	Ngāi Te Ahi	Ngāti Ranginui
Maungatapu Marae	Maungatapu	Ngāti Hē	Ngāi Te Rangi
Mangatawa Marae	Te Maunga	Ngāti Kaahu ki Mangatawa	Ngā Pōtiki
Waikari Marae	Matapihi	Ngāti Tapu	Ngāi Te Rangi
Hungahungatoroa Marae	Matapihi	Ngāi Tukairangi	Ngāi Te Rangi
Whareroa Marae	Mount Maunganui	Ngāti Kuku	Ngāi Te Rangi
Tahuwhakatiki Marae	Welcome Bay	Ngā Pōtiki	Ngā Pōtiki
** Te Whetū-o-Te Rangi Marae	Welcome Bay	n/a	Ngāti Pūkenga

7. Tauranga City Council's area of responsibility is limited to the Tauranga City local authority district, while iwi and hapū interests extend beyond these administrative boundaries.
8. **Te Whetū-o-Te Rangi Marae is one key additional marae that is recognised as part of this report. While it sits outside of the perimeter (on the opposite side of Welcome Bay Road) – it still sits well within the iwi boundaries and holds a strong link with our Tauranga community who made use of the marae in recent emergency response events.

Attachment 2 – Statement of Marae Support Priorities

DRAFT for discussion – City Future Committee, 17 November 2026. The final statement would be developed with iwi, hapū and marae leaders.

Purpose

This statement outlines how Tauranga City Council will work alongside marae to support their aspirations, priorities and long-term resilience. It provides a shared reference point for marae, iwi, hapū and council staff, helping to strengthen relationships, improve understanding of needs and opportunities, and ensure council support is accessible, responsive and aligned with the aspirations of each marae.

Guided by the importance of marae resilience and emergency preparedness, the statement seeks to support marae to maintain safe, functional and sustainable facilities that can continue to serve their whānau, hapori and wider communities, including during times of emergency. It recognises and respects the autonomy of marae as independently governed centres of cultural identity, mātauranga and living heritage, with council's role being to enable, advocate for and support marae-led outcomes.

Guiding principles

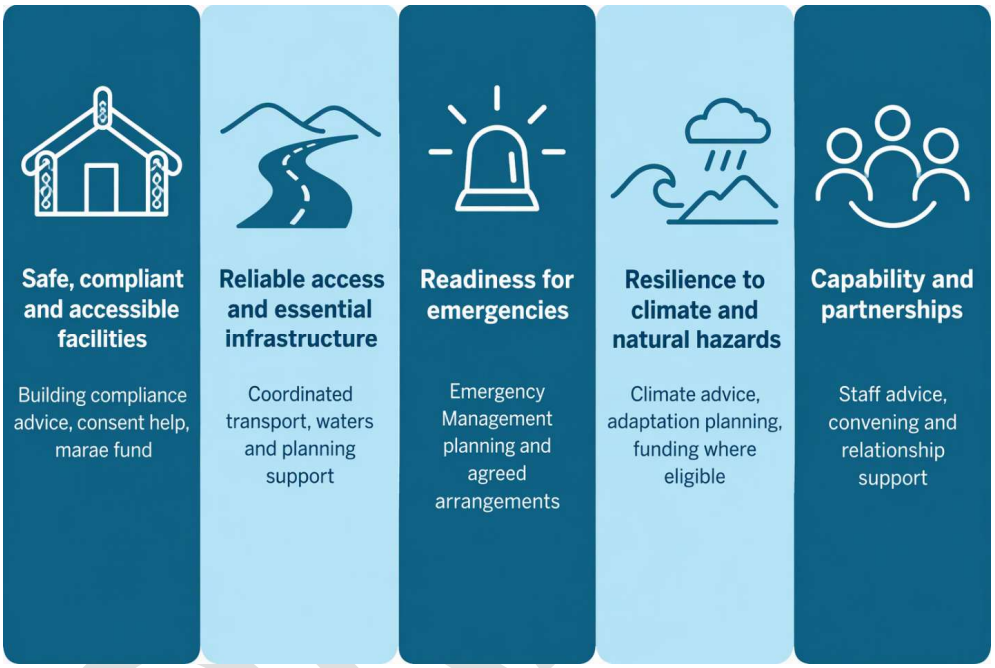
Council's support for marae will be guided by the following principles.

- **Partnership:** Council will work alongside marae, hapū and iwi, building on its longstanding relationships and the engagement avenues set out in its relationship protocol agreements.
- **Marae autonomy:** Marae own and control their land, facilities and decisions. Council support is offered, not imposed, and participation is voluntary.
- **Resilience first:** Support is directed first to keeping people safe and facilities usable, before issues become more costly or disrupt community use.
- **Fairness and transparency:** Council will be open about what it prioritises and how decisions are made, and will consider the needs of all marae together rather than responding only to individual requests.
- **One council approach:** Advice, regulatory input and funding pathways will be coordinated across council teams, with clear roles and a single point of contact through Te Pou Takawaenga.
- **Realistic expectations:** Support is subject to council's statutory purpose, decision-making requirements and available budgets. It does not create an automatic entitlement to funding.

DRAFT

Identified marae needs and opportunities for council support

The table below sets out the common needs identified for marae. It shows where the opportunities for council support are, and will help guide prioritisation. Risk and urgency will be considered within each need.



Marae need	What this includes	Opportunities for council support
1. Safe, compliant and accessible facilities	Marae need buildings that are safe, secure and accessible, including electrical, plumbing, fire safety and hygiene (kitchens, ablutions and drainage), and that meet building consent and other regulatory requirements.	Advice from building compliance and accessibility staff, help navigating consents, and funding through the dedicated marae fund once established.
2. Reliable access and essential infrastructure	Marae need safe access and roadways, drinking water, wastewater, stormwater and drainage so they can operate and people can reach them safely.	Coordination between transport, waters and planning teams and Tāheke – Bay Waters from 1 July 2027, and

		requests under the Māori Roadways Procedure.
3. Readiness for emergencies	Where a marae chooses to act as a place of refuge, it needs emergency preparedness plans, evacuation planning, and practical readiness such as backup power, safe water, communications and emergency supplies.	Emergency Management support for planning, response and recovery, and agreed arrangements for hosting, resources and reimbursement. Participation is voluntary and agreed with each marae.
4. Resilience to climate and natural hazards	Marae need to understand and plan for flooding, erosion and coastal hazards that threaten facilities, access, taonga and connections to whenua.	Strategic advice from climate advisors, support to develop adaptation plans, and access to the Climate Action Fund and Match Fund where eligible.
5. Capability and partnerships	Marae may need governance and planning support, readiness to apply for funding, and options with partners such as philanthropic funders and Bay of Plenty Local Authority Shared Services Limited (including insurance, which is exploratory only).	Staff advice, convening and relationship support. Council would not rely on partners to establish the marae fund.

Cultural and community activities on marae, such as events and wānanga, remain valued. [Staff to confirm which existing schemes, such as the Kaupapa Māori Event Fund, remain available to marae once the dedicated marae fund is established.]

How priorities will be applied

When considering requests for support, staff and decision-makers will consider:

- **Risk and urgency:** the likelihood and consequence of harm, damage or loss of use if the need is not addressed.
- **Emergency role:** whether the marae has agreed to, or is likely to, provide refuge or support in an emergency, and what it needs to do so safely.
- **Project readiness:** a clear scope, costs, any required consents, and confirmation of authority from the landowners or trustees.
- **Public benefit:** a clear benefit to the wider community, as council-funded work requires.

- **Marae capacity and priorities:** each marae's own aspirations, willingness and volunteer capacity, with extra support for marae still identifying their needs.
- **Other contributions:** funding or support from the marae, iwi, hapū or partners, noting that this is not a prerequisite for council support.

What this statement does not do

- It does not guarantee funding or create an entitlement to support.
- It does not approve individual projects; these are considered through separate processes.
- It does not transfer responsibility for marae governance, assets, maintenance or insurance to council.
- It does not cover papakāinga housing, kura or urupā, which are outside the scope of the overarching report.
- It does not replace council's statutory, regulatory or consenting requirements.

Working together

This prioritisation statement would create more clarity around process and how council work with marae to encourage closer collaboration. Including to:

- Help marae navigate council services and connect with the right teams.
- Take part in a coordinated marae visits, where council staff discuss aspirations, infrastructure, compliance, accessibility, waste and emergency readiness needs together.
- Share known needs and risks early, even if projects are not yet fully planned, so council can understand needs across the city.
- Use a marae emergency preparedness plan, such as the template available through Emergency Management Bay of Plenty, to identify readiness gaps.
- Once established, apply to the dedicated marae fund through Community Funding staff, using the criteria developed with marae.

Developing and reviewing the statement

If the City Future Committee approves the approach, staff would finalise this statement with iwi, hapū and marae leaders, align it with the dedicated marae fund criteria, and communicate it directly to all marae. Coordinated marae visits would continue to inform the priorities, and the statement would be reviewed as part of Long-term Plan 2027–2037 planning.

DRAFT

Transport Projects Supporting Marae and Māori Communities

Purpose

To provide an update on the Minor Safety and Accessibility Programme that support marae, papakāinga and Māori communities across Tauranga Moana.

Background

The Minor Safety and Accessibility Programme is funded through the Long-term Plan (LTP) and enables approved projects to progress through design, engagement and delivery. Projects are prioritised alongside other city-wide transport initiatives and remain subject to available funding within the adopted LTP envelope.

The programme addresses safety and accessibility issues across the city, including requests from schools, marae and hapū. Projects are generally small in scale but deliver local benefits by improving safety, accessibility and connectivity for people travelling to schools, public transport, community facilities and local services.

Projects are prioritised within the wider programme using approved assessment criteria, including safety risk, user demand, community impacts and deliverability. Resilience-related projects are more challenging to accommodate within this framework.

Several projects supporting marae and Māori communities have recently been completed, are currently underway, or are included within future programme planning.

Current and Proposed Projects

Waimapū Pā Road Improvements

Ngāti Ruahine has requested improvements along Waimapū Pā Road, including street lighting, a footpath and speed management measures to improve pedestrian safety, particularly for children accessing school bus services on Poike Road.

Council has completed several improvements, including speed humps, solar lighting and roadside bollards. Funding for the design and construction of an 876-metre gravel footpath connecting Waimapū Pā Road to Poike Road has been included within the Minor Safety and Accessibility Programme and is subject to future prioritisation and funding decisions through the LTP process.

Waikari Marae Footpath

Funding has been identified within the Minor Safety and Accessibility Programme for the design of a 622-metre footpath along Waikari Road to Matapihi Road, with construction preceding in following years when budget allows. The footpath will improve pedestrian safety and accessibility, particularly for children travelling to and from the local school.

Bethlehem Road Upgrade

The Bethlehem Road upgrade is being delivered across three stages, with Stages 1 and 2 complete and Stage 3 scheduled to commence construction. Hangarau Marae and the adjacent rugby club are located within the project area.

Council has engaged closely with hapū representatives throughout project development. Their input has influenced the location of pedestrian crossings, stormwater treatment design, upgrades to vehicle access serving the marae and the inclusion of speed management measures.

Matapihi Improvements

Council has previously delivered a range of improvements in Matapihi, including speed humps, parking restrictions, CCTV installation, footpath widening and speed limit reductions.

The speed environment was reduced to 40km/h in 2024 and has subsequently been amended to a variable speed limit of 30km/h during school times and 50km/h outside school hours. Council is continuing engagement with hapū and the wider community to better understand ongoing transport and road safety concerns.

Key Considerations

Council is supporting a range of transport and access initiatives that provide benefits for marae, papakāinga and surrounding communities. Several proposed projects remain unfunded and are prioritised against other city-wide transport investment priorities through future LTP processes.

The revocation of the Māori Roadways Policy also provides greater flexibility for Council to consider future marae access and Māori owned roadway improvement requests on their individual merits.

9.2 Minor Improvements Transport Programme Endorsement

File Number: **A21423229**

Author: **Quinn Tawaka, Governance Advisor**

Authoriser: **Quinn Tawaka, Governance Advisor**

BACKGROUND

1. The report accompanying this agenda item, ‘Minor Improvements Transport Programme Endorsement’, will be circulated separately prior to the meeting.

9.3 Road resealing - asphalt charging options

File Number: **A21210094**

Author: **Shawn Geard, Manager: Transport System Operations**
Fiona Nalder, Principal Strategic Advisor
Sikander Singh, Manager: Transport Network
Wayne Poulton, Financial Analyst
Jim Taylor, Manager: Rating Policy and Revenue

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

PURPOSE OF THE REPORT

1. This report responds to the resolutions of the City Future Committee on 18 August 2026. It presents the City Future Committee with further information regarding the funding, legal, policy and implementation considerations regarding a targeted rate funding mechanism for community-funded asphalt resealing.
2. If Council wish to proceed with consultation, the recommendations of this report seek direction regarding the parameters of a draft road resealing policy, ahead of preparing a draft policy to inform consultation material for the Long-Term Plan consultation process.

RECOMMENDATIONS

That the City Future Committee:

(a) Receives the report "Road resealing - asphalt charging options".

EITHER

(b) Rescinds the 17 November City Future Committee resolution (CFC/26/5/21(f)(i)) to consult on Council's current fit-for-purpose resurfacing policy as Council's preferred option via the upcoming Long-Term Plan and directs Council staff to continue to implement the current level of service as per existing practice. (recommended)

OR

(c) Consults on Council's current fit-for-purpose resurfacing level of service as Council's preferred option via the upcoming Long-Term Plan.

(d) Provides, as part of this consultation process, an alternative option/s as follows:

Alternative Option 1

(e) Targeted rate: an alternative resurfacing policy which contains the option of a higher level of service (asphalt) for neighbourhoods where supported, with the cost of the higher level of service to be met via a targeted rate. Note, introducing a targeted rate may mean funding cuts for other services in order to remain under rate cap limits.

(f) Instructs Council staff to develop a targeted rate policy based on the following criteria and report back with a draft policy in February 2027.

(i) Criteria 1 – which roads can receive asphalt via a targeted rate

- any road which is scheduled to be resurfaced in chipseal, regardless of its existing surface. (recommended)

OR

- only those roads which are already asphalt but are scheduled to be

resurfaced in chipseal. (not recommended)

(ii) Criteria 2 – Targeted rate catchment is administered at a street level.

(iii) Criteria 3 – Surveyed beneficiaries

- Ratepayers only (recommended)

OR

- Ratepayers and residents

(iv) Criteria 4 – how non-respondents are counted

- As a 'no' (i.e. do not support a targeted rate). (recommended)

OR

- Excluded from the results count.

(v) Criteria 5 – Required minimum level of support for a targeted rate to be implemented (note – whether this figure includes everyone surveyed, or only those who respond, is determined by Criteria 5 above).

- 80% or more support a targeted rate. (recommended)

OR

- 50% or more support a targeted rate (i.e. potentially 50% oppose a targeted rate).

(vi) Criteria 6 – Council will consider resealing roads only in accordance with the scheduled resurfacing, or within the 12-month period ahead scheduled resurfacing.

(vii) Criteria 7 – A payment period which is based on the average expected life of the asset (18 years).

(viii) Criteria 8 – How Council manages uncertainty regarding asset life, i.e. actual asset life may be considerably longer or shorter than expected.

- Adopt a short repayment period (8 years) to ensure Council fully recoups costs regardless of asset life

OR

- Absorb additional costs associated with a shorter than expected asset life.

AND/OR

Alternative Option 2

(g) Lump sum payment: an alternative resurfacing policy which contains the option of a higher level of service (asphalt) for neighbourhoods where supported, with the cost of the higher level of service to be met via a lump sum payment.

(h) Instructs staff to develop a lump sum payment policy and report back with a draft policy and financial considerations in February 2027.

Background

3. This report responds to the City Future Committee's 18 August 2026 resolutions (CFC/26/5/21). It sets out the funding, legal, policy and implementation considerations relating to a targeted rate that would allow ratepayers to pay for asphalt, rather than chipseal, when their road is resurfaced.

4. Council's fit-for-purpose level of service, adopted in 2012, prioritises safety, functionality and durability at the lowest cost to ratepayers. Asphalt on low-volume residential streets is a higher level of service than required, is not funded in the transport renewals programme, and NZTA co-funds only 51% of the fit-for-purpose cost.

Legal considerations

5. The Funding Needs Analysis (Attachment 1) identifies a targeted rate as the most appropriate tool, as the benefit is localised and there is minimal wider public good.

6. Targeted rates are allowed for under Part 2 (sections 16–23) of the Local Government (Rating) Act 2002. The steps involved in establishing a targeted rate, as per legislation, are set out below:

    - Step 1 – complete a Funding Needs Analysis as per section 101(3) of the Local Government Act 2002 (LGA). (this step is completed, see Attachment 1)
    - Step 2 – complete consultation.
    - Step 3 – if Council decides to proceed with a targeted rate, following consultation, the detailed rate will then need to comply with sections 16–18 of the Local Government (Rating) Act 2002.

7. The final funding approach will also need to be consistent with Council's Revenue and Financing Policy under section 103 of the LGA.

Funding considerations

8. **Estimated cost per property**: For an indicative 500m road section, 12m wide (6,000m²), asphalt at $60/m² would cost about $360,000. Shared across 50 houses over the 18-year asset life, this equates to $400 per house per year before interest. Because Council would borrow upfront, interest would add a further $360, giving $760 per year. With a one-off $160 implementation charge, a participating household would pay about **$920 in year 1 and $760 a year from year 2 onwards**.

9. **Programme-level costs (Capex)**: The fit-for-purpose resurfacing programme is estimated at $73.5 million over FY28 to FY30. Retaining asphalt like-for-like would add about $26.3 million (36%). Resurfacing all roads in asphalt would add about $106.1 million (144%), which is likely to be significantly higher once pavement reconstruction is included.

10. **Rates requirement:** The Local Government (Rates Capping) Amendment Bill, introduced in August 2026, would apply an interim target range of 2%–4% from 1 March 2027 to 30 June 2029, and includes targeted rates. Any targeted rate for asphalt would therefore consume part of Council's overall rates capacity. If Council is at the limit of the range, existing services would need to be reduced or reprioritised, affecting the wider community that receives no direct benefit. The impact would be cumulative as further streets enter the programme over time.

11. The additional rates requirement over the period of FY28 to FY30 is estimated at $8.77 million (like-for-like) and $35.12 million (all asphalt). Under the rates cap, this is the amount by which existing levels of service would need to be reduced if Council is operating at the limit of the target range.

Policy considerations

12. Draft policy criteria: If Council proceeds, Council staff recommend that:

    - eligibility applies to any road scheduled for chipseal resurfacing
    - the catchment is administered at street level
    - only ratepayers are surveyed
    - non-respondents are counted as 'no'
    - at least 80% support is required

- reseals occur only within 12 months of the scheduled resurfacing, and the payment period matches the 18-year asset life.
- For managing uncertainty in asset life, the recommendations provide two options, an 8-year repayment period or Council absorbing any shortfall, without recommending one.

Implementation considerations

13. A street-level process would need to start 18–24 months before renewal, with dedicated resourcing across the Transport, Rating, Communications and Engagement and Legal teams. All costs are indicative, order-of-magnitude estimates based on dTIMS outputs that have not been field validated.

Key risks

14. A targeted rate would give those who want asphalt a choice, focus some of the cost on those who benefit and spread payments over time. However, the primary risks are:

- Low uptake and unrecoverable costs: consultation, policy development and administration costs are incurred regardless of whether streets proceed, and the lump sum trial suggests uptake may be low.
- Rates capacity and wider service impacts: additional rates could require reductions or reprioritisation of other services.
- Affordability, equity and dissatisfaction: properties may be required to pay for a level of service they do not want or cannot readily afford, while willing neighbourhoods that miss the support threshold will not receive asphalt.
- Funding and cost uncertainty: NZTA's contribution is limited to the fit-for-purpose cost and may be withdrawn if Council delivers above that level. Additionally, as the resurfacing programme is not field validated, asset life is uncertain, and pavement reconstruction requirements are unknown, costs could be higher (or lower) than estimated.
- Long-term obligations and expectations: the scheme would be difficult to unwind, could set a precedent for other enhancements, and consultation may raise expectations that asphalt will be available.

Options analysis

15. Option 1: Continue with the current fit-for-purpose road resealing level of service, without consultation (requires rescinding the previous 18 August 2026 City Future Committee resolution (CFC/26/5/21(f)(i)).

16. Option 2: Proceed to consult on the current fit-for-purpose road resealing level of service as Council's preferred option, without providing an alternative option. This approach is not recommended as it does not meet Long-Term Plan consultation requirements under section 93C of the Local Government Act (2002) which states that Council must consult on options (plural).

17. Option 3: Proceed to consult on the current fit-for-purpose level of service approach as Council's preferred option, whilst providing, as part of this consultation process, an alternative resurfacing policy which contains the option of a higher level of service (asphalt) for neighbourhoods upon request, with the cost of the higher level of service to be met via a targeted rate.

Council Staff recommendation

18. Council staff recommend that Council rescinds its earlier resolution to consult and continues the current level of service (Option 1 in the options analysis).

19. Providing a higher-than-required level of service, even when funded via a targeted rate, is not in the best interests of the community as a whole. This is because of the wider funding

impacts under proposed rates capping and the ongoing implementation costs, which are unlikely to be recouped.

20. If Council wishes to proceed with consultation, the report seeks direction on the draft policy criteria for a targeted rate payment option. This would allow for draft policy to be prepared and brought back to Council in February 2027. The draft policy would be used to inform Long-Term Plan consultation.

Next steps

21. If Council wishes to proceed, a draft policy will be presented in early 2027 solely to inform consultation. If Council continues the current fit-for-purpose approach, no further work is required.

BACKGROUND

22. From the early 2000s onwards a significant number of residential streets across Tauranga were constructed with asphalt surfacing at the date of development (i.e. by the developer). Tauranga City Council (Council) adopted a fit-for-purpose resurfacing level of service in 2012 which prioritises functionality, safety and durability at the lowest possible cost for ratepayers.

23. Under this level of service, resurfacing treatments are selected based on asset management principles, engineering requirements, network performance and affordability rather than retaining the original surface type.

24. Asphalt surfaces are used for:

- Commercial and industrial areas.
- The Tauranga city centre, Mount Mainstreet area and Greerton Village.
- Arterial routes.
- Collector roads with 10,000+ vehicle movements per day.

25. Chipseal is used for:

- Collector roads with less than 10,000 vehicle movements per day.
- Neighbourhood roads.

26. As asphalt residential streets reach the end of their service lives, some residents have requested that asphalt surfaces be retained due to perceived benefits including reduced noise, improved ride quality and enhanced appearance.

27. While asphalt can be delivered as a resurfacing treatment, providing asphalt in low-volume residential streets generally represents a higher level of service than the minimum asset requirement. The additional cost associated with asphalt renewal is significant and is not currently funded within Council's transportation renewal programme. Additionally, NZTA's current funding approach (51% of the resealing cost for local roads) means they will only contribute funding as a proportion of the fit-for-purpose cost (i.e. if Council chooses a higher than required service level, NZTA will still only fund 51% of the fit-for-purpose cost).

28. There has been ongoing lobbying from some ratepayers for options which enable them to access asphalt resurfacing rather than chipseal.

29. Most recently, on 18 August 2026, the City Future Committee resolved to consult on Council's current fit-for-purpose approach via the upcoming Long-Term Plan process, and requested staff to investigate a targeted rate mechanism for community-funded asphalt retention and report back to Council with funding, legal, policy and implementation considerations. (CFC/26/5/21)

30. This report responds to that decision.

AVAILABLE CHARGING MECHANISMS

31. There are limited options to meet the costs of asphalt resurfacing for those who want it (i.e. higher than required level of service). Council can fund levels of service via:

    - Fees & charges - discounted due to trial results, see below for more information.
    - General rate
    - Targeted rate
    - Subsidies, grants etc. - NZTA provide a subsidy towards road resealing costs, but only up to 51% of the cost of a fit-for-purpose solution.
    - Overheads - n/a, the Transport activity is not funded via overheads.

32. Under section 101(3) of the Local Government Act 2002 (LGA), Council must consider which funding source is appropriate for each of the activities it provides. This exercise is completed at an activity level by Council on a regular basis as part of Long-Term Plan processes.

33. A Funding Needs Analysis for road resealing options has been completed and is provided as Attachment 1. This Analysis identifies a targeted rate as the most appropriate tool to focus the cost of an increased level of service (asphalt on certain neighbourhood roads) onto the individuals driving the demand for this service. There is minimal wider public good delivered by roads which are asphalted in response to localised demand, for this reason funding via the general rate has been discounted.

Fees and Charges

34. During 2025/26 Council trialled lump-sum contributions (a fees and charges approach) as a mechanism to provide residents with upcoming road reseals the option of retaining asphalt rather than receiving the standard fit-for-purpose renewal treatment (chipseal).

35. Approximately 435 property owners across seven streets were offered the opportunity to contribute towards asphalt retention. Although residents expressed interest in retaining asphalt, only 35 responses were received from approximately 435 property owners contacted, with fewer than ten residents indicating a willingness to contribute financially. No street achieved sufficient participation to proceed.

36. The trial highlighted both the challenges associated with affordability and the significant administrative effort and cost required to investigate, communicate, consult and administer community-funded resurfacing options.

37. The results of this trial indicate that there is unlikely to be much, if any, uptake of a lump sum payment option due to the affordability barrier it poses for ratepayers. The consultation costs for this approach would be the same as for a targeted-rate approach, and are significant at $443,000 on a like-for-like basis, and $1.78 million on a city-wide basis (refer to Table 1 later in this report).

38. Council staff do not recommend completing consultation on a lump-sum payment option.

UTILISING A TARGETED RATE TO ENABLE ASPHALT FOR THOSE WHO WANT IT

39. The following sections are focused on the potential implications and factors that need to be considered if Council wishes to proceed with the option of a targeted rate. Further information on the option of a targeted rate, and the suitability of utilising a targeted rate, is provided by Attachment 1: Funding Needs Analysis.

40. As directed by Council, it specifically focuses on funding, legal, policy and implementation considerations.

41. A targeted rate is a specific type of property rate set by a local authority to fund specific activities or projects that benefit certain properties more than others. These rates are:

    - Compulsory for all properties within a defined area or category that benefits from the project.

- Flexible in application: Council can define which properties are included and how much each pays, based on factors such as property value, land use, or location.
- Spread over time: The cost is distributed across multiple rating years, making payments more manageable for ratepayers.

Funding considerations

Estimated costs

42. Estimated costs fall into three categories:
    - Consultation costs
    - Implementation costs
    - Resurfacing costs
43. Consultation costs would be funded from the general rate. They would be incurred regardless of whether a street achieves sufficient support for asphalt to proceed, and would not be recoverable.
44. Implementation costs include base data analysis, technical inputs and establishing the targeted rate, including digital review, GIS analysis and the legal process required under legislation.
45. Resurfacing costs refer to the direct delivery costs. The additional resurfacing costs related to providing asphalt on request could potentially be funded through the targeted rate. An allowance would also be needed for the shortfall in NZTA funding, as NZTA co-funds only the fit-for-purpose (chipseal) cost. The estimated costs of each surfacing scenario over the first three years of the resurfacing programme (FY28 to FY30) are summarised in the table below
46. The scenarios assessed are:
    - TCC fit for purpose – resurfacing under Council's current fit-for-purpose level of service.
    - Like for like – roads are resurfaced with their existing surface type (i.e. existing asphalt roads retain asphalt).
    - All AC – all roads in the programme are resurfaced in asphalt (asphaltic concrete).

Table 1: Estimated costs at a programme level

Estimated costs, FY28 to FY30 ($)						
Surfacing scenario	Consultation cost (general rates funded)	Implementation cost	Resurfacing/Rehab Cost	Additional Interest Cost	Total cost	Additional cost vs TCC current
TCC fit for purpose	0	0	73,457,885		**73,457,885**	–
Like for like	443,582	545,947	98,025,511	3,685,144	**102,700,184**	29,242,299
All AC	1,776,361	2,186,291	171,840,978	14,757,464	**190,561,094**	117,103,209

47. **Indicative cost per property**: A 500 m road section, 12 m wide, covers **6,000 m²**. Resurfacing it in asphalt at **$60/m²** would cost approximately **$360,000**. Shared across **50 houses** over an 18-year asset life equates to a cost **$400 per house** per year, before interest. As Council would borrow upfront to fund the additional resurfacing cost, **interest would add a further $360 per house per year**. With a one-off $160 implementation charge, the total targeted rate per householder would be $920 in year 1 and $760 a year from year 2 onwards.
48. Key Assumptions
    - The resurfacing programme has been estimated using dTIMS model outputs for the first three years (FY28 to FY30). This programme has not been field validated, so the actual streets, timing and treatments may change.

- The number of houses on each street has been estimated using Google Maps where possible. The actual number of properties may differ, which would affect consultation and implementation costs and the targeted rate per property.
- All asphalt scenario – the resurfacing/rehab cost does not include pavement reconstruction for roads where the existing pavement may not be strong enough to support an asphalt surface. This cost has not been estimated, as it cannot be reliably determined without a field-validated programme and structural testing at road level. The actual cost of the all asphalt scenario is therefore likely to be significantly higher than shown.
- Consultation cost has been estimated at $130 per property. This covers consultation and engagement with ratepayers, and the base data, requesting of invoices and technical inputs needed to prepare each street proposal. This cost is incurred regardless of whether a street reaches the required level of support and is not recoverable if the street does not proceed.
- Implementation cost has been estimated at $160 per property. This covers setting up the targeted rate, including GIS mapping of the affected properties and the legal process required under the Local Government (Rating) Act 2002. This cost is only incurred where a street proceeds.
- For example, for an average street of 50 properties, the consultation cost would be about $6,500 and the implementation cost about $8,000. If the street does not reach the required level of support, the $6,500 consultation cost would be a sunk cost. On an annual basis, this consultation cost is estimated as approximately $1m.
- All costs are indicative and should be treated as order-of-magnitude estimates to support decision-making, rather than final budgets. For the purposes of this report, interest has been excluded from the financial calculations.

Funding implications

49. The Local Government (Rates Capping) Amendment Bill was introduced to Parliament in August 2026 and if enacted will introduce a target range for rate increases. Under the proposed framework, the rates cap applies to the rates price per rating unit. Importantly, this definition includes general rates, uniform annual general charges, targeted rates and penalties on unpaid rates.

50. The initial ‘interim target’ range of 2%-4% applies from 1 March 2027 to 30 June 2029 and councils have been instructed to consider these ranges when setting the budgets for upcoming Long-Term Plans.

51. Whilst a targeted rate may still provide an equitable way of allocating the cost of a service to its beneficiaries, it will also consume part of Council's overall rates capacity. If Council is operating at the limit of the applicable rates target range and wishes to allow for additional expenditure via a targeted rate, consideration will need to be given to reducing existing levels of service or reprioritising already committed expenditure.

52. Under the proposed rates capping, the question shifts from:

    “Should Council provide this additional service, and who should pay for it?”

    to:

    “Is this additional service a greater priority than an existing service, and if rates capacity is constrained, what should change to accommodate it?”

53. This is a significant change for proposals that might otherwise have been funded through a user-pays targeted rate. The impacts of accommodating the increased expenditure no longer fall solely on those who are paying the targeted rate and may negatively affect the wider community whilst delivering no widespread positive benefits.

54. Whilst the impact of a targeted rate for asphalt on Council's overall rate capacity is likely to be small, Council is already facing very difficult decisions prioritising expenditure on initiatives that have a high level of wider public good, and this is expected to become more challenging under rates capping. Even small cost increases may have flow-on effects in terms of Council's overall funding capacity.

55. Additionally, the impact of a targeted rate for asphalt would contribute to rates increases on an ongoing basis, as streets would be added to the programme over time, accordingly to renewal timeframes.

56. Refer to the Financial Considerations section of this report for further information.

Legal considerations

57. Targeted rates are allowed for under Part 2 (sections 16–23) of the Local Government (Rating) Act 2002. The steps involved in establishing a targeted rate, as per legislation, are set out below:

58. Step 1 – complete a Funding Needs Analysis as per section 101(3) of the LGA. The funding needs analysis is the key part of determining whether a targeted rate is the appropriate funding mechanism. That includes considering who benefits from the additional level of service and the overall impact of allocating the cost in that way. The completed Funding Needs Analysis is provided as Attachment 1.

59. Step 2 – complete consultation. Any proposal to establish a targeted rate must be consulted on under the LGA via Annual Plan or Long-Term Plan processes. The proposal should be sufficiently developed to clearly explain what is proposed, the reasonably practicable alternatives, the additional cost/rates impact and Council's preferred approach.

60. Step 3 – if Council decides to proceed with a targeted rate, following consultation, the detailed rate will then need to comply with sections 16–18 of the Local Government (Rating) Act 2002. In simple terms, section 101 of the LGA addresses why and from whom the additional level of service should be funded, while the Rating Act provides the mechanism for structuring the targeted rate, including identifying the properties subject to it and the basis for calculating liability.

61. The final funding approach will also need to be consistent with Council's Revenue and Financing Policy under section 103.

62. From a wider legislative perspective, Council should consider the impacts of proposed targeted rates under the Local Government (Rates Capping) Amendment Bill. This is discussed in the previous section (funding considerations).

Policy considerations

63. If Council wishes to proceed to consultation via the Long-Term Plan, the next step will be to develop a draft policy to inform consultation. If, following consultation, Council decides to proceed with a targeted rate to enable asphalt on-demand, this draft policy would be reviewed, amendments made as required, and return to Council for approval.

64. A policy would be required to ensure consistent implementation, as a targeted rate for asphalt on-demand would be imposed in response to request and subject to sufficient support from the impacted ratepayers. This differentiates it from existing targeted rates which are imposed for larger catchment areas, under specific conditions, and allowed for under Council's existing Standards for Developing Levels of Service Policy.

65. If Council wishes to proceed with development of a draft policy for consultation purposes, the draft policy would be presented to Council in early 2027. Given this relative short turn-around time, this report seeks Council direction on key policy criteria ahead of drafting.

Criteria 1 – which roads can receive asphalt via a targeted rate

66. Option 1a - any road which is scheduled to be resurfaced in chipseal (regardless of its existing surface). (recommended)

67. This would mean ratepayer/residents of all roads scheduled to be resealed in chipseal would be contacted ahead of time and offered the opportunity to upgrade to/retain asphalt via a targeted rate (and subject to sufficient neighbourhood support). For roads which are currently in chipseal there may be higher costs, as the underlying road pavement may not be suitable for asphalt and need to be rebuilt.

68. This approach is the most equitable approach and does not create two different levels of service based on location. However, it would cost Council more and some of these costs would not be recouped.

Advantages	Disadvantages
Is the most equitable approach, as everyone is offered the same opportunity regardless of location or their existing road surface. Removes a potential source of ratepayer dissatisfaction.	Will take greater resources to administer, and as such, will cost Council more, as more roads would be eligible for asphalt via a targeted rate. Converting existing chipseal roads may require pavement reconstruction, increasing the targeted rate, construction timeframes and neighbourhood disruption. Investigation and engagement costs would be incurred even where a street does not achieve sufficient support to proceed.

69. Option 1b - only those roads which are already asphalt but are scheduled to be resurfaced in chipseal. (not recommended)

70. This would mean ratepayer/residents of roads scheduled to be resealed in chipseal, and which were currently asphalt, would be contacted ahead of time and offered the opportunity to retain asphalt via a targeted rate (and subject to sufficient neighbourhood support).

71. This approach raises significant equity issues. There may be roads across the city which are currently chipseal (either because they have always been chipseal, or because they were resealed in chipseal under the fit-for-purpose service level), but where the ratepayers would like to upgrade to asphalt via a targeted rate. It would be inequitable if these ratepayers were not allowed to pay for asphalt on request.

Advantages	Disadvantages
Limits administrative work and complexity for Council staff, and reduces administrative cost, as fewer roads would be considered for asphalt. Avoids extending the scheme to chipseal roads whose underlying pavement may need rebuilding to accommodate asphalt, limiting exposure to additional construction costs and disruption.	This approach is inequitable. If Council is willing to bring in the option of asphalt on-demand via a user pays model (targeted rate), it is very hard to justify not offering this opportunity for any group of ratepayers willing to pay. Likely to create ratepayer dissatisfaction. Eligibility would depend on historical surfacing and renewal timing rather than current willingness to pay, excluding streets previously converted from asphalt to chipseal under Council's existing policy.

<u>Criteria 2 – Targeted rate catchment is administered at a street level</u>

72. This is the recommended approach. For the operational reasons expanded on below, an alternative approach has not been included within the recommendations section.

73. Papamoa Residents and Ratepayers Association have requested that Council consider a sub-division approach, where all residents within a subdivision are charged a targeted rate on an ongoing basis which then enables their road to be resealed in asphalt at the point it requires resurfacing (see Attachment 2).

74. There are existing targeted rates issued for a small number of Comprehensive Development Areas[1] across Tauranga, such as The Lakes Targeted Rates, which are an additional uniform charge payable by ratepayers in recognition of the higher than usual costs required to maintain the public streets and street gardens in the area.

75. However, these differ from what is proposed by the Papamoa Residents and Ratepayers Association, as this higher level of service (and associated targeted rate) is clearly established and agreed to at the development stage. It is essentially an agreement made between Council and the developer. The ratepayer benefits from the higher level of service for the duration of their ownership of the property and it is largely used to fund operational expenditure rather than capital expenditure (i.e. garden and streetscape maintenance). These targeted rates do not cover road renewal costs (many of the roads in these areas which are asphalt will be resealed in chipseal under the current level of service).

76. Council staff consider that a targeted rate for asphalt resealing at a sub-division level would be more complex, less transparent and harder to administer equitably than a street-level approach. There are significant challenges and complexities which mean that charging a targeted rate at a sub-division level (or a catchment level) is not recommended. These issues do not establish that a sub-division approach is inherently impossible, but further policy development and financial modelling work would be required before its practicality could be further assessed. Council staff do not recommend completing further work for the following reasons.

    - Uncertain ratepayer support, particularly where payments would begin well before a road is renewed:
        - Some roads within subdivisions may have already recently been resealed, or not be scheduled for resealing for several years, and the ratepayers on these roads are unlikely to support a targeted rate for a level of service they will not benefit from until an extended time period has passed.
    - Sub-divisions are not recognised geographical catchments (except recent developments which have been formalised as Comprehensive Development Areas). Council staff would need to create to sub-division catchments using meshblock units[2]. This would be time consuming and these are unlikely to align with the public's perception of sub-division boundaries. Additionally, many areas of the city were not developed as defined sub-divisions, but instead in an ad-hoc manner over a longer stretch of time, making the boundary lines between areas highly subjective. Council staff in the GIS area and the information management area have confirmed there are no existing information structures in place which would allow them to identify sub-division catchments.
    - Different costs between streets. Road widths, pavement condition and reconstruction requirements would vary. A uniform sub-division-wide charge could result in properties on lower-cost streets subsidising more expensive upgrades elsewhere. Street-specific charges could address this, but would reduce the simplicity of a single sub-division rate.
    - Mismatch between revenue collection and expenditure. Renewals would occur at different times, while all properties would contribute on an ongoing basis. Council would need a long-term funding model to determine whether advance collections would cover upcoming works, when borrowing would be required, and how financing costs, inflation and any surplus or shortfall would be allocated.

[1] 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.
[2] The smallest geographic unit for which statistical and census data is collected and processed by Stats NZ

- Sub-division-wide support could conceal street-level opposition. An overall support threshold could be met even where most owners on a particular street oppose paying for asphalt. Requiring sufficient support on each street would address this concern, but would effectively return the decision-making process to street level.
- Different eligibility for additional asphalt costs. Some roads within a sub-division may already warrant asphalt under Council's fit-for-purpose approach. The funding model would need to distinguish the standard, generally funded treatment from the additional amenity being purchased, so that an enhancement charge does not recover costs that would have been met under the standard renewal programme.
- Uncertainty about delivery dates and costs. Condition assessments, deterioration and other infrastructure works may change renewal timing and treatment requirements. Collecting money years in advance could create expectations that Council cannot confidently meet. Rules would be needed for delays, changed treatments and the management of accumulated funds.

  Additionally, it would be extremely difficult to accurately forecast delivery cost at a subdivision level. In many cases Council would be collecting costs significantly ahead of when the works are scheduled (given asset life is estimated around 18 years), meaning that the costs would be based on today's prices plus forecast inflation. This would introduce high levels of uncertainty.

  In Council's own financial planning, budgets are developed for three years in-detail via the Long-Term Plan and adjusted each year to reflect cost changes. Later years (year 4 and beyond in the Long-Term Plan) are indicative only and highly caveated. This could mean that the targeted rate Council consults on may increase substantially due to actual cost increases at the time of delivery. If the targeted rate does not recover the full cost of the works, any resulting shortfall may ultimately need to be funded from general rates, shifting costs from the targeted subdivision to the wider ratepayer base.
- Difficulty changing or discontinuing the scheme fairly. Some streets could receive asphalt funded partly by contributions from streets still awaiting renewal. If the scheme were discontinued or its boundaries changed, Council would need to resolve outstanding borrowing, unspent contributions and the position of properties that had paid but had not yet received an upgrade.

<u>Criteria 3 – Surveyed beneficiaries</u>

77. Option 3a - Ratepayers only (recommended)

78. Ratepayers only would be invited to provide formal written indication as to whether they wish to have their road resealed in asphalt on a user pays (targeted rate) basis. The expected cost[3] and repayment period would be provided to allow for informed consent.

Advantages	Disadvantages
Decreases the likelihood of ratepayers paying for a targeted rate which they do not support.	Discounts the views of residents who still may prefer asphalt but do not own the property they live in.
Aligns the formal indication of support with the properties liable for the targeted rate and simplifies administration by avoiding separate resident and ratepayer responses for the same property.	Does not resolve how payment obligations would be communicated to future property owners, who would not have participated in the original survey (potentially these could be noted on properties' Land Information Memorandum).

79. Option 3b - Ratepayers and residents (not recommended)

[3] Expected cost would be caveated, as actual cost may differ.

80. Both ratepayers and residents would be invited to provide formal written indication as to whether they wish to have their road resealed in asphalt on a user pays (targeted rate) basis. The expected cost[3] and repayment period would be provided to allow for informed consent. When the ratepayers and the residents were the same, they would be only allowed to provide their consent as the ratepayer (i.e. they would not get 'two votes').

81. Whilst this is feasible, it is not recommended, as it includes a sub-group within the decision-making process who would benefit from asphalt but not be required to pay for it. Additionally, Council have no existing relationship with residents of properties, only the owners (ratepayers) and additional resources would be required to complete the administrative processes involved in contacting residents (and Council still may not capture all residents).

Advantages	Disadvantages
Considers the views of residents who may prefer asphalt but do not own the property they live in. Provides broader feedback on neighbourhood amenity, including perceived noise, ride quality and appearance benefits experienced by people living on the street.	Increases the likelihood of ratepayers paying for a targeted rate which they do not support. Requires additional processes to identify residents, reconcile resident and owner responses and prevent duplicate participation, increasing administration and requiring clear rules for counting support.

Criteria 4 – how non-respondents are counted

82. Option 4a - As a 'no' (i.e. do not support a targeted rate). (recommended)

83. Council traditionally has a low level of response when contacting ratepayers (and/or residents). For example, when Council contacted approximately 435 property owners across seven streets to offer them the opportunity to contribute towards asphalt retention, only 35 responses were received.

84. Assuming a non-response indicates support is extremely risky, and not justifiable. The most reasonable approach would be to assume that a non-response means that ratepayers accept the default level of service, chipseal. Excluding non-respondents from results count has potential to result in a high number of people who then are required to pay a targeted rate that they did not want or support. This could lead to resident dissatisfaction and non-payment.

Advantages	Disadvantages
Is the approach which minimises the number of ratepayers paying a targeted rate which they do not want. Recognises that no response does not equate to support. Minimises affordability issues.	May make it significantly more unlikely that sufficient support is received to enable asphalt resurfacing via a targeted rate. Non-response does not establish actual opposition. Given the low response to the previous trial, this approach could prevent willing households accessing asphalt and leave Council with unrecoverable engagement costs where proposals do not proceed.

85. Option 4b - Excluded from the results count.

Advantages	Disadvantages
May increase the likelihood of asphalt for those who want it. Avoids treating an absence of feedback as an expressed objection, basing the reported	There are likely to be higher numbers of ratepayers who are paying a targeted rate that they do not want. Potential increase in the number of

support percentage on explicit responses.	complaints to Council. May increase affordability issues. With low response rates, a small proportion of all liable properties could determine the outcome for the whole catchment. Disputed support may increase non-payment and collection risks.

Criteria 5 – Required minimum level of support for a targeted rate to be implemented

86. Note - whether this figure includes everyone surveyed, or only those who respond, is determined by Criteria 5 above. The advantages and disadvantages of each approach are also similar to those under Criteria 5.

87. Option 5a: 80% or more support a targeted rate. (recommended)

Advantages	Disadvantages
Minimises the number of ratepayers paying a targeted rate which they do not want. Minimises affordability issues for residents, as majority support required for the additional costs. Provides stronger evidence of willingness to pay than a 50% threshold and may reduce disputes and collection difficulties. This protection is weaker if non-respondents are excluded under Criteria 5.	May make it significantly more unlikely that sufficient support is received to enable asphalt resurfacing via a targeted rate. Council would still incur investigation and engagement costs for streets that fall short of the threshold. Achieving 80% support does not establish affordability for every liable property, and dissenting properties would still have to pay.

88. Option 5b: 50% or more support a targeted rate (i.e. potentially 50% oppose a targeted rate).

Advantages	Disadvantages
Those who want asphalt are much more likely to receive it.	There will potentially be large numbers of ratepayers who are paying a targeted rate that they did not want. Potential increase in the number of complaints to Council. Potential for increased affordability issues for residents. Provides weaker evidence of broad willingness to pay than an 80% threshold, increasing the risk of disputes, non-payment and collection costs. If non-respondents are excluded, support could represent substantially less than half of all liable properties.

Criteria 6 – Council will consider resealing roads only in accordance with the scheduled resurfacing, or within the 12-month period ahead of the scheduled resurfacing.

89. This is the recommended approach.

90. The alternative (resealing in asphalt at any time, if there is sufficient support from ratepayers) is not provided as an alternative policy option as:

- It would be difficult to manage, from an implementation perspective.
- It does not enable accurate forecasting of expenditure.
- It does not conform with the following principles recently adopted by Council to guide development of the Long-Term Plan:
    - Look after what we've got
    - Value for money
- NZTA is unlikely to provide subsidies for roads being replaced when it is not necessary.
- Premature replacement would forgo the remaining service life of the existing surface and could divert resources from condition-based renewals.
- Investigations, funding arrangements and any underlying road pavement reconstruction would add delivery complexity and neighbourhood disruption outside the planned renewal cycle.

Criteria 7 – A payment period is which is based on the average expected life of the asset (18 years)

91. This is recommended as the most appropriate payment period, balancing affordability for those paying the targeted rate with the need to ensure Council receives the additional required payments for the asset within its lifetime.

92. No alternative approach is offered, as no alternative approach is considered as feasible or justifiable from a payment perspective. Reducing the repayment schedule to a period of less than the asset life will increase payments for ratepayers unnecessarily. Extending the payment period for longer than the asset life could potentially result in an overlap period where ratepayers were paying two sets of targeted rates for the same service (resurfacing of the road) and increase the likelihood of non-payment.

Criteria 8 – How Council manages uncertainty regarding asset life, i.e. actual asset life may be considerably longer or shorter than expected.

93. Option 8a: Adopt a short repayment period (8 years) to ensure Council fully recoups costs regardless of asset life

Advantages	Disadvantages
Ensures Council fully recovers the additional asphalt cost well within the expected 18-year asset life, even if the surface wears out earlier than expected. Avoids an overlap period where ratepayers could be paying for the same service twice. Shortens the period over which Council carries borrowing and administers the rate, reducing the long-term obligations and the long 'tail' if the scheme were later discontinued.	Increases the annual targeted rate for participating properties, as the cost is recovered over less than half of the expected asset life. Worsens affordability, particularly for those on low or fixed incomes, and, given the affordability barrier seen in the lump sum trial, makes it less likely that a street will reach the required level of support. Current owners would meet the full cost in a shorter period, meaning that potentially future owners would benefit from a service they had not paid for (equity issue). The higher annual rate would also consume more of Council's rates capacity.

94. Option 8b: Absorb additional costs associated with a shorter than expected asset life.

Advantages	Disadvantages

Allows the payment period to match the expected asset life (18 years), keeping the annual targeted rate lower and more affordable for participating ratepayers. Avoids charging ratepayers more than is necessary to cover the expected cost, and is consistent with the recommended payment period under Criteria 7. Households are not required to carry the risk that the asphalt wears out earlier than expected, which supports ratepayer acceptance and reduces disputes and non-payment.	Any shortfall from a shorter than expected asset life would not be recovered from the benefiting properties and may ultimately need to be funded from general rates, shifting costs from the targeted street to the wider ratepayer base, who receive no direct benefit. Would use more of Council's overall rates capacity under the proposed rates capping legislation, potentially requiring other services to be reprioritised or reduced. Asset life is uncertain and the size of any shortfall cannot be forecast reliably. NZTA co-funds only the fit-for-purpose cost, so Council would carry this exposure, which would build as more streets are added to the programme over time.

Implementation considerations

95. If Council decides to proceed with a targeted rate for asphalt, it would need to be built into the existing resurfacing programme. A street-level process would generally involve the following steps.

- Identification of eligible streets – use the forward resurfacing programme (dTIMS outputs) to identify streets due for chipseal renewal, then confirm them through field validation.
- Investigate and cost each street – check whether the existing pavement is suitable for asphalt, particularly for roads that are currently chipseal, and estimate the additional cost and the targeted rate per property.
- Survey ratepayers – contact affected ratepayers with the expected cost, repayment period and decision process, then collect and verify responses against the agreed support threshold.
- Set up the rate – include confirmed streets in the Funding Impact Statement and the annual rates resolution, and set up the rating records for affected properties.
- Deliver the works – procure and deliver the asphalt within the renewal programme, and manage contract changes, traffic management and communication with residents.
- Administer the rate over the asset life – including collection, enquiries, property sales (including possible notation on Land Information Memoranda), arrears and non-payment.

96. Lead times: The process would need to start well ahead of the planned renewal, typically 18–24 months before. This allows time for investigation, engagement and inclusion in the rates-setting process. Streets that do not reach the support threshold in time would be resurfaced in chipseal as planned, so that necessary renewals are not delayed.

97. Resourcing: The process would need dedicated staff time across Transport, Rating, Engagement and Legal. The estimated consultation costs in paragraph 49 would be incurred whether or not individual streets proceed. If Council chooses to proceed, these costs would need to be funded within existing budgets or added to them.

98. Programme certainty: The resurfacing programme is modelled and not yet field validated, so streets and timing may change. Changes after a targeted rate has been agreed with residents could cause dissatisfaction and add administration. Clear rules would be needed for delays, changes in treatment and cost variations.

99. Delivery and network impacts: Mixing chipseal and asphalt treatments within the programme, and converting some chipseal roads to asphalt, may affect procurement, contractor

scheduling and construction disruption. Different outcomes on neighbouring streets may also produce inconsistent surfacing across the network.

100. NZTA funding claims: Council would need to separate the fit-for-purpose cost, which NZTA co-funds, from the additional asphalt cost, which is funded locally. This would ensure funding claims remain accurate and are not put at risk.

101. Monitoring and review: Uptake, costs, recovery rates and complaints should be tracked so that Council can review whether the scheme is achieving its intended outcomes and remains worthwhile.

Summary of the advantages and disadvantages of a targeted rate for asphalt

Advantages	Disadvantages
Provides an opportunity for those who want asphalt to request it (choice) Focuses (some) of the additional costs on those who directly benefit. Spreads costs over multiple years, making it more affordable from a ratepayer perspective.	Will consume part of Council's overall rates capacity under the proposed rates capping legislation (potentially requiring other services to be reprioritised or reduced). Will be time-consuming and costly to implement, and administrative costs will not be recouped. Will result in some ratepayers being unhappy regardless, either because they are paying for a level of service they did not want, or because there was not enough support for them to receive the outcome they requested (asphalt). Potential affordability issues for those on low or fixed incomes. Does not align with NZTA's policy settings for funding.

STATUTORY CONTEXT

102. Refer to the earlier section in this report which outlines legislative considerations.

STRATEGIC ALIGNMENT

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

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

104. The road resealing programme is a key part of Council's Transport renewals programme and is essential to maintaining a safe and accessible roading network for the community.

OPTIONS ANALYSIS

105. This options analysis focuses on the next steps for Council, i.e. should Council proceed with consultation or not, and if so, what should Council consult on. The advantages and disadvantages of a targeted rate for asphalt are discussed earlier in this report.

Option 1: Maintain current approach, no additional consultation

106. Continue with the current fit-for-purpose road resealing level of service, without consultation (requires rescinding the previous 18 August 2026 City Future Committee resolution (CFC/26/5/21(f)(i)).

107. Additional costs: none

108. Risk: ratepayers who have advocated for asphalt resurfacing on neighbourhood roads and minor collector roads are unhappy. Council's current road resealing policy focuses on providing a fit-for-purpose resealing programme at the lowest possible cost and there are no safety or functionality issues with the current approach.

Advantages	Disadvantages
Maintains the lowest-cost, fit-for-purpose approach, with treatments selected for safety, functionality and engineering need. Protects available funding for network renewals and remains aligned with NZTA's funding approach. Avoids additional consultation, draft policy development and targeted rate administration costs, allowing staff to focus on the existing renewal programme. Does not led to the potential introduction of additional rates requirements for an enhanced service or consume rates capacity that may be needed for other services under proposed rates capping. Can continue under existing level of service and funding arrangements; consultation is not required to retain the current level of service.	Requires Council to rescind its previous decision to consult. Does not provide the wider community with a formal opportunity through this process to comment on resurfacing preferences, affordability or willingness to fund a higher level of service. Provides no additional pathway for neighbourhoods willing to pay for asphalt where chipseal is the fit-for-purpose treatment. May perpetuate dissatisfaction among residents seeking asphalt retention.

Option 2: Consult on current approach without providing an alternative

109. Proceed to consult on the current fit-for-purpose road resealing level of service as Council's preferred option, without providing an alternative option.

110. Additional costs: Largely staff time at this stage. Includes preparation of consultation material, analysis of submissions, and preparation of a deliberations report.

111. Risk: This approach is not recommended as it does not meet Long-Term Plan consultation requirements under section 93C of the Local Government Act (2002) which states that Council must consult on options (plural).

Advantages	Disadvantages
Follows Council's previous direction to consult on the current fit-for-purpose approach through the Long-Term Plan. Provides a formal opportunity to explain the engineering, funding and affordability rationale for the current level of service and obtain community feedback before confirming the approach.	Is not legislatively compliant with Long-Term Plan consultation requirements under the Local Government Act 2002 Incurs staff time and costs for consultation material, submissions analysis and deliberations, although consultation is not required simply to retain the current level of service.

Retains the lowest-cost, NZTA-aligned approach as Council's preferred option, supporting network-wide renewal priorities. Requires less policy development and financial modelling than preparing a targeted rate alternative.	Without a developed alternative and its additional cost/rates implications, feedback may be less useful in assessing willingness to pay for asphalt. May be perceived by those seeking asphalt as offering limited choice and may not resolve their dissatisfaction. If feedback prompts Council to pursue a targeted rate, further policy, legal and financial work and potentially further consultation would be needed before implementation.

Option 3: Consult on current approach, with the alternative option of a targeted rate

112. Proceed to consult on the current fit-for-purpose level of service approach as Council's preferred option, whilst providing, as part of this consultation process, an alternative resurfacing policy which contains the option of a higher level of service (asphalt) for neighbourhoods upon request, with the cost of the higher level of service to be met via a targeted rate.

113. Additional costs: Largely staff time at this stage. Includes preparation of a draft policy, consultation material, analysis of submissions, and preparation of a deliberations report. If, following consultation, Council decides to proceed with a targeted rate there will be ongoing cost implications (not all which would be recoverable via the targeted rate).

114. Risks: that Council consults on a targeted rate, but does not implement it, increasing dissatisfaction amongst those who support it, or that Council decides to implement a targeted rate in response to feedback, but either spends substantial resources on developing and implementing processes and policy with low levels of subsequent uptake, or gets substantial uptake and therefore has to reduce levels of service elsewhere to enable implementation under future rates caps.

Advantages	Disadvantages
Follows Council's direction to consult on the current approach and responds to its request to investigate a targeted rate mechanism. Enables an informed comparison between fit-for-purpose resurfacing and a defined alternative, including additional costs, affordability, funding implications and proposed policy criteria. Seeks feedback regarding the level of community support and willingness to pay before Council decides whether to establish a scheme; noting that consultation does not commit Council to implementation. If subsequently adopted, could offer neighbourhoods a pathway to asphalt while allocating the additional cost of the asphalt to the benefiting properties and spreading payments over the expected asset life.	Requires additional draft policy development, legal and financial analysis, consultation and deliberations before there is certainty of implementation or sufficient neighbourhood participation. These costs will not be recoverable. May raise expectations that asphalt will be available, increasing dissatisfaction if Council does not adopt the scheme or a neighbourhood fails to meet the support threshold. The unsuccessful upfront contribution trial indicates participation risk, although willingness to pay through a targeted rate remains untested. If a targeted rate is implemented, low uptake could leave substantial development and administration costs spread across few projects (or require greater funding from the general rate take).

Allows Council to retain fit-for-purpose provision as its preferred approach while transparently considering requests for a higher level of service.	If implemented, a targeted rate would still consume overall rates capacity under the proposed rates-capping framework and could require reprioritisation or reductions in other services. NZTA funding would remain limited to its contribution towards the fit-for-purpose treatment, rather than the additional asphalt cost. Implementation would require detailed rules for eligibility, benefiting properties, support thresholds, cost recovery and future obligations, with ongoing administration. Some properties could be required to pay despite opposing the enhanced service; affordability and differences between neighbourhoods would remain concerns.

Alternative Option

115. An alternative approach would be to consult on the current fit-for-purpose level of service approach as Council's preferred option, whilst providing, as part of this consultation process, an alternative resurfacing policy which contains the option of a higher level of service (asphalt) for neighbourhoods upon request, with the cost of the higher level of service to be met via a lump sum payment.

116. This could occur alongside consultation on option of a targeted rate, or as the sole alternative to Council's current fit-for-purpose service level. However, it is not recommended that Council consults on this approach as the previous trial indicated that affordability barriers were substantial, with no roads successfully proceeding to asphalt, whilst the consultation and administration costs were high.

RECOMMENDED APPROACH

117. The previous direction of Council, via the City Future Committee on 18 August 2026, was that Council's current fit-for-purpose level of service for road resealing would be consulted on via the upcoming Long-Term Plan consultation process.

118. The recommendations of this report have been drafted to provide Elected Members with the choice of proceeding in this direction.

119. However, following the completion of further work to inform this report, Council staff continue to view the provision of a higher-than-required level of road resealing, even when funded by the community via a targeted rate, as not in the best interests of the community as whole.

120. This is due to a range of factors including the potential wider funding impacts under proposed rates-capping legislation and the ongoing implementation costs that a road resealing policy would incur, with a low likelihood of these costs being able to be recouped via the proposed targeted rate (i.e. it is expected, based on the lump sum contribution trial, that there will be a low level of uptake for the targeted rate, however there will ongoing additional staff costs required to administer the policy, regardless of uptake).

121. Council staff recommend the following:

That the City Future Committee:

Rescinds the 18 August 2026 City Future Committee resolution (CFC/26/5/21(f)(i)) to consult on Council's current fit-for-purpose resurfacing policy as Council's preferred

option via the upcoming Long-Term Plan and directs Council staff to continue to implement the current level of service as per existing practice.

FINANCIAL CONSIDERATIONS

Capital costs

122. Council's current fit-for-purpose capital resurfacing programme is estimated at $73.5 million over FY28 to FY30 (refer to Table 2 below).

123. Retaining asphalt on a like-for-like basis would add an estimated $26.3 million (around 36%) over the same period, while resurfacing all roads in the programme in asphalt would add an estimated $106.1 million (around 144%). As NZTA co-funds only 51% of the fit-for-purpose cost, the full additional cost of asphalt would need to be funded locally through rates.

Table 2: Estimated capital costs (based on the resurfacing programme for FY28 to FY30)

Estimated Capital Costs, FY28 to FY30 ($)		
Surfacing scenario	**Resurfacing/Rehab Cost**	**Additional cost vs TCC current**
TCC fit for purpose (Current)	73,457,885	–
Like for like	98,025,511	26,266,736
All AC	171,840,978	106,059,973

124. Renewal reserves are insufficient to meet this additional capital requirement, so it would need to be loan funded and would incur interest costs. It would also draw on Council's borrowing capacity, which may require other capital projects to be deferred or cancelled.

125. The associated engagement, implementation, depreciation, loan repayment and interest costs also need to be considered when assessing the full financial impact.

Operational costs and rates impact

126. The key financial consideration is the impact on rates. Under the proposed rates-capping framework, targeted rates are included in the rates price per rating unit measured against the 2%–4% interim target range (applying from 1 March 2027 to 30 June 2029). Any additional rates required to deliver asphalt, whether funded from general rates or a targeted rate, would consume part of Council's capped rates capacity. Where Council is operating at the limit of that range, every additional dollar of rates for asphalt would need to be offset by an equivalent reduction or reprioritisation of existing services.

127. As shown in the table below, the additional rates required over FY28 to FY30 is estimated at $8.77 million for the like-for-like scenario ($0.44 million general rates and $8.33 million targeted rates) and $35.12 million for the all-asphalt scenario ($1.78 million general rates and $33.34 million targeted rates). Under the rates cap, this is the amount by which existing levels of service would need to be reduced if Council is operating at the limit of the target range.

128. The general rates component reflects consultation costs (estimated at $130 per property), which would be incurred regardless of whether a street proceeds and could not be recovered through a targeted rate. These costs would fall on all ratepayers. The 2025/26 lump-sum trial, in which fewer than ten of approximately 435 property owners indicated a willingness to contribute, suggests uptake may be low, increasing the share of costs carried by general rates relative to the number of streets that benefit.

129. For properties on a participating street, the indicative targeted rate would be $920 in the first year ($160 implementation cost plus the $760 annual rate), then $760 per year from year 2 onwards.

130. The rates impact would be cumulative. As further streets are added to the programme in line with renewal timeframes, each would add to the rates requirement for the life of the asset, alongside ongoing administration costs. This would place continuing pressure on rates capacity in future years.

131. All estimates are order-of-magnitude only, based on dTIMS outputs that have not been field validated and on estimated property numbers, and would be refined as part of developing a draft policy.

Table 2: Additional rates funding at a programme level

Additional Rates Funding FY28 to FY30 ($)			
Surfacing scenario	**Additional General Rates**	**Target Rates**	**Additional Total Rates**
Like for like	**443,582**	**8,325,695**	**8,769,278**
All AC	**1,776,361**	**33,340,937**	**35,117,298**

Notes

- Asset life: resurfacing life expectancy is assumed to be 18 years.
- Property numbers: assumes one house per 10 m of road.
- **Rates cap effect**: if Council is operating at the limit of the rates target range, existing levels of service in other areas would need to reduce by the Additional Total Rates amount shown in the table above.
- Household targeted rate: $920 in the first year ($160 implementation cost plus the $760 annual rate), then $760 per year from year 2 onwards.

RISKS AND LEGAL IMPLICATIONS

132. The legal considerations relating to the option of a targeted rate to enable a higher level of service (asphalt) for those who want it are discussed earlier in this report.

133. The primary risks relating to consulting on the option of a targeted rate are:

- Expectations and dissatisfaction: Consultation may raise expectations that asphalt will be available. If Council subsequently decides not to implement a targeted rate, those supporting the proposal may be more dissatisfied. Consultation does not constitute a commitment to implementation.
- Unrecoverable development costs: Council will incur staff time and costs for draft policy development, financial and legal analysis, consultation and deliberations before knowing whether a scheme will proceed. These costs would not be recovered even if a targeted rate is introduced.
- Quality of feedback: Support for asphalt may not translate into willingness to pay. Even if consultation clearly explains the additional rates, eligibility criteria, required support and wider funding trade-offs, feedback may not provide a reliable basis for deciding whether to establish a scheme. The unsuccessful upfront contribution trial indicates participation risk, but willingness to pay through a targeted rate remains untested.

134. The primary risks regarding to the implementation of a targeted rate are:

- Rates capacity and wider service impacts: Under the proposed rates-capping framework, a targeted rate would consume part of Council's overall rates capacity. Accommodating the additional expenditure could require reprioritisation or reductions in other services, with impacts extending beyond the properties receiving asphalt.
- Low uptake and unrecoverable costs: Scheme development, street-level engagement and administration would incur costs regardless of whether individual projects proceed. Low participation could leave Council meeting substantial costs that cannot be recovered from benefiting properties or NZTA.

- Affordability, equity and dissatisfaction: A compulsory targeted rate could require properties to pay for a higher level of service they do not want or cannot readily afford. Conversely, residents willing to pay may be unable to obtain asphalt if their street does not meet the support threshold. Different outcomes between neighbourhoods may generate further complaints.
- Funding and lifecycle exposure: NZTA's contribution would remain limited to the fit-for-purpose treatment, leaving the additional asphalt cost to be funded locally. Financing, maintenance, renewal and reinstatement costs require further assessment to ensure costs are appropriately recovered. The Funding Needs Analysis also identifies a risk of NZTA withdrawing contributions where Council delivers service levels above fit-for-purpose.
- Legal and policy compliance: The targeted rate would need to comply with the rating legislation and Council's Revenue and Financing Policy. Unresolved or unclear rules for eligibility, benefiting properties, catchment boundaries, support thresholds, cost recovery and future property owners could create disputes and implementation difficulties.
- Programme delivery and construction: Street-level engagement and funding decisions would add complexity and could affect renewal timing. Converting roads that have never had asphalt may require pavement reconstruction, increasing costs, construction timeframes and neighbourhood disruption. Different renewal cycles and levels of support could also produce mixed surface treatments along a road.
- Long-term obligations and precedent: Recovering costs over the asset's life creates ongoing administration and payment obligations that would continue even if Council later discontinued the scheme, making it difficult to unwind. Approval may also create expectations for similar funding arrangements for other infrastructure enhancements.

TE AO MĀORI APPROACH

135. This report interacts with the Te Ao Māori principle of Tūmanako (the objectives and aspirations of the community). There are implications for tangata whenua, along with the wider community, in terms of funding, equity and ability to pay. These are explored in more detail in the Funding Needs Analysis provided as Attachment 1.

136. If consultation proceeds via the Long-Term Plan, consideration will be given to ensuring engagement is inclusive and accessible, including opportunities for mana whenua and Māori communities to provide feedback.

CLIMATE IMPACT

137. Both chipseal and asphalt require energy and materials for manufacture and installation. The Transport Activity actively considers on an ongoing basis how the delivery of services can be improved to reduce emissions and increase sustainability. As opportunities are identified, these are integrated into business-as-usual operations where possible.

CONSULTATION / ENGAGEMENT

138. No consultation has occurred to-date regarding options for road resurfacing. Council's previous report on 18 August 2026 confirmed continuation of the current fit-for-purpose road resealing policy for residential road renewals and indicated that this approach would be consulted on as part of the upcoming Long-Term Plan 2027-2037 process.

139. This report provides Council with the option of:

- rescinding the previous decision to consult, and to continuing to provide road resealing as per the current fit-for-purpose policy, in which case consultation would not be required.

OR

- proceeding to consult on Council's current fit-for-purpose resurfacing policy as Council's preferred option via the upcoming Long-Term Plan and providing, as part of this

consultation process, an alternative resurfacing policy which contains the option of a higher level of service (asphalt) for neighbourhoods upon request, with the cost of the higher level of service to be met via a targeted rate.

SIGNIFICANCE

140. 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.

141. In making this assessment, consideration has been given to the likely impact, and likely consequences for:

(a) the current and future social, economic, environmental, or cultural well-being of the district or region

(b) any persons who are likely to be particularly affected by, or interested in, the decisions.

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

142. In accordance with the considerations above, criteria and thresholds in the policy, it is considered that the decisions of this report (whether to proceed with consultation or not) are of medium significance but that a decision to implement a targeted rate for asphalt would be of medium to high significance. This assessment is due to:

- The potentially high-cost impacts, which may result in affordability issues for individuals and for Council (from a total budget perspective, under rate capping).
- The impact on Transport's capex programme.
- The difficulty in reversing a targeted rate once established (particularly as for those residents/streets which had opted in, would need to kept paying the targeted rate even if Council's approach changed, creating a long 'tail' before the programme could be fully dis-established).

143. However, if Council decides to rescind its previous decision to consult, and to maintain its existing fit-for-purpose road resealing policy, the decisions of this report would be of low significance under Council's Significance and Engagement Policy.

ENGAGEMENT

144. Officers are of the opinion that, if Council wants to proceed with consideration of a targeted rate, consultation is necessary and can occur via the upcoming Long-Term Plan 2027-2037 process. This view takes into consideration:

- the above assessment, that the decisions are of medium to high significance.
- the legal requirement to consult prior to establishing a targeted rate.

NEXT STEPS

145. If Council wishes to proceed with consultation regarding the option of a targeted rate, a draft policy would be prepared based on the direction given by Elected Members. The draft policy would be presented back to Council in early 2027, to seek approval for consultation purposes (for avoidance of doubt - this does not indicate a commitment to enact the policy, this is approval of the draft policy solely for the purposes of informing consultation material).

146. Alternatively, if Council wishes to continue its existing fit-for-purpose road renewals programme without consultation, no further work is required.

ATTACHMENTS

1. **Attachment 1 - Funding Needs Analysis - Road Resealing - A21402504**
2. **Attachment 2 - Papamoa Residents and Ratepayers Association Briefing Paper - A21402834**

Funding Needs Analysis – Road Resealing

This funding needs analysis follows the same format as is used to assess Council's funding overall approach in Long-Term Plans, however it is focused on solely on road resealing. This means that Step 2: Impact Assessment does not consider road resealing within the wider context of Council activities.

Step 1: Activity Based Funding Needs Analysis (Section 101(3)(a), Local Government Act 2002)

The primary Community Outcome that road resealing contributes to is: Tauranga - Tātai Whenua: We are a well-planned city that is easy to move around.

Policy Approach	Nature of benefit	Beneficiaries (distribution of benefits)	Period of benefit	Who creates need?	Costs and benefits of separate funding	Proposed Funding Sources					Rationale for Funding
						Fees & Charges	General Rates	Targeted Rates	Subsidies, grants, etc	Overheads	
Asphalt surfaces are used for: • Commercial and industrial areas • The Tauranga city centre, Mount Mainstreet area and Greerton Village. • Arterial routes • Collector roads with 10,000+ vehicle movements per day. • Cul-de-sac heads Chipseal is used for: • Neighbourhood roads	Road resealing to maintain fit-for-purpose access.	Fit-for-purpose benefits the whole of the community.	Road resealing is a capital expense and the benefit is for the life of the asset.	Road users in general. Roads with higher volumes of traffic require a higher level of service. Commerical and Industrial areas require a higher level of service for engineering reasons (heavy vehicle movements).	n/a General rates are the proposed funding source, supplemented by NZTA funding as this approach delivers whole of community benefits.	n/a	✓	n/a	✓	n/a	Asphalt is targeted towards those roads where is it needed, due to high traffic volumes (city centres, arterial roads and high-volume collector roads) or for engineering reasons (head of a cul-de-sac, commercial and industrial areas). Chipseal is used for low volume roads, where the primary use is by local residents. The benefit of the activity is community-wide. The fit-for-purpose approach means the wider community is not paying to deliver a service that has targeted individual benefit (i.e. neighbourhood roads are chipseal). General rates are the appropriate charging mechanism. Commerical and industrial areas pay higher general rates, to cover increased costs such as asphalt. NZTA funding contributes approximately 50% of the roading costs under a fit-for-purpose model.
As per the fit-for-purpose approach, ***with the addition of*** asphalt for those roads where the residents request it. (Assumption – road resealing, regardless of surface treatment, is only provided at end-of-life – i.e. a road will not be resealed ahead of its scheduled renewal)	Road resealing to maintain fit-for-purpose access. ***Plus*** higher than required level of amenity for certain areas. This higher level of amenity is targeted to those who request it.	Fit-for-purpose benefits the whole of the community. Higher than required amenity (asphalt on certain neighbourhood roads) provides individual, highly localised benefit. It does not benefit Tauranga as a whole.	Road resealing is a capital expense and the benefit is for the life of the asset.	As above, per the fit-for-purpose approach. ***Plus*** asphalted neighbourhood roads, provided in response to local demand for higher levels of service. The 'need' is created by individuals at neighbourhood level.	Council has two charging options if it wishes to place specific costs on the individuals creating the cost: • Fees & Charges • Targeted Rates Fees & Charges are not recommended. The recent trial which allowed residents to choose to upgrade to asphalt via a one-off payment resulted in zero uptake. Targeted rates are recommended as the most appropriate tool if Council wishes to proceed with a model that provides a higher level of service for a sub-group of residents. This places the cost of the higher than required level of service on the individuals creating the demand. However it raises significant issues, which are discussed in Step 2 of the funding needs analysis.	n/a (Trialled and was unsuccessful, therefore ruled out for the purposes of this analysis0	✓	✓	✓	n/a	Targeted rates are the most appropriate tool to focus the cost of an increased level of service (asphalt on certain neighbourhood roads) onto the individuals driving the demand for this service. There is minimal wider public good delivered by asphalted neighbourhood roads. There is increased risk that individuals will be paying more, via a targeted rate, for a level of service that they do not desire, in response to the demands of a small sub-group. If Council decides to implement this approach, the implementation process will need to be carefully managed to minimise this risk. Under this approach it would still be appropriate for the cost of fit-for-purpose provision to be met via the general rate component, as the fit-for-purpose component of this model provides whole of community benefit. NZTA funding contributes approximately 50% of the roading costs under a fit-for-purpose model **only.** If Council decides to deliver a higher level of service, it is assumed that NZTA will continue to fund 50% of the cost of a fit-for-purpose service, leaving a larger funding gap for Council. There is an ongoing risk that if Council decides to deliver levels of service that exceed fit-for-purpose, NZTA may choose to withdraw financial contributions altogether for that road.
All roads are resurfaced with asphalt, regardless of location or usage.	All residents benefit from asphalt regardless of location. The level of service exceeds fit-for-purpose by providing amenity that is higher than required for neighbourhood roads.	Everyone benefits from a higher level of service, as everyone has the same of level of service regardless of need or location, however as the level of service is higher than required, the costs for the community are higher and some may not support paying more for a level of amenity that exceeds fit-for-purpose.	Road resealing is a capital expense and the benefit is for the life of the asset.	Road users in general.	*As above* n/a General rates are the proposed funding source, supplemented by NZTA funding as this approach delivers whole of community benefits.	n/a	✓	n/a	✓	n/a	General rates are the most appropriate tool for charging as the benefits, including the higher level of service, are delivered across Tauranga regardless of location or road type/usage. However, under this approach there is significant risk that many individuals will be paying more, via a targeted rate, for a level of service that they do not desire, in response to the demands of a small sub-group. The cost of fit-for-purpose provision is still met via the general rate component, as the fit-for-purpose model provides whole of community benefit. NZTA funding contributes approximately 50% of the roading costs under a fit-for-purpose model **only.** If Council decides to deliver a higher level of service, NZTA will continue to only fund 50% of the cost of the fit-for-purpose service, leaving a larger funding gap for Council. There is an ongoing risk that if Council decides to deliver levels of service that exceed fit-for-purpose, NZTA may choose to withdraw financial contributions altogether

Step 2: Impact Assessment

This section is based on the principles in Section 101(3)(b), Local Government Act 2002) which requires '*Consideration of the impact of any allocation of liability for revenue needs on current and future communities*'.

Step 2 in a Funding Needs Analysis, as per the Local Government Act, considers overall impact from a whole of Council perspective. This Impact Assessment differs from that in that it has a targeted focus on road resealing impacts, unlike the Overall Impact Assessment (Step 2) in the Long-Term Plan's Funding Needs Analysis. However, given the implications of rate capping (assuming it proceeds), there is a discussion below regarding the potential trade-offs that may be required across Council, if costs are increased in one area.

Consideration	**Policy Approach**		
	Fit-for-purpose (status quo)	**Asphalt on request, at point of scheduled renewal (higher level of service for those who want it)**	**Asphalt for every road surface**
Does this approach support the strategic direction or initiatives of the local authority?	Road resealing contributes to the Community Outcome 'Tauranga - Tātai Whenua: We are a well-planned city that is easy to move around.' The fit-for-purpose policy approach supports the following principles adopted by Council to underpin the development of the 2027-2037 Long-Term Plan (18/11/2025 - CO/25/27/8) • Look after what we've got • Accountable and transparent • Value for money • Everyone pays a fair share	Road resealing contributes to the Community Outcome 'Tauranga - Tātai Whenua: We are a well-planned city that is easy to move around.' The asphalt on request policy approach supports the following principles adopted by Council to underpin the development of the 2027-2037 Long-Term Plan (18/11/2025 - CO/25/27/8) • Look after what we've got • Accountable and transparent • Everyone pays a fair share (as a targeted rate would be used to allocate higher costs to those who are benefiting) Resealing roads at a higher standard than required does not provide 'Value for money'.	Road resealing contributes to the Community Outcome 'Tauranga - Tātai Whenua: We are a well-planned city that is easy to move around.' The asphalt for every road surface policy approach supports the following principles adopted by Council to underpin the development of the 2027-2037 Long-Term Plan (18/11/2025 - CO/25/27/8) • Look after what we've got • Accountable and transparent Resealing roads at a higher standard than required does not provide 'Value for money'. Additionally, although the costs of this approach would be met by the whole community (via the general rate) as the whole community would be the beneficiaries of this approach, it is likely that many people would not see this as 'fair' as they would be paying more than is necessary.
What are the legal considerations?	This is the current approach. This level of service is provided for in the Transport Activity Management Plan and asset management plans, and Council's overall Funding Needs Analysis and Revenue and Financing Policy. There are no new legislative considerations. Consultation is not required if Council decide to continue with this approach.	This is a change in level of service. Council will need to follow the usual LGA decision-making requirements in ss 76–81, including considering the proposal under its Significance and Engagement Policy. This funding needs analysis is the key part of determining whether a targeted rate is the appropriate funding mechanism. That includes considering who benefits from the additional level of service and the overall impact of allocating the cost in that way. If Council decides to continue to the next steps (consultation) the detailed rate will then need to comply with ss 16–18 of the Local Government (Rating) Act 2002. In simple terms, s 101 addresses why and from whom the additional level of service should be funded, while the Rating Act provides the mechanism for structuring the targeted rate, including identifying the properties subject to it and the basis for calculating liability. If Council wished to potentially consider providing this level of service, consultation would be required (this could occur via the upcoming Long-Term Plan). The consultation material (including supporting information, such as a draft policy) should be sufficiently developed to clearly explain what is proposed, the reasonably practicable alternatives, the additional cost/rates impact and Council's preferred approach. The final funding approach will also need to be consistent with Council's Revenue and Financing Policy (as per s101 of the LGA).	This is a change in level of service. If Council wished to potentially consider providing this level of service, consultation would be required (this could occur via the upcoming Long-Term Plan).
What are the policy considerations?	There is an existing defined policy in place for this approach. There are no new considerations and no further/additional work required.	If Council decided to implement this approach (or to consult on its potential implementation), a new policy would be required to set out: - When asphalt could be considered instead of chipseal - The process for meeting the costs of the additional level of service (targeted rate) - How properties would be identified - The level of support required for a targeted rate to be applied - The process for identifying level of support - How the targeted rate is calculated and the period it applies for	There are minimal policy considerations for this approach, as it is a simple, one-standard-for-all level of service. Council would need to update information sources (such as Council's website) which outline its road resurfacing levels of service.
Are there affordability issues? (i.e. impact on the elderly or low-income families' ability to pay?)	Affordability for the community is a key driver for Council. The current fit-for-purpose approach to road resealing is focused on providing a safe, suitable road network at the lowest possible cost for ratepayers. It prioritises the application of the higher cost surface (asphalt) to those roads which require it due to factors such as location, traffic volume, and engineering considerations. Rising household costs (see economic conditions below for more information) mean that an increasing proportion of our community is struggling with core expenses such as rates, electricity and food.	There are likely to be affordability considerations with a targeted rate. Council will need to consider the likelihood that some ratepayers do not wish to pay a targeted rate for asphalt due to affordability concerns, and that these people would prefer a fit-for-purpose model. If Council chooses to proceed with a targeted rate for asphalt, it will need to set policy criteria that minimise the number of ratepayers paying for a service that they do not want.	There are significant affordability issues with this approach. It will result in increased rates and may cause hardship for some members of our community. Additionally, it may result in Council cutting levels of service across other activities (such as Spaces and Places or Libraries) to try and minimise the overall cost for the community. This may result in decreased levels of service for activities which are valued more highly by many members of the community than asphalt on neighbourhood roads.
Would there be any barriers to accessing services?	Yes, under the fit-for-purpose approach some residents who would like their road resealed in asphalt will not be able to access this level of service.	Potentially. There are likely to be people who would like asphalt and are willing to pay more via a targeted rate for this level of service, but if not enough of their neighbouring ratepayers also support paying more for asphalt, they will not be able to access it.	No, all roads would be resealed in asphalt.
What is the size and materiality of any shift in funding and how does this affect the community?	This approach maintains the current level of service, so has no additional funding requirements due to level of service increases. Funding requirements may still increase due to other, external, factors, such as increases in costs of materials and labour (see information under the economic conditions section regarding cost increases in the construction industry).	Even if a targeted rate is utilised (to focus the costs on those who benefit) there will be wider funding considerations for Council and the community under the proposed rates capping legislation. This is discussed in detail in the Council report which this Fund Needs Analysis accompanies. The resealing of chipseal roads which have not been asphalted in the past will be much more complex, as the underlying road pavement will need to be rebuilt. This will cost more, and residents who wish to pay a targeted rate to enable a chipseal road to transition to asphalt, are likely to pay higher targeted rate than those residents who are paying to maintain an existing asphalt surface.	This approach would carry significant additional costs for Council which would require funding reductions elsewhere in order to be accommodated under the proposed rates capping legislation. The resealing of chipseal roads which have not been asphalted in the past will be much more complex, as the underlying road pavement will need to be rebuilt. This will cost more, and residents who wish to pay a targeted rate to enable a chipseal road to transition to asphalt, are likely to pay higher targeted rate than those residents who are paying to maintain an existing asphalt surface.

Consideration	Policy Approach		
	Fit-for-purpose (status quo)	**Asphalt on request, at point of scheduled renewal (higher level of service for those who want it)**	**Asphalt for every road surface**
Is the mix of funding sources sustainable in the long-term?	This is the existing approach and is funded via a mix of general rates and NZTA funding (50% under the current NZTA policy). Out of the three policy approaches, this is the most sustainable as it places the lowest overall cost burden on ratepayers and minimises the risk of NZTA withdrawing their funding (although NZTA may still decide to change their funding approach in the future).	This approach would be funded by a mix of general rates, NZTA funding, and targeted rates for those roads which had residents who wish to pay for asphalt. NZTA funding contributes approximately 50% of the roading costs under a fit-for-purpose model **only.** If Council decides to deliver a higher level of service, NZTA will continue to only fund 50% of the cost of a fit-for-purpose service, leaving a larger funding gap for Council. There is an ongoing risk that NZTA may choose to withdraw financial contributions if Council decides to deliver levels of service that exceed fit-for-purpose.	This approach would be funded by a mix of general rates and NZTA funding. NZTA funding contributes approximately 50% of the roading costs under a fit-for-purpose model **only.** If Council decides to deliver a higher level of service, NZTA will continue to only fund 50% of the cost of a fit-for-purpose service, leaving a larger funding gap for Council. There is an ongoing risk that NZTA may choose to withdraw financial contributions if Council decides to deliver levels of service that exceed fit-for-purpose. This approach also places an increased rate burden on Tauranga ratepayers, which may not be sustainable and may cause hardship for some members of our community.
What are the current and projected future economic conditions?	Global economy - Global growth is slowing and projected to drop from 3.2% (2025) to 2.9% (2026). US tariffs introduced from April 2025 are disrupting trade and slowing business investment. Inflation is gradually easing but long-term productivity growth remains weak. For a trade-dependent country like New Zealand, this means less predictable revenue and higher infrastructure costs. Inflation & interest Rates - CPI is at 3.1% (December 2025). Construction cost inflation has been severe with bridges up 38%, roads and water supply up 27%, sewage systems up 30% over three years. High interest rates have constrained investment and affordability. Conditions are beginning to ease but cost pressures remain significant. Cost of living crisis - Household living costs rose 2.4% in the year to September 2025. Electricity up 11.3%; council rates up 8.8%. 1 in 4 New Zealanders report difficulty managing financially. While mortgage costs are easing, lower-income households remain under pressure from essential cost increases. Proposed rates capping - Government has signalled a national rates cap of 2–4% per capita per year, with full implementation from 2029. Councils will require central government approval to exceed 4%. Rates currently make up 50–67% of council revenue so this represents a significant financial constraint and will force sharper prioritisation in the 2027–37 LTP. (Source: Tauranga City Council Environmental Scan, March 2026)		
	This is the most affordable approach for Council, however economic conditions will still make this fit-for-purpose funding approach challenging to achieve within the context of rates capping, inflation (particularly on construction costs), and cost of living impacts on households. (update once financial info provided by Sikander & co.)	A targeted rate is still an increased cost, and contributes to the 2-4% rates capping targets, and increased living costs for those who need to pay it. There is a risk that prioritising asphalt, even when limited to specific streets, will require level of service cuts across other activities to keep Council within the 2-4% rates capping target.	This option is likely to be unaffordable for Council and the community, particularly within the context of rising construction costs and rates capping. Proceeding with this option is likely to require significant levels of service cuts across other activities to keep Council within the 2-4% rates capping target.
What are the transition impacts?	None – this is the current approach.	There may be existing chipseal roads with residents who wish to pay for an upgrade to asphalt, however if their road has never had asphalt before, the underlying road pavement may not be suitable. In which case the road would need to be rebuilt, increasing resealing costs substantially. This would only need to be done once. Those residents who recently transitioned from asphalt to chipseal may feel aggrieved that asphalt was not available to them.	There may be existing chipseal roads with residents who wish to pay for an upgrade to asphalt, however if their road has never had asphalt before, the underlying road pavement may not be suitable. In which case the road would need to be rebuilt, increasing resealing costs substantially. This would only need to be done once. Those residents who recently transitioned from asphalt to chipseal may feel aggrieved that asphalt was not available to them.
What are the implementation considerations?	Implementation would be as per current practice with roads resealed based on age and condition. Longer roads, which were developed over time, may only have partial reseals at any one point rather than the entire road being resealed, reflecting the different conditions of the various stretches of the road.	Roads would continue to be resealed based on age and condition. Longer roads, which were developed over time, may only have partial reseals at any one point rather than the entire road being resealed, reflecting the different conditions of the various stretches of the road. Some roads would be resealed at a high specification (asphalt) than currently. Council may receive fewer complaints regarding chip damage. However, the implementation process would become much more complicated. Council would need to allow sufficient consultation time, to determine whether residents wish to pay more via a targeted rate for asphalt. This would occur at least 12 months prior to resealing. This additional complexity will incur increased administration and implementation costs for Council, with no guarantee that there will be support for the targeted rate (and no ability to recoup this cost unless the general rate is increased). There is a risk, with longer roads, that resealing provides a 'patchwork' surface. Longer roads are generally not resealed all at one time. As they were frequently developed over time, different stretches of the road will be in different conditions and at different stages in their renewal cycle. This results in stretches of the road being resealed at different times. Some stretches of road may have residents who wish to pay more for asphalt, whilst some may have residents who only want the fit-for-purpose road treatment, which may be chipseal. This could result in one road with different surface treatments. For roads where there is majority support for a targeted rate to enable asphalt, Council may receive complaints from residents who don't wish to this and would prefer a chipseal surface. Conversely, Council may also receive complaints from residents who want to pay the targeted rate for asphalt, but where the majority of residents do not support asphalt/the targeted rate. The resealing of chipseal roads which have not been asphalted in the past will be much more complex, as the underlying road pavement will need to be rebuilt. From an implementation perspective, this will increase the project management complexity, the construction timeframes and the impact of construction on neighbourhoods.	Implementation would largely be as per current practice with roads resealed based on age and condition. Longer roads, which were developed over time, may only have partial reseals at any one point rather than the entire road being resealed, reflecting the different conditions of the various stretches of the road. Many roads would be resealed at a high spec (asphalt) than currently. Council may receive fewer complaints regarding chip damage. The resealing of chipseal roads which have not been asphalted in the past will be much more complex, as the underlying road pavement will need to be rebuilt. From an implementation perspective, this will increase the project management complexity, the construction timeframes and the impact of construction on neighbourhoods.

BRIEFING PAPER/ following a meeting between TCC (Roading) and PRRA on 14 September 2026. Attendees at the end of the Briefing Paper.

Economic Assessment of Chipseal over Existing Hotmix Roads in Papamoa

To: Tauranga City Council — Elected Members and Roading Staff
From: Papamoa Residents & Ratepayers Association (PRRA)
Subject: Alternative funding model for retaining existing hotmix roads
Date: 17 September 2026

The issue is no longer whether hotmix costs more than chipseal. It does. The issue is how that additional cost can be funded.

TCC's own long-term assessment places the difference at 2.0X over the lifetime of the road which is considerably below the previously stated 5–6× figure. PRRA therefore believes the next LTP provides an opportunity to consider an alternative to automatically converting existing hotmix roads to chipseal.

Option A is to continue the existing approach.

Option B is to establish a Hotmix Bank Fund, allowing residents in hotmix roads to contribute progressively towards the additional cost of future hotmix resurfacing.

Briefing Paper

1. Purpose

To outline the long-term cost considerations of chipsealing existing hotmix roads and propose an alternative funding model for consideration in the next Long-Term Plan (LTP).

2. Background

Tauranga City Council (TCC) has previously advised that hotmix resurfacing costs approximately **5–6 times more than chipseal**. While this may reflect the initial cost of the two treatments, it does not necessarily represent the cost difference over the full life of the road surface.

Using figures supplied by TCC, PRRA commissioned a 30-year economic assessment. This indicated that retaining hotmix, compared with chipseal, resulted in a cost difference of approximately **1.24 times**.

TCC's subsequent *Pre-Read Memorandum* for the meeting 14 September presented a figure of **2.0–2.5 times**. This was costed over a 40 year period whereas the TCC figure was costed over a 30 year period.

Although the methodologies produce different results, **both assessments indicate that the long-term cost differential is substantially less than the previously quoted 5–6 times which was used by EMs to make the key decision previously**.

PRRA considers that the discussion should now focus on funding options rather than further technical debate over the calculations.

3. Key Issues

- The community has expressed a clear preference to retain existing hotmix roads rather than have them chipsealed.
- TCC Roading seeks to maximise the amount of road resealing achievable within its available budget.
- NZTA currently provides a subsidy of up to 50% for eligible chipseal work, which influences TCC's treatment decisions.
- The benefits of retaining smooth, quality hotmix roads extend beyond the properties directly affected. They include benefits to the wider community and all road users.
- Most newer subdivisions are constructed with hotmix roads. Without a long-term funding solution, the number of roads facing potential conversion to chipseal will increase. And more community disenchantment.

4. Funding Options for the Next LTP

OPTION A — Existing approach	**OPTION B — Hotmix Bank Fund**
Continue the traditional roading programme, prioritising the maximum amount of resealing achievable within the available budget and NZTA subsidy arrangements.	Establish a dedicated fund to meet the additional cost of retaining hotmix surfaces on existing hotmix streets.
Existing hotmix roads may be converted to chipseal when resurfacing is required.	Residents on all hotmix streets contribute approximately **$100 per property per annum** towards future hotmix resurfacing. This number may be adjusted up or down after modelling.

Minimises immediate pressure on the roading budget.	Builds a dedicated pool of funds over time to meet the additional hotmix cost.
Does not directly address the community preference to retain existing hotmix surfaces.	Provides a potential long-term, sustainable, self-funding mechanism for retaining hotmix roads.
All the negatives of chipseal – rough roads, noise, loose stones on grass verges, driveway, inside the house, looks bad.	Maintain the social value for the community of smooth roads.

5. Agreed Financial Modelling

PRRA and TCC have agreed that TCC will model a complete subdivision developed after 1990 that contains hotmix streets.

The case study will assess:

- Number of properties and annual levy income.
- Projected hotmix and chipseal resurfacing costs.
- The additional cost of retaining hotmix.
- Expected resurfacing cycles and the time required to accumulate sufficient funds.
- Whether a levy of approximately $100 per property per annum would provide a financially sustainable model.

The financial assessment is expected to be available approximately one week before the relevant LTP meeting for comment. **The meeting date is to be confirmed.**

6. Recommendation for Consideration

PRRA requests that TCC include both funding options in the next LTP deliberations and undertake the agreed subdivision case study.

The central question is no longer whether hotmix costs more than chipseal. It is how the additional cost of retaining existing hotmix roads can be funded in a way that recognises the benefits to the wider Tauranga community.

Papamoa Residents & Ratepayers Association (PRRA)

Cc

P B Brown PRRA

N Hall PRRA

TCC Roading staff who attended the 14 September meeting with PRRA.

R Van Soest

M Seabourne

S Singh

K Grant

Elected Members

Cr S Morris, R Curach. G Crowther, (attendees)

R Taylor, J Scoular, K Schuler, H Baker, H Rolleston, M Drysdale, M Rozeboom

9.4 Urban Forest Policy: Issues and Options

File Number: **A21013127**

Author: **Jane Barnett, Policy Analyst**
Ross Hudson, Head of Spaces & Places
Phill Bishop-Everett, Manager: Spaces & Places Assets & Environment.

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

PURPOSE OF THE REPORT

1. To seek direction on key policy settings to inform development of a new draft Urban Forest Policy to replace the current Vegetation and Tree Management Policy 2014.
2. To highlight to the Committee the opportunity to maintain and enhance Tauranga's urban forest. Without adequate protection, declining tree canopy is likely to increase urban heat and reduce the environmental, biodiversity and community benefits provided by the urban forest.

RECOMMENDATIONS

That the City Future Committee:

(a) Receives the report "Urban Forest Policy: Issues and Options".

(b) Approves the following policy directions for inclusion in the development of a draft Urban Forest Policy

Issue	Options
Issue One: Tree removal	**Option 1B Balanced Assessment:** Introduce revised tree removal criteria and require impacts, costs, benefits and cost-effective alternatives to be considered when determining whether tree removal is appropriate.
Issue Two: Tree replacement	**Option 2B: Maintain Urban Forest Outcomes:** Require urban forest outcomes to be maintained over time, with flexibility in how and where replacement is delivered.
Issue Three: Inclusion of vegetation	**Option 3B: Include vegetation:** Apply the policy's removal and replacement framework to both trees and vegetation, with requirements proportionate to the type, size and value of the vegetation affected.

(c) Requests staff to prepare a draft Urban Forest Policy incorporating the Committee's preferred options and present the draft policy to the City Future Committee for approval.

EXECUTIVE SUMMARY

3. The Vegetation and Tree Management Policy (**Attachment One**) was adopted in 2014 and predates a number of Council's strategic priorities relating to climate resilience, biodiversity, urban cooling, urban canopy cover and biophilic city outcomes.
4. The review is being undertaken in response to Action 10 of the Nature and Biodiversity Action and Investment Plan, which includes consideration of how vegetation management can contribute to reducing urban heat.

5. Direction from the Committee is sought on three key policy choices:
    - the approach to tree removal, including how impact, benefits and alternatives should be considered
    - whether urban forest outcomes should be maintained through replacement planting or offsets following tree removal
    - whether vegetation, in addition to trees, should be included within the policy framework.
6. The key challenge is balancing safety, infrastructure, property and operational considerations with the long-term city-wide benefits that trees and vegetation provide for canopy cover, biodiversity and climate resilience.
7. At a City Futures Committee workshop on 7 May 2026 the Committee indicated support for clearer and more consistent decision-making and broader recognition of the role trees and vegetation play in supporting biodiversity, climate resilience, urban cooling and community wellbeing.
8. Staff recommend Option 1B (Balanced Assessment) for tree removal, Option 2B (Maintain Urban Forest Outcomes) for replacement planting, and Option 3B (Include Vegetation) as the preferred policy directions. Together, these options provide a balanced approach that strengthens protection and replacement of trees and vegetation, improves consistency and transparency in decision making and supports Council's biodiversity, climate resilience and environment objectives while recognising the need to manage safety, infrastructure and property impacts.
9. The decisions sought in this report do not create any immediate funding commitments. However, some of the options presented may result in additional costs associated with assessment, monitoring and implementation. These costs vary between the options, with the recommended options expected to have modest financial implications. The higher protection approach (Option 1C) could result in more significant costs where additional mitigation measures, design changes or alternative solutions are required to retain trees.
10. The Committee's decisions will inform the development of a draft Urban Forest Policy to replace the current Vegetation and Tree Management Policy. A draft policy will be reported back to the Committee for consideration prior to community consultation.

BACKGROUND

Current Policy Context

11. The Vegetation and Tree Management Policy 2014 sets Council's current approach to managing trees and vegetation on land owned or administered by Tauranga City Council. The policy guides operational decision-making, including requests for tree pruning and removal. Trees and vegetation on privately owned land are generally managed through other regulatory frameworks, including the City Plan.
12. Since the policy was adopted in 2014, Tauranga has experienced significant growth and there is a growing recognition of the role trees and vegetation play in supporting biodiversity, climate resilience, urban cooling, amenity and community wellbeing.
13. While the policy remains a useful operational tool, it has several limitations. In particular, it:
    - focuses primarily on individual tree management rather than the urban forest as a connected and integrated system
    - does not explicitly address climate resilience or urban heat objectives
    - does not require replacement planting following removal
    - provides limited recognition of the contribution of vegetation beyond trees
    - does not align operational decision-making to Council's broader environmental and strategic outcomes.

Why Review the Policy Now?

Strategic Direction

14. Since 2014, several strategic documents have been adopted that place greater emphasis on environmental outcomes, climate resilience and integrated planning.

15. Action 10 of the Nature and Biodiversity Action and Investment Plan is for Council to review the 2014 policy and consider how vegetation management can help reduce urban heat.

16. The review also supports the implementation of:

    - Tauranga Taurikura – Environment Strategy, which provides a long-term direction for protecting and enhancing the environment
    - Nature and Biodiversity Action and Investment Plan, which seeks to protect and enhance biodiversity and ecological systems
    - Reserves and Open Space Action and Investment Plan, which seeks to increase shade and tree canopy across reserves and the street network, while enhancing opportunities for people to connect with nature in urban environments.
    - Climate Action and Investment Plan, which identifies the role of natural systems in building climate resilience and adapting to future climate impacts.
    - Council's 2027-2037 Long Term Plan priority to 'Enhance our Environment'.
    - Council's broader approach to embedding climate resilience and environmental considerations into planning and decision making[4].

17. Global and national evidence identifies extreme weather events, biodiversity loss and ecosystem collapse among the most significant long-term risks facing communities[5]. These challenges reinforce the need for urban forests to support climate resilience and biodiversity outcomes.

18. The Parliamentary Commissioner for the Environment has highlighted the role of urban green space in reducing urban heat, supporting wellbeing and improving resilience, and has noted that as New Zealand cities develop, we are losing access to green space. These trends reinforce the importance of ensuring the urban forest is managed as part of the city's long-term infrastructure and resilience planning.

Growth, Intensification and Changing Expectations

19. Tauranga continues to experience population growth and urban intensification. As development increases, opportunities for future tree planting are becoming more constrained, increasing the importance of retaining and strategically managing existing urban forest assets.

20. Community expectations have also evolved. Residents increasingly expect Council to respond to challenges associated with climate change, biodiversity loss and urban heat. At the same time, residents continue to seek responsive action where individual trees or vegetation create localised impacts. These competing expectations highlight the need for clear policy direction.

The Urban Forest and Why it Matters

21. Tauranga City Council currently manages approximately 43,400 surveyed and an estimated 40,000 additional unsurveyed trees across streets, parks and reserves. Council also manages 1,605 hectares of parks and reserves, 131,790m^2 of park gardens, 161,860m^2 of street gardens and 727.1 hectares of combined dune vegetation and revegetation area. The city's urban tree canopy covers approximately 16% of the urban area.

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[4] City Future Committee Meeting 19 May 2026 *CFC/26/3/8*

[5] Extreme weather events are ranked as the highest risk, followed by biodiversity loss and ecosystem collapse, and thirdly, critical changes to Earth systems, according to the World Economic Forum, Global Risks Report 2026

22. The term urban forest describes the network of trees and vegetation across the city, including those located in streets, parks, reserves, wetland, coastal areas and other green spaces. Collectively, these assets function as an interconnected system that contributes to environmental, social and economic outcomes.

23. Urban forests are increasingly recognised as essential infrastructure because they provide a range of services to communities and cities. Unlike traditional infrastructure, trees and vegetation can deliver multiple benefits simultaneously, often over long timeframes. International guidance notes that investment in urban forests can provide a return that outweighs establishment and maintenance costs when compared with traditional grey infrastructure[6].

Climate Resilience and Urban Cooling

24. Trees and vegetation contribute to climate resilience in multiple ways. They help moderate urban temperatures through shade and evapotranspiration, reducing the urban heat island effect that occurs when buildings, roads and other hard surfaces absorb and retain heat.

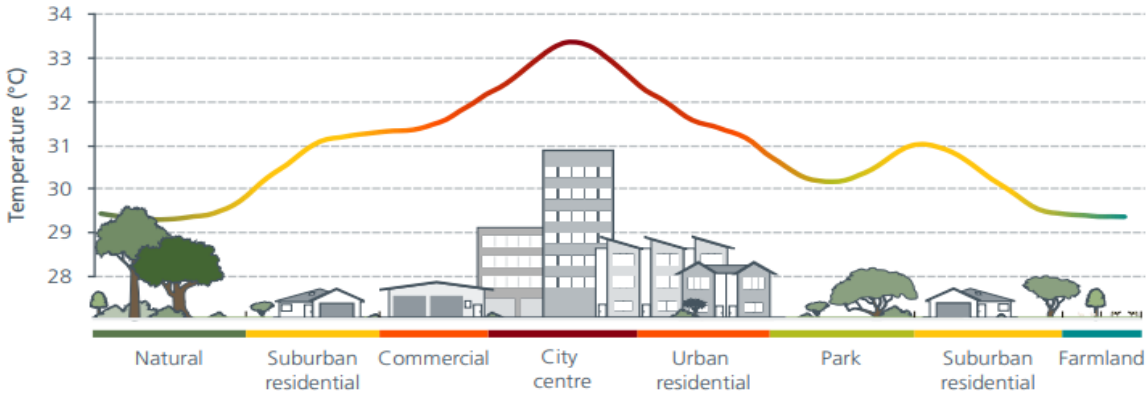


Figure 1: An urban heat island formed over a city. The hottest areas are concentrated in the most built-up areas[7].

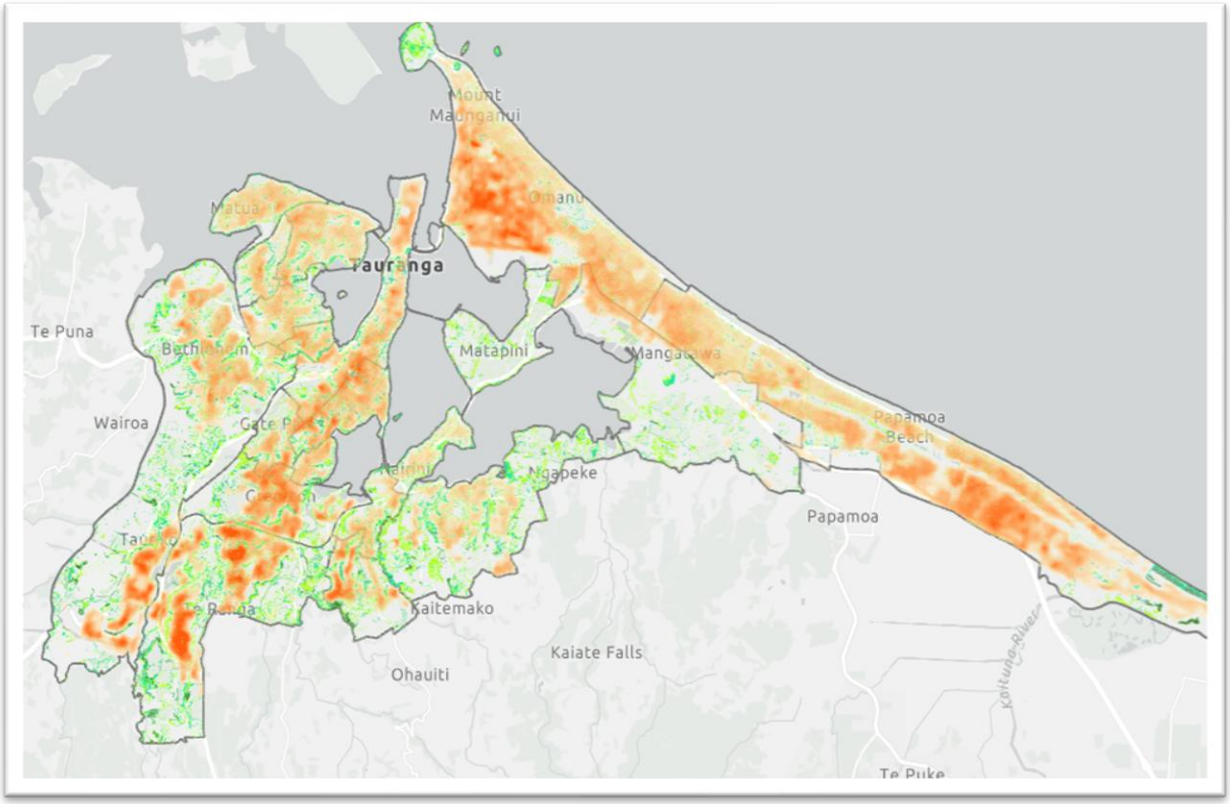
25. Tauranga's urban heat mapping (Map One below) shows that built up areas are generally hotter than areas with more vegetation. As Tauranga continues to grow and intensify, urban cooling is expected to become increasingly important for maintaining comfortable, liveable and resilient urban environments.

26. Consistent with Action 10 of the Nature and Biodiversity Action and Investment Plan, review of the policy provides an opportunity to consider how urban forest outcomes can contribute to reducing future heat-related risks and support climate adaptation.

27. The urban forest also contributes to resilience by intercepting rainfall, improving water infiltration into soils and reducing stormwater runoff. These functions help reduce pressure on drainage infrastructure and support flood resilience as urban areas become more densely developed.

[6] Salbitano, F., Borelli, S., Conigliaro, M., & Chen, Y. (2016). *Guidelines on Urban and Peri-Urban Forestry*. FAO Forestry Paper No. 178. Food and Agriculture Organization of the United Nations.
[7] Parliamentary Commissioner for the Environment (2024), *Are We Building Hotter Cities? The Impacts of Urban Form on Heat and Cooling in Aotearoa New Zealand*, adapted from US EPA (1992).

Map One: Tauranga canopy cover and land surface temperature



Tauranga City Council. (2024). Tree canopy cover and land surface temperature across Tauranga, Jan 2022 [Map]. Prepared by the TCC Geospatial Team using LiDAR, aerial infrared imagery, and Landsat thermal imagery.

Biodiversity and Ecological Connectivity

28. Trees and vegetation provide habitat, food sources and ecological connections for native species. They contribute to biodiversity outcomes and support the health and resilience of urban ecosystems.

Wellbeing and Amenity

29. The urban forest also contributes to neighbourhood character, visual amenity, access to shade, recreation opportunities and wellbeing. These benefits are experienced across the city and often increase as trees mature.

30. Research suggests people often value the overall benefits of trees and green spaces, even where concerns exist about individual trees[8]. While residents may raise concerns about shading, debris or other localised impacts, they generally value tree-rich environments and may perceive urban spaces less favourably once trees are removed[9].

31. These considerations are increasingly relevant in Tauranga as growth and urban intensification place greater pressure on existing tree canopy and reduce opportunities for future planting. The Parliamentary Commissioner for the Environment's 2023 report highlighted the importance of urban green space and noted the risk that the importance of green space may be overlooked as cities grow and intensify[10].

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[8] Chiou, C.-R. et al. (2021). *Understanding public intentions to pay for the conservation of urban trees using the extended theory of planned behaviour*. Sustainability

[9] Ordóñez, C., Threlfall, C. G., Kendal, D., Baumann, J., Sonkkila, C., Hochuli, D. F., van der Ree, R., Fuller, R. A., Davern, M., Herzo, K., English, A., & Livesley, S. J. (2023). *Quantifying the importance of urban trees to people and nature through tree removal experiments*. People and Nature.

[10] Parliamentary Commissioner for the Environment. (2023). *Are We Building Hotter Cities? The Impacts of Urban Form on Heat and Cooling in Aotearoa New Zealand page 7.*

Managing Competing Expectations

32. Community feedback demonstrates strong support for protecting and expanding the city's trees and vegetation[11]. Residents generally value the contribution that the urban forest makes to shade, biodiversity, amenity, neighbourhood character and climate resilience. As Tauranga continues to grow and intensify, maintaining these functions is becoming increasingly important.

33. Tauranga City Council receives requests relating to the management and removal of trees and vegetation. These requests commonly arise from concerns about safety, tree health and infrastructure impacts, shading, views, allergens, property damage and debris. Requests may also arise where trees and vegetation affect the operation, maintenance, renewal or replacement of infrastructure, including transport and water assets.

34. Committee workshop discussion highlighted broad support for strengthening urban forest protection and adopting a more consistent and transparent approach to tree and vegetation management. There was also support for providing the community with clearer guidance on when removal may be appropriate and when alternative mitigation measures should be considered.

35. Decisions made at the individual tree or vegetation level can have cumulative effects on canopy cover, biodiversity and climate resilience over time. Clear policy direction is therefore required to support how these competing considerations are balanced.

STATUTORY CONTEXT

36. There is no specific statutory requirement for Council to have a Vegetation and Tree Management Policy. Council may choose to adopt and maintain such a policy as a tool to guide the management of vegetation and trees on Council-owned and administered land.

37. When reviewing or amending a policy, Council should have regard to the consultation and engagement principles set out in the Local Government Act 2002 (LGA). In particular, section 82 of the LGA outlines the principles for community engagement, requiring affected and interested parties to be provided with reasonable opportunities to present their views and that those views be considered as part of decision making.

38. Under Section 101 (1AAA) of the LGA, Council must have particular regard to the purpose of local government and its core services when making financial management decisions. In considering the options in this report, this includes balancing the costs associated with managing and protecting trees and vegetation against the environmental, climate resilience and community benefits provided by the urban forest, while considering Council's role in meeting the current and future needs of Tauranga's communities.

39. The management of reserve land is guided by the Tauranga Reserves Management Plan (TRMP), which is the statutory management document prepared under the Reserves Act 1977. The TRMP contains objectives and policies relating to vegetation management, amenity value, ecological values, and reserve use and enjoyment.

40. When making decisions relating to trees and vegetation on land classified as reserve, or otherwise managed under the TRMP, Council should have regard to the relevant objectives and policies of the TRMP.

41. While not a statutory requirement, the review also supports implementation of Council's strategic framework including Tauranga Taurikura – Environment Strategy, and the Nature and Biodiversity Action and Investment Plan.

[11] Community feedback received through the following consultations 2023 Mount to Arataki Spatial Plan, 2021 My Tauranga Vibe Survey, 2020 Draft community outcomes and principles consultation, 2020 Vital Update survey, 2020 WSP Community Engagement and 2021 My Tauranga Vibe Survey.

STRATEGIC ALIGNMENT

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

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

43. The development of an updated Vegetation and Tree Management or Urban Forest Policy aligns with three of the community outcomes. It contributes to:

- **Valuing, protecting and enhancing the environment:**
  - by strengthening protection and expansion of the urban forest, supporting biodiversity, climate resilience and urban cooling.
  - by reflecting Council's strategic direction to embed climate and resilience considerations into decision making, and by taking a more integrated, long-term approach to managing environmental outcomes.
  - by recognising trees and vegetation as essential infrastructure that contribute to climate adaptation, reduce long-term risks, and support sustainable city outcomes.
- **A well-planned city that is easy to move around:**
  - by integrating vegetation with transport network and infrastructure, applying a *right plant, right place, right function* approach, including avoiding future conflicts between vegetation and other critical infrastructure through appropriate species selection and planting locations.
  - by supporting a system-wide approach to urban planning, where vegetation, infrastructure, land use and climate considerations are managed together to improve long-term efficiency and resilience.
- **An inclusive city:**
  - by improving accessibility, comfort and amenity in public spaces through shade and vegetation, and embedding cultural value, including incorporating mana whenua perspectives.

OPTIONS ANALYSIS

44. Tauranga City Council manages competing requests relating to the retention, removal and replacement of trees and vegetation on Council land. These decisions require the balancing of urban forest, biodiversity, amenity and climate resilience outcomes against safety, infrastructure, property and operational considerations.

45. The review has identified opportunities to provide clearer direction on tree retention, replacement planting and the treatment of vegetation to support more consistent, transparent and strategically aligned outcomes.

Issue One: Tree protection and removal

46. Tauranga City Council receives requests to prune or remove trees and vegetation on Council land. These requests arise for a range of reasons including safety, tree health and infrastructure conflicts, shading, views, debris, allergens and property impacts. Requests

may also arise where trees and vegetation restrict access to, damage, or conflict with critical infrastructure and associated renewal or upgrade programmes.

47. The current policy allows for removal where criteria are met, including risks to health and safety, damage to property or infrastructure, poor tree condition, and an inappropriate size or species for the location. Some criteria are broad and subjective, particularly the criterion relating to an inappropriate size or species, which makes it difficult to consistently apply the policy or clearly explain why removal is or is not, supported.

48. Workshop discussion identified opportunities to improve consistency and transparency in decision-making. The review identified two key issues with the current approach:

    - *Limited consideration of alternatives*: The policy does not require alternatives to removal to be considered and does not identify circumstances where removal will generally not be supported.
    - *Broad and subjective criteria:* Some criteria, particularly 'inappropriate size or species for the location' are open to interpretation and may allow amenity concerns to influence removal decisions without a clear policy basis.

49. A review of other urban councils found that many councils have adopted stronger tree retention provisions than those contained in the current 2014 policy (see **Attachment Two**)[12]. Common features include clearer removal criteria, greater consideration of alternatives before removal, and stronger support for tree retention where practical alternatives exist.

50. The options presented retain a criteria-based approach to tree removal but differ in how impacts, costs, benefits, risk and alternatives are assessed once a removal criterion has been identified. The key differences between the options are summarised in Table Two.

Table One: Tree protection and removal option comparison

	Option 1A: Current policy approach	**Option 1B: Balanced Assessment (recommended)**	**Option 1C: Tree Retention Priority**
Overall approach	Apply the tree removal criteria as set out in the current policy.	Apply revised tree removal criteria and balance the impacts, costs, benefits and cost-effective alternatives when considering whether removal is appropriate.	Apply revised tree removal criteria and place greater emphasis on retaining significant trees by considering all reasonably practicable alternatives before removal is supported.

51. A more detailed comparison of each option, including its application to tree condition, safety, infrastructure impacts, health impacts, exclusions, and consideration of alternatives is provided in **Attachment Three**.

[12] Auckland, Hamilton, Wellington and Christchurch were reviewed as New Zealand comparisons. Melbourne and Sydney were included as examples of established urban forest strategies that provide additional examples of approaches to tree retention and removal.

Table Two: Summary of key differences between the options

Criteria	Option 1A: Current policy approach	Option 1B: Balanced Assessment *(recommended)*	Option 1C: Tree Retention Priority
Safety risk	Trees can be removed where they pose a threat to health, safety or property.	Removal is supported where an unacceptable risk cannot be reasonably managed through cost-effective mitigation measures.	Removal is supported only where an unacceptable risk remains after all reasonably practicable mitigation measures have been considered.
Infrastructure impacts	Trees can be removed where they interfere with infrastructure services.	Infrastructure impacts, service disruption and costs are balanced against the benefits of retaining the tree.	Significant trees are retained unless infrastructure impacts cannot be reasonably managed through alternative solutions.
Health impacts	Health and allergy concerns can be considered, taking into account any supporting medical information.	Significant and ongoing health impacts are considered alongside the environmental benefits of retaining the tree.	Health and allergy reasons alone are not grounds for removal.
Alternatives to removal	Alternatives are not specifically required to be considered.	Reasonably practicable and cost-effective alternatives are considered before removal.	All reasonably practicable alternatives are explored before removal is supported.

52. The arboricultural risk assessment methodologies outlined in Attachment Three assist in identifying and assessing tree-related risks but do not determine the level of risk Council is prepared to accept. Staff propose to develop a risk tolerance statement as part of the draft Urban Forest Policy. This will be informed by recognised arboricultural risk assessment methodologies and Council's broader risk management framework and will be presented to the Committee for feedback as part of the policy development process.

53. The key distinction between the options is how removal decisions are made once a removal criterion has been identified. Option 1A applies the current criteria and decision-making approach. Option 1B balances impacts, costs, benefits and cost-effective alternatives when determining whether removal is justified. Option 1C places greater emphasis on retaining significant trees by considering all reasonably practicable alternatives before removal is supported. Option 1C may support retaining significant trees in circumstances where practical alternatives exist, even where those alternatives are not the most cost-effective solution.

54. The Committee's decision therefore centres on the extent to which Council should prioritise retaining significant trees when balancing competing considerations such as safety, infrastructure and property impacts, project costs and urban forest outcomes.

55. Staff recommend Option 1B (Balanced Assessment) as the preferred approach. It provides clearer and more consistent decision-making while balancing urban forest outcomes with safety, infrastructure, property and cost considerations.

Issue One: Tree and vegetation protection and removal options

	Option 1A: 2014 policy approach	**Option 1B:** Balanced assessment **Recommended**	**Option 1C:** Tree Retention Priority
Benefits	• Familiar approach with lower assessments and reporting requirements. • Allows greater flexibility and discretion in decision-making.	• Clearer and more consistent decision-making. • Balances safety, infrastructure, property and health impacts against the benefits provided by trees. • Consideration of cost-effective alternatives before removal. • Supports urban forest and canopy cover outcomes. • Supports Council's climate resilience objectives. • Aligns with the Nature and Biodiversity, Reserves and Open Space and Climate Action AIPs.	• Provides the strongest support for retaining significant trees. • Encourages a broader assessment of alternatives before removal is supported. • Supports canopy cover and urban forest outcomes. • Supports Council's climate resilience objectives. • Aligns with the Nature and Biodiversity, Reserves and Open Space and Climate Action AIPs.
Trade-offs	• Less support for urban forest and canopy cover outcomes. • Less alignment with Council's Nature and Biodiversity or Climate Action AIPs. • Broad criteria and discretionary decision-making may lead to inconsistent outcomes. • Does not require consideration of alternatives before removal.	• Additional evidence and assessments required. • Reduced discretion compared with the current policy. • May increase the time required to assess complex removal requests • Some residents may perceive the approach as more restrictive than the current approach.	• Highest assessment and evidence requirements. • Requires a broader assessment of alternatives before removal is supported. • May result in higher costs or more complex solutions being accepted to retain significant trees where practical alternatives to removal exist. • May increase the time required to resolve infrastructure, property or maintenance issues. • Some residents may perceive the approach as more restrictive than the current policy.

Issue Two: Replacement of trees

56. The current policy provides that trees should be replaced where practicable following removal, but replacement planting is not required. Although replacement planting occurs in most cases, there is no explicit requirement to maintain canopy cover or compensate for the loss of urban forest values when trees are removed.

57. While the removal of an individual tree is unlikely to significantly affect the urban forest, the cumulative effect of many removal decisions can result in canopy loss and reduced environmental, amenity, biodiversity and climate resilience benefits over time.

58. Replacement planting is becoming more important as Tauranga grows and urban development intensifies. As available planting space becomes more constrained, retaining existing canopy and strategically replacing lost vegetation will become increasingly important for maintaining urban forest outcomes over time.

59. Workshop discussion generally supported maintaining urban forest outcomes over time while recognising the practical constraints such as available space, cost and the time required for new trees to mature. The Committee highlighted the need for a pragmatic approach that provides flexibility while supporting Council's broader environmental and climate resilience objectives.

60. The key difference between the options is the extent to which replacement is required following tree removal:

    - **Option 2A** continues the current approach of encouraging replacement where feasible.
    - **Option 2B** requires urban forest outcomes to be maintained over time, while allowing flexibility in how and where replacement is delivered.
    - **Option 2C** requires replacement to more closely reflect the canopy or urban forest value that has been removed, with less ability to offset replacement elsewhere.

61. Maintaining urban forest outcomes means avoiding a net decline in the contribution of Council-managed trees and vegetation to canopy cover, biodiversity, urban cooling and amenity over time. This may be achieved through replacement planting at or near the removal location, or elsewhere within the city where site constraints prevent replacement at the removal location. Detailed implementation measures, monitoring requirements and any offset framework would be developed through the draft policy.

62. The Committee's decision therefore centres on the extent to which replacement planting should be required to maintain urban forest outcomes over time.

63. Staff recommend Option 2B as the preferred approach. It best achieves Council's objective of maintaining urban forest outcomes over time while retaining flexibility to deliver replacement planting in a practical and cost-effective way.

Issue Two: Tree replacement

	Option 2A: Encourage replacement (current approach)	**Option 2B:** Maintain urban forest outcomes (offsets approach) **Recommended**	**Option 2C:** Like-for-like replacement approach
What changes	Continue to encourage planting where feasible without requiring canopy or urban forest outcomes to be maintained over	Require urban forest outcomes to be maintained over time. Replacement may occur on-site, nearby, elsewhere in the	Require replacement based on equivalent canopy or urban forest value, with limited ability to offset loss to other

	Option 2A: Encourage replacement (current approach)	**Option 2B:** Maintain urban forest outcomes (offsets approach) **Recommended**	**Option 2C:** Like-for-like replacement approach
	time.	city, or through an alternative offset mechanism where on-site replacement is not feasible.	locations.
Benefits	• Lower short-term costs. • Greater flexibility on a case-by-case basis.	• Supports long-term canopy cover and urban forest outcomes. • Enables strategic planting within space constraints. • Supports Council's climate resilience, biodiversity and urban objectives. • Provides flexibility in where replacement planting occurs.	• Provides the strongest protection against canopy loss. • Creates a direct relationship between removal and replacement. • Provides highly visible commitment to maintaining urban forest outcomes. • Strongly supports canopy cover retention over time.
Trade-offs	• Inconsistent replacement outcomes. • Risk of cumulative canopy loss over time. • Limited support for long term urban forest, biodiversity and climate resilience outcomes.	• May require additional monitoring, planning and funding to demonstrate urban forest outcomes are maintained over time. • Benefits of replacement may take time to be realised.	• Difficult to deliver where space is constrained. • Reduced flexibility in how replacement is achieved. • Higher implementation and administration costs. • May be challenging when replacement opportunities are not available at or near the removal site.

Issue Three: Inclusion of vegetation in removal and replacement decisions

64. The current policy contains a range of provisions relating to vegetation planning, management and enhancement. However, it provides less specific guidance on vegetation removal and replacement than it does for trees.

65. Vegetation contributes to biodiversity, amenity, stormwater management and in some cases canopy cover. While the policy promotes the protection and enhancement of vegetation, it does not provide specific direction for vegetation removal and replacement decisions.

66. Council's strategic direction emphasises an integrated approach to biodiversity and climate resilience. This supports the recognition that trees, shrubs, groundcover and other vegetation collectively contribute to biodiversity and climate resilience.

67. The key policy choice is whether the policy should continue to focus primarily on trees or adopt consistent removal and replacement principles across both trees and vegetation.

68. Staff recommend Option 3B as the preferred approach. It provides a more consistent and integrated framework for managing vegetation and better supports Council's biodiversity, climate resilience and urban forest objectives.

69. If the Committee directs vegetation be included, detailed policy provisions, definitions and assessment criteria will be developed and brought back to the Committee as part of the draft policy. Assessment requirements would be proportionate to the type, size and value of the vegetation being considered. For example, the removal of small ornamental plantings would require less assessment than the removal of mature vegetation that contributes significantly to biodiversity, amenity, screening, erosion control or urban forest outcomes.

Issue Three: Should vegetation be included in the policy

Option	**Option 3A**: Trees only (current approach)	**Option 3B**: Include vegetation **Recommended**
What changes	Continue to focus removal and replacement provisions primarily on trees.	Extend removal and replacement provisions to vegetation as well as trees, with requirements applied proportionately to the type, size and value of the vegetation removed.
Benefits	• Simple approach. • Focuses on major canopy contributors. • Lower assessment and administration requirements.	• Provides a more consistent and integrated approach to removal and replacement decisions. • Supports biodiversity, climate resilience and urban forest outcomes across a wider range of vegetation types. • Aligns with Council's strategic direction.
Trade-offs	• Inconsistent treatment of vegetation. • Provides limited recognition of the contribution of other vegetation to biodiversity and climate resilience outcomes.	• May increase assessment and administrative requirements. • Requires development of vegetation definitions and assessment criteria. • May require additional judgement when determining appropriate replacement or offsets.

FINANCIAL CONSIDERATIONS

70. This report seeks direction on policy settings and does not propose any immediate changes to budgets or levels of service. The recommended options are expected to have minimal to modest financial implications, although some alternative policy options could result in significant implementation costs.

71. The cost estimates presented in this section are indicative only and have been developed using current tree replacement practices, discussions with infrastructure managers, estimated replacement volumes, and a preliminary assessment of the additional investigation, design and mitigation requirements associated with each option. Actual costs will depend on the scale, location and complexity of future projects.

72. Research reviewed by the University of Canterbury and prepared for Auckland Council found that urban trees provide substantial environmental, social and economic benefits, with benefits generally exceeding establishment and management costs over their lifetime. Larger trees were found to generate proportionally greater benefits than smaller trees.[13]

73. Accordingly, any additional implementation costs should be considered alongside the long-term environmental, social and economic benefits provided by trees and vegetation.

Tree removal

74. The recommended approach Option 1B (Balanced Assessment) is expected to have only modest cost implications because it is broadly consistent with current assessments and decision-making practices.

75. Option 1C (Tree Retention Priority) could result in additional annual costs in the order of $1 million to $2 million per annum. These costs primarily relate to increased investigation requirements and greater reliance on engineering, infrastructure protection, relocation and redesign solutions to retain trees where conflicts with infrastructure occur. The estimates are indicative only and should be treated as order-of magnitude estimates subject to significant uncertainty, as actual costs will depend on the frequency, scale and complexity of future infrastructure conflicts.

Replacement planting

76. The recommended approach Option 2B (Maintain Urban Forest Outcomes) is expected to have minimal additional cost implications because it broadly reflects current practice of replacing trees where feasible and maintaining urban forest outcomes over time. In most cases, replacement planting is funded by Tauranga City Council, although developers or applicants may be required to fund removal and replacement in some circumstances.

77. Option 2C (Like for Like Replacement) would result in additional planting and establishment costs, as replacement requirements would more closely reflect the canopy and urban forest value of removed trees. Based on current removals of approximately 1,500 trees per year, implementation could require a substantial increase in replacement planting. Depending on the replacement standards adopted, the size of the replacement trees required and site-specific planting constraints, additional costs could range from several hundred thousand dollars per annum to more than $1 million per annum.

Inclusion of Vegetation

78. Including vegetation within the policy framework would broaden the scope of the policy beyond trees and require additional assessment and administrative processes. Depending on the scale and complexity of individual projects, indicative additional costs are estimated to range from approximately $10,000 to $100,000 per annum.

LEGAL IMPLICATIONS / RISKS

79. This report seeks direction on policy settings only and does not create any immediate legal obligations or changes to operational practice.

80. A revised policy is expected to improve consistency, transparency and defensibility of decision-making by providing a clearer set of criteria for tree and vegetation removal, replacement and retention.

81. The primary risks relate to implementation rather than legal compliance. These include:

[13] Morgenroth, J. (2023). *A Review of Urban Forest Benefits and Costs*. University of Canterbury. Report prepared for Auckland Council. Every $1 invested in urban trees generated approximately $3.39 in benefits[13]. The research also found that larger trees generated greater returns, with approximately $3.93 in benefits for every $1 invested

- differing community expectations regarding tree protection and removal
- consistency of policy application
- the higher evidence requirements associated with removal decisions
- the practical delivery of replacement or offset planting where space is constrained.

82. Depending on the options selected, there may also be operational implications for infrastructure planning, asset management and project delivery where trees and vegetation interact with council infrastructure. These matters will be further assessed through development of the draft policy.

83. Any legal implications arising from the preferred policy approach will be assessed and reported back to the committee.

TE AO MĀORI APPROACH

84. There was a high level of engagement with Te Rangapū Mana Whenua o Tauranga Moana throughout the development of Tauranga City Council's strategic framework. As a result, Te Ao Māori principles have been embedded within the Tauranga Taurikura - Environment Strategy and the Nature and Biodiversity Action Plan.

85. Updating the policy to align with these strategic documents will provide a basis for incorporating Te Ao Māori principles into the policy. Feedback from the Te Rangapū Mana Whenua o Tauranga Moana policy subcommittee supported an approach that places greater emphasis on protection of the urban forest and aligns with the proposed policy direction.

86. At the direction of the Te Rangapū Mana Whenua o Tauranga Moana policy subcommittee, staff sought input from Kylie Wilson, General Manager Te Mahi ā-Nuku, on the policy's approach to vegetation and tree management. Feedback highlighted the Te Ao Māori perspective that emphasises the interconnected relationship between people and the natural environment, recognising people as a part of a wider ecological system rather than separate from it. This perspective supports an approach that places greater emphasis on the protection of the urban forest.

87. Alignment with the Tauranga Taurikura - Environment Strategy, also enables stronger reflection of Kaitiakitanga (guardianship) within the policy. This includes:

- recognising the urban forest as a taonga
- supporting the protection of trees and vegetation
- promoting an integrated approach to managing the urban forest

CLIMATE IMPACT

88. Aligning the policy with Council's strategic direction supports climate resilience by helping reduce urban heat through shade and cooling; improving stormwater management and resilience to extreme weather events and supporting biodiversity and ecological connectivity across the city.

SIGNIFICANCE

89. 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.

90. In making this assessment, consideration has been given to the likely impact, and likely consequences for:

(a) the current and future social, economic, environmental, or cultural well-being of the district or region

(b) any persons who are likely to be particularly affected by, or interested in, the decision.

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

91. While urban forest management, climate resilience and biodiversity are matters of community interest and strategic importance, the issue is not considered to meet the threshold for high significance under Council's Significance and Engagement Policy.

92. This report seeks direction on high-level policy settings to inform the development of a revised urban forest policy and does not propose final policy decisions or changes to operational delivery at this stage. The immediate impacts of the decision are therefore limited. Accordingly, the decisions sought in this report are considered to be of medium significance.

ENGAGEMENT

93. Taking into consideration the above assessment, that the decision is of medium significance, officers are of the opinion that no further engagement is required prior to the committee making decisions on the policy settings.

94. Staff will continue to engage with Te Rangapū Mana Whenua o Tauranga Moana during development of the draft policy and prior to seeking approval for public consultation.

95. Community consultation is anticipated as part of the development of the Urban Forest Policy.

NEXT STEPS

96. The Committee's decision will inform the development of the draft Urban Forest Policy. The next step will be for staff to prepare a draft policy that reflects the preferred approach to:

- tree removal decisions
- replacement decisions
- the inclusion of vegetation

97. Staff anticipate presenting a draft Urban Forest Policy to the Committee on the 16 March 2027 for approval, prior to adoption for community consultation.

ATTACHMENTS

1. **Vegetation and Tree Management Policy 2014 - A20213469**
2. **Comparison of Tree Removal Criteria Across Selected Councils - A20761440**
3. **Tree removal option comparison - A20779655**

Council Lead Policy

POLICY TITLE:	**VEGETATION AND TREE MANAGEMENT POLICY 2014**
Minute Ref: M14/86.1	
Date of Adoption:	**1.12.14**

Statement

This Policy should be read in the context of the Vegetation Management Strategy for Tauranga – 'Growing Tauranga Green'.

The Policy applies to all vegetation and trees on council owned or administered land. The Policy does not apply to vegetation and trees on privately owned land.

1. POLICY OBJECTIVES

- To actively strike a balance between the public benefit and amenity of high quality vegetation and the potential negative impact on the individual.
- To recognise the visual amenity, character and natural features of the city and to provide a sense of scale to complement built form through vegetation and planting.
- To recognise the importance of high quality vegetation that contributes towards the sustainable development of our environment.
- To create and enhance wildlife habitats and ecological values that contributes to the bio-diversity of the city's environment, including bee friendly trees/vegetation.
- To support juvenile trees to reach a maturity that is relevant for their specific location.
- To generally protect the city's mature tree asset.
- To reflect and promote awareness of current and future environmental qualities, issues and benefits.
- To promote understanding and appreciation of Tauranga's vegetation and to ensure public involvement in the planning and design of the city's vegetation.

2. PRINCIPLES

- Vegetation can provide and enhance identity, landscape values and visual amenity.
- The community's wellbeing is influenced by the vegetative landscape and the benefit it provides.
- Council supports the established arboricultural standards for pruning to enable trees to grow true to form.

- Vegetation on council owned or administered land is considered a long term asset requiring active management to ensure effective enhancement of the amenity, ecology and environment of the city.
- Creatively planned and managed vegetation can enhance the wellbeing of people and the environment of the city including edible planting.
- The value of existing trees and vegetation contributes to the identity of the city.
- Incorporating vegetation into public space is important to mitigate the effects of urban intensification.
- Staff will work with residents to ensure appropriate outcomes are achieved.
- Species selection and a high standard of arboricultural processes will be applied to ensure the benefits of well managed vegetation are realised.
- Vegetation should reflect their environmental space.

3. DEFINITIONS

Amenity and amenity value is the natural or physical qualities and characteristics of an area that contribute to people's appreciation of its pleasantness, aesthetic coherence and cultural and recreational attributes.

Council is Tauranga City Council.

Environment has the same meaning as defined in the Resource Management Act 1991.

Identified threat where a Tauranga City Council employed qualified Arborist has identified a defect in the tree that presents an imminent risk of failure that cannot be remedied.

Notable Trees has the same meaning as defined in the operative Tauranga City Plan.

Public land or spaces is land that is owned or administered by the Council and includes land administered by Council on behalf of the Crown.

Tauranga City Council Qualified Arborist is a person employed by Council who by possession of a recognised arboriculture degree, diploma or certificate and experience, is familiar with the equipment and hazards involved in arboriculture operations and who has demonstrated the ability to perform the tasks involved.

Tolerance Zone is the zone or area around overhead services into which a tree cannot encroach. Tolerances zones vary for different overhead services.

Tree Means a woody plant with the potential to reach at least 6 metres in height with usually no more than 6 stems and a combined aggregate stem diameter of, or exceeding, 95mm measured at 1.4 metres above ground. **Tree Framework** is the existing and planned Tauranga City Council tree asset.

Vegetation includes any species of grass, plant, tree or shrub, any group of exotic or indigenous trees or shrubs, any native bush and wetland plants.

Vegetative landscape is the overall mix of private and publicly owned vegetation that form the distinctive landscape identity of an area.

4. BACKGROUND

Tauranga City Council is responsible for the management of all trees and vegetation on council owned or administered land. The Vegetation and Tree Management Policy ('The Policy') relates to all vegetation and trees on council owned or administered land. This includes (but is not limited to) parks, reserves and the berms on roads and urban streets.

The Policy is consistent with "Growing Tauranga Green", Tauranga City Council's vegetation management strategy. This strategy enables staff to make consistent decisions regarding the management of the city's vegetation.

The policy focuses on Council's role, but the intention is also to encourage others to take a positive approach to the management of the city's trees and vegetation.

Note: Any work to a tree or any work within the drip line of a tree that is protected as a Notable or Heritage Tree or is part of a Significant Group of Trees is managed under the Tauranga City Plan. Tauranga City Council is responsible for the minor pruning and emergency pruning/removal of protected trees/groups.

5. POLICY STATEMENT

5.1 Vegetation Planning

Creative approaches to planning and managing vegetation will be applied to ensure the city's amenity values and identity is enhanced as Tauranga grows and development intensifies.

Council will seek to protect and enhance vegetative landscape that is of botanic, cultural, historical or landscape significance.

Planting in public spaces by members of the community will require prior approval from appropriate Council staff.

5.2 Vegetation Consultation, Education and Advice

Council will support community education programmes and work with other agencies to promote greater understanding and management of planned vegetation.

Council will provide advice, and work with other agencies to advise on how private land, and publicly owned land, can be planted to enhance and extend public planting through education and encouragement of land owners.

5.3 Vegetation Management

Council will ensure the ongoing viability of the city's vegetation through:

- Ecology – by enhancing and protecting the habitat for people and wildlife, recognising and ensuring biodiversity.
- Community Education and Involvement - by community activities, enhancing community spirit and civic pride, provision of information.
- Planning - by species selection, operational specifications, future needs, socio-economic benefits and cultural significance.
- Effectiveness – by pruning, planting, watering or other management practices, and in certain circumstances protecting and removing vegetation.

5.4 Replacement Priority

Council will conserve and sustain Tauranga City's Tree Framework by supporting programmed replacement planting schemes in accordance with the following replacement priority:

- High maintenance planting (e.g. trees and shrubs under utility lines) to low maintenance planting.

Replacement planting will be undertaken in accordance with the following;

- Ensuring planting is maintained in a manner consistent with the principles of "Growing Tauranga Green", the Street Tree Planting Guide and applicable Reserve Management Plans and the overall concept and original design intentions, especially with trees of historic significance.
- Ensuring planting is designed for low maintenance while also providing colour and aesthetic appeal.

5.5 Conservation of Trees in Public Spaces

Significant trees and tree groups including street and park trees are conserved by appropriate means to safeguard neighbourhood character. In some cases it will be appropriate to recognise such trees using the terms of the Royal New Zealand Institute of Horticulture 'Notable and Historic Trees Scheme' (1977). In other cases, protection may be afforded through the Schedules in the City Plan relating to the Notable Tree Register and the Significant Groups of Trees Register. The highest priority for conservation of trees will be older trees and those more critical to the City's Tree Framework e.g. those on major traffic routes.

New trees planted on Council land will be carefully selected and grown 'true to form'.

Council will encourage public/business participation in tree and native re-vegetative planting projects.

5.6 Removal of Trees on Council owned or administered land

5.6.1 Trees on Council owned or administered land can be removed if the trees are considered by a Tauranga City Council Qualified Arborist to meet one or more of the following criteria:

1. The tree is an identified threat to:
   - public or individual health; or
   - public or individual safety; or
   - public property, or
   - private property.

   Where a tree is requested to be removed for public or individual health reasons, Council will take into account the trees species in question and any qualifying supporting medical documentation specific to the individual requesting the removal.

   Council will also take into account;

   - The Annual Pollen Calendar (attached as Appendix A); and
   - The Ogren Plant Allergy Scale

2. The tree is interfering with infrastructure services or within the tolerance zones for overhead services;

3. The tree is likely to be in a diseased or dying condition which cannot be improved by treatment;

4. (a) Continued pruning is detrimental to the ongoing health of the tree; or

(b) The ongoing health of the tree itself or trees in the direct vicinity is affected e.g. overcrowded berms; or

(c) The tree is deemed to be an inappropriate size or species for the location.

In the case where trees are located on land that Council administers on behalf of the Crown, removal may be subject to Crown approval

5.6.2 (a) Where Council receives a request to remove a tree on Council owned or administered land that does not fall within the criteria specified in clause 5.6.1 of the Policy, the Chief Executive may approve or decline the request. In exercising discretion under this clause, the Chief Executive will consult with a Tauranga City Council Qualified Arborist and any other expert, and may impose conditions, including the payment of a fee.

(b) Any person granted approval to remove a tree under this clause will generally be required to fund the removal of the tree and replacement planting.

Note: Wherever possible, when a tree is removed it will be replaced. The replacement will be a species appropriate to the location. Staff will work with adjoining properties on the positioning of the tree outside their property.

Where trees are located on public land that is leased by the Council to another party and there is an inconsistency between this Policy and the provisions of the Lease, or any Plan or Agreement relating to Vegetation or Tree Management on that land during the term of the Lease, the provisions of the Lease or any such Plan or Agreement will prevail.

5.7 Pruning of Trees on Council owned or administered land

Council does not allow individuals to prune on Council owned or administered land. Regarding the process for pruning trees, Council will provide public information and education on pruning policies.

In the case where trees are located on land that Council administers on behalf of the Crown, pruning may be subject to Crown approval.

Council will ensure trees are pruned to alleviate hazards e.g. electrical conductors, public footpaths, carriageways, emergency situations. These hazards can be urgent or non-urgent.

Council will prune for shade and light purposes at the request of a resident where, in the opinion of a Tauranga City Council Qualified Arborist, pruning will be consistent with good arboricultural processes and being consistent with the general intent of the Principles of this policy set out in Section 2.

Council may prune for view purposes at the request of a resident where, in the opinion of a Tauranga City Council employed Qualified Arborist, pruning will be consistent with good arboricultural processes and the general intent of the Principles of this policy set out in Section 2.

Where, as a result there is a private benefit, such as for views, shade and/or light, the requester(s) will generally be required to fund the full costs of the pruning.

Where trees are located on public land that is leased by the Council to another party and there is an inconsistency between this Policy and the provisions of the Lease, or any Plan or Agreement relating to Vegetation or Tree Management on that land during the term of the Lease, the provisions of the Lease or any such Plan or Agreement will prevail.

5.8 Assistance with Removal of Debris from Notable Trees or Trees on Council owned or administered land

Where assistance is requested by a resident living at a property that is affected by falling debris (leaves, seeds and twigs) from Notable trees or trees on Council owned or administered land, the following application criteria will apply:

- The applicant is physically and financially (as measured by receipt of Rates Rebate under Rates Rebate Scheme) unable to maintain the property which is being affected by debris from a Notable tree or a tree located on public land; or
- Where there are exceptional circumstances

Assistance will only be available to premises used solely for residential purposes.

5.9 Appeal

Any person or entity has the right to appeal any decision made under section 5.6 to 5.8 directly to the elected council, for determination either by formal resolution at a council meeting or by informal council direction to the Chief Executive.

6. RELEVANT DELEGATIONS

The implementation of this Policy is delegated to the Chief Executive and/or his/her sub-delegate.

7. COMMUNITY ENGAGEMENT AND CONSULTATION

Appendix B sets out when and how TCC communicates with the public on tree removal issues. Council will either:

a. Inform

b. Inform and consult

When communicating on general tree matters the process will be informative.

When communicating regarding petitions the process is consultative.

8. REFERENCES AND RELEVANT LEGISLATION

Growing Tauranga Green – Tauranga City Vegetation Management Strategy 2006

Great City / Great Design - Tauranga City Council Urban Design Strategy 2008

Resource Management Act 1991

Reserves Act 1977

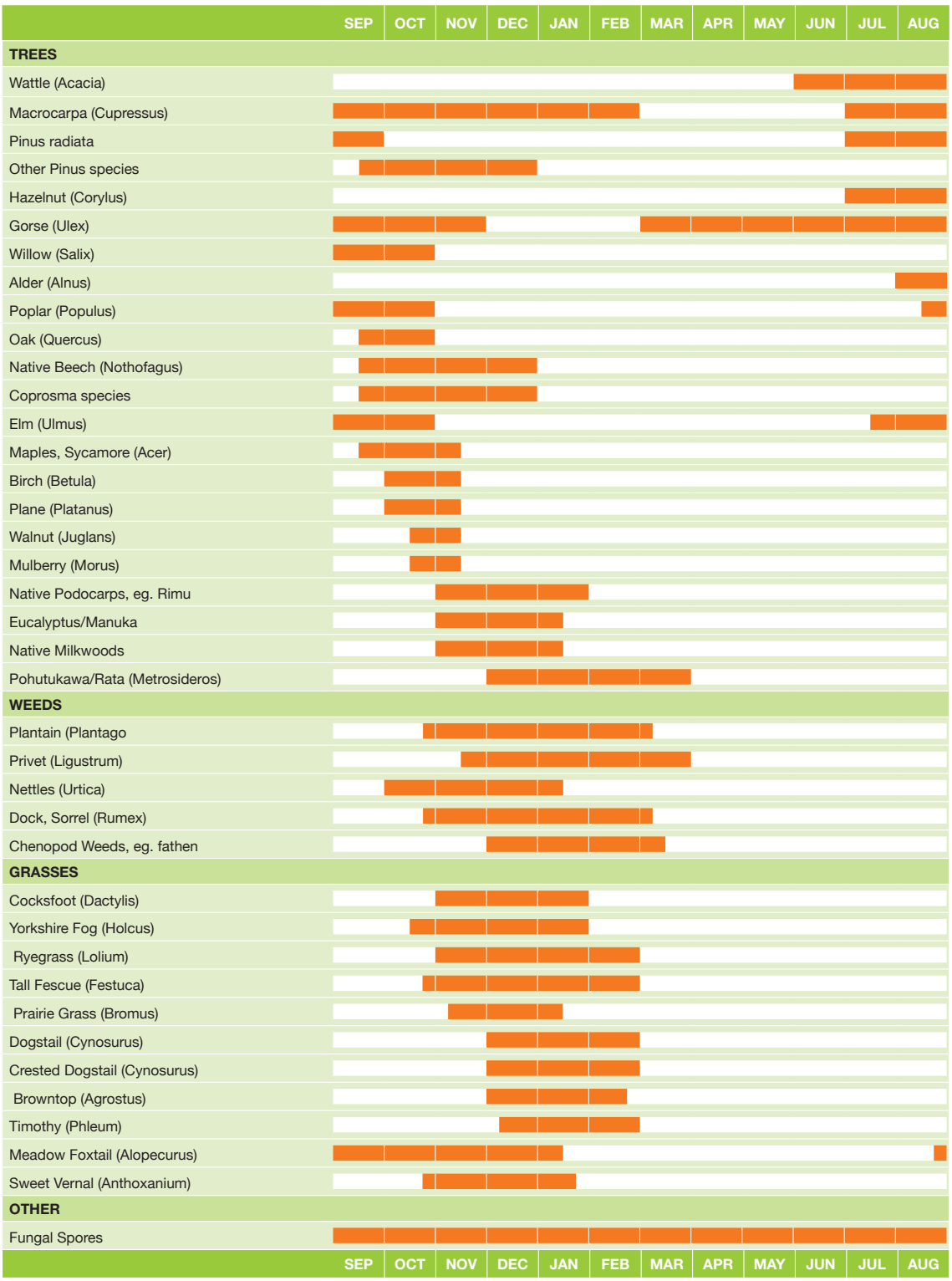
Tauranga City Plan 2013

Growing Healthy Communities: Food Security Toolkit for Local Government (Toi Te Ora - Public Health Service, Bay of Plenty District Health Board, 2013)

Property Law Act 2007

Annual Pollen Calendar

Tauranga City



Produced by David W Fountain PhD, Honorary Research Associate, Institute of Molecular BioSciences, Massey University on behalf of Allergy New Zealand.

Communication & Engagement Process 2014

Approach

The tables below set out when and how TCC communicates with the public on tree removal issues.

As a guide;

- When communicating on general tree matters the process will usually be informative.

- When communicating regarding petitions the process is consultative.

The tree size criteria in the tables below recognise that more visible trees will create greater public interest but does not take into account the association that the public may have with a particular tree/s, nor does it fully take into account the environmental and aesthetic benefits of a tree.

The inclusion of the criteria of multiple trees recognises that the loss of a number of small trees may have a greater effect than the loss of one larger tree.

The inclusion of the Historic/Heritage criteria recognises that trees can have value to the community.

General Tree Matters

Tree size/value	General (in accordance with policy)	
<10m	50m	Sent advisory card
10-20m	50m	Sent advisory card
>20m	100m	Sent advisory card
Multiple trees	100m	Sent advisory letter
Historic/Heritage	100m	Sent advisory letter

Advisory card/letter content:

- What
- Why
- When
- How to enquire

In cases where the tree is particularly large or prominent the advisory card delivery area will be extended. There is no set limit to the extent of the advisory card delivery area. The Tauranga City Council employed Qualified Arborist will decide upon the extent of the advisory card delivery area.

In cases where the planned works are likely to cause public interest or enquiries a mail out to affected residents is carried out by Tauranga City Council staff. Due to the nature of the activity, the extent of the mail out is determined on a case by case basis. By way of

example, for the Wairakei Re-vegetation Enhancement works a mail out was sent to the residents who live adjacent to the work site to let them know that works were planned.

Petitions

Tree size/value	Petition	
<10m	50m	Sent consultation letter
10-20m	100m	Sent consultation letter
>20m	200m	Sen consultation letter + Our City Views article
Multiple trees	200m	Sent consultation letter + Our City Views article
Historic/Heritage	200m	Sent consultation letter + Our City views article

When a petition is received, Council will send a response to the petitioners containing the following information;

- Body of petition
- Location of tree/s
- Policy
- Implication
- Options to be presented in report to Council or a Committee of Council
- How to respond
- Date of Council or Committee of Council meeting/hearing

When a petition is received regarding trees, Council will contact the lead petitioner to see if their issues can be resolved without the issue having to go before council.

If the issue can be resolved the works will be programmed and reported to the relevant Committee.

If the issue cannot be resolved the petitioners will be informed of Council's process for presenting petitions to Council and a report will be presented to the next relevant Committee, together with the petition.

Council	General criteria for removal					Explicitly ruled out
	Safety	***Condition***	***Infrastructure***	***Species***	***Health***	
Tauranga	✓	✓	✓	✓	✓	not explicitly defined
Melbourne *City of Melbourne Tree Policy 2021*	✓	✓	✓ with no practical mitigation options	✓ community consultation & Urban Forest Strategy Alignment	✓ primary cause of severe allergenic or health response	• if there are practical means for tree retention • views or commercial signage • leaf/fruit or debris • solar access • minor allergenic or irritant responses
Sydney *City of Sydney Tree Management and Donation Policy 2023*	✓	✓	✓ where tree removal is the only option to address the issue	✓ Weed species canopy cover is considered	✗	• nuisance • views including advertising signs • off street parking • leaf / flower / fruit drop • solar access • to reduce impact of animals
Hamilton *Hamilton City Council Tree Policy 2025*	✓	✓	✓	✗	✗	• views and shade • leaf/fruit litter or debris • nuisance from native fauna • solar access • minor allergenic or irritant responses • if there are practical means for retention
Wellington *Trees on public Council land*	✓	✓	✓	✗	✗	• views and shade • leaf litter • roosting birds
Auckland *Auckland Council website – public tree removal*	✓	✓	✓	✗	✗	• views and shade • solar access • leaf/fruit litter or debris • roosting birds • seasonal or minor allergenic or irritant
Christchurch *Christchurch City Council Tree Policy 2024*	✓	✓	✓ Significant damage - cannot be reasonably mitigated	✓ Wilding trees if considered a pest	✓	• if there is practical means for retention • views, shade, signage • allergens (unless approved under exemption) • leaf/fruit litter or debris

Tree protection and removal option comparison

	Option 1A: Current approach 2014 policy	Option 1B: Balanced Assessment	Option 1C: Tree Retention First
Overall approach	Limited impacts or evidence required before removal is considered	Balance identified impacts, costs and cost-effective alternatives against the environmental, cultural amenity and community benefits of the tree.	Place greater emphasis on retaining significant trees by requiring all reasonably practicable alternatives to be considered before removal is supported.
Tree condition	Any tree that is dead, dying or unhealthy may be removed.	Removal supported where a qualified arborist determines that a tree is dead, dying or unlikely to recover despite reasonable management.	Removal supported where a qualified arborist determines that a tree is dead, dying or unlikely to recover despite reasonable management.
Safety	Any tree considered a risk to health or safety may be removed. No risk assessment standard specified in policy.	Removal is supported where unacceptable risk to people or property, has been identified through a recognised tree risk assessment methodology[1], and the risk cannot be managed reasonably managed through cost effective mitigation measures.	Significant trees are retained unless an unacceptable risk to people and property remains are all reasonably practicable mitigation measures

[1]**Tree risk assessment methodologies**
VALID, TRAQ and QTRA are recognised arboricultural methodologies used to assess tree-related risk. Each provides a structured way of evaluating the level of risk presented by a tree. While each uses a different assessment approach, they generally consider:

- the likelihood of a tree or tree part (such as a branch, stem or root system) failing
- the likelihood of that failure affecting a person, vehicle, building, infrastructure asset or other property
- the potential consequences if failure occurs.

These factors are combined to produce a risk rating that helps inform appropriate management responses, such as monitoring, pruning, mitigation measure or removal. For example, a large branch over a busy playground may present a higher overall risk than a similar branch in a remote reserve because people are more likely to be present if the branch fails.

VALID, TRAQ and QTRA differ primarily in how risk is assessed and expressed, ranging from qualitative assessments based on professional judgement through to methodologies that use numerical probability estimates.

While these methodologies assist in identifying and assessing tree-related risks, they do not determine the level of risk Council is prepared to accept. Council's approach to risk tolerance will be considered through the development of the draft Urban Forest Policy.

	Option 1A: Current approach 2014 policy	Option 1B: Balanced Assessment	Option 1C: Tree Retention First
Infrastructure	Trees may be removed if they interfere with infrastructure services. No assessment or consideration of alternatives is required.	Balance infrastructure impacts, service disruption and costs against the benefits of retaining the tree.	Retain significant trees unless infrastructure impacts cannot reasonably be managed through alternative solutions.
Pest species	Covered under existing size and species criteria 4(c) '*The tree is deemed to be an inappropriate size or species for the location'*.	Retention may be considered where the benefits of the tree outweigh the risks associated with the pest species.	Retention is preferred where risks associated with the species can be reasonably managed and the tree provides significant ecological, habitat, cultural or biodiversity benefits.
Health and allergy	Health and allergy concerns can be considered alongside any supporting medical information.	Removal may be considered where there is evidence that the tree is causing significant and ongoing health impacts that cannot be reasonably managed. Health impacts considered alongside the environmental benefits provided by the tree.	Health and allergy reasons alone are not grounds for removal.
Exclusions	No specific exclusions identified in policy. The Chief Executive can approve requests outside the policy.	Amenity-related concerns such as shading, leaf fall, reduced solar access, obstruction of views, or personal preferences regarding a tree's appearance.	Same as Option 1B plus health and allergy concerns.
Consideration alternatives to removal	Alternatives do not need to be considered.	Reasonably practicable and cost-effective alternatives considered before removal. The value of the tree considered using a recognised valuation methodology such as the Melbourne Tree Valuation Method.	All reasonably practicable alternatives must be explored before removal. Removal is the last resort. The value of the tree considered using a recognised valuation methodology such as the Melbourne Tree Valuation Method.

[1] *Pest species management varies depending on the requirements of relevant pest management plans, the agreed management approach for the species, and the contribution individual trees make to canopy cover, amenity, habitat and landscape character*

9.5 Growth Planning - Western Corridor

File Number: **A21278582**

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Please note that this report contains confidential attachments.

Public Excluded Attachment	Reason why Public Excluded
Item 9.5 - Growth Planning - Western Corridor - Attachment 3 - Attachment 3 SmartGrowth Opportunities Areas (Confidential Attachment)	s7(2)(b)(ii) - The withholding of the information is necessary to protect information where the making available of the information would be likely unreasonably to prejudice the commercial position of the person who supplied or who is the subject of the information. s7(2)(h) - The withholding of the information is necessary to enable Council to carry out, without prejudice or disadvantage, commercial activities.

PURPOSE OF THE REPORT

1. The purpose of the report is to provide an update on Western Corridor growth planning, outline options for planning moving forward, and seek resolutions on next steps.

RECOMMENDATIONS

That the City Future Committee:

(a) Receives the report "Growth Planning - Western Corridor ".

(b) Confirms the Western Corridor remains a key current and future growth corridor for the city and subregion, with a particularly significant role in supporting business and industrial activities, employment and economic development as the gateway to the Waikato and Auckland regions.

(c) Agrees that the draft 2027-2037 Long-Term Plan will include:

i) No capital funding, other than future proofing investment, to enable development of the Keenan Road and Upper Belk Road Urban Growth, given current State Highway transport capacity constraints mean development of these areas is not anticipated within the next 10 years; and

ii) No specific operational planning budget to progress planning of Keenan Road and Upper Belk Road Urban Growth area, removing $1,685,000 from the first three years of the current working draft of the Long-Term Plan.

(d) Approves staff continuing with planning activities for the Western Corridor as follows:

i) Upper Belk Road Urban Growth Area:

(1) Complete the desktop feasibility study currently under way

(2) Do not proceed with further detailed structure planning for the Urban Growth Area at this time

(3) Use work undertaken to date to enable the inclusion of Upper Belk in the Regional Spatial Plan process for potential future urban development

ii) Keenan Road Urban Growth Area:

(1) Pause any further detailed structure planning for the Urban Growth Area at this time

(2) Use work undertaken to date to enable the inclusion of Keenan in the Regional Spatial Plan process for potential future urban development

iii) SmartGrowth development opportunities: Continue to work with SmartGrowth partners to support key stakeholders to further investigate opportunities in the Western Corridor.

iv) That no external costs of substance are invested in 2026/2027 into further planning work for the urban growth areas without further report back and approval by the City Future Committee.

v) **Attachment 3** can be transferred into the open Attachment 2 can be transferred into the open subject to the landowner / developer making the proposal public, or the matter otherwise being reported in public by Council and/or SmartGrowth.

EXECUTIVE SUMMARY

2. This report builds on the Western Corridor update and resolutions from the City Future Committee on 30 June 2026[14]. It provides an update on the following matters:

(a) Strategic context, including infrastructure planning for the Western Corridor

(b) Implications of resource management reform, including the proposed Regional Spatial Plan (RSP) and Land Use Plan (LUP)

(c) Planning for the Keenan Road Urban Growth Area

(d) Planning for the Upper Belk Urban Growth Area

(e) Other potential Urban Growth Areas and opportunities

(f) Options and recommendations for Western Corridor Urban Growth Area planning moving forward.

Implications of resource management reform

3. Planning for growth will be subject to direction through the resource management reforms. Councils will need to continue to undertake planning for growth to meet minimum statutory requirements of the new system including matters such as the provision of sufficient development capacity for current and future growth. The most recent Housing and Business Development Capacity Assessment (HBA) has identified a shortfall in residential and business land across the sub-region.

[14] Refer agenda item 9.3, City Future Committee, 30 June 2026: https://infocouncil.tauranga.govt.nz/Open/2026/06/CFC_20260630_AGN_2909_AT.PDF

4. Resource management reform has shifted the emphasis of planning for growth to the proposed RSP and LUP under the Planning Act 2026. The planning framework establishes a hierarchy of instruments, with national policy directing how goals in the Planning Act will be achieved. Goals most relevant to identifying priority areas for growth and change in an RSP include:

   (a) To support and **enable economic growth and change by enabling the use and development** of land

   (b) To enable competitive urban land markets by **making land available to create abundant development opportunities for residential and business use**

   (c) To enable infrastructure to be provided to meet and respond to current and future demand.

5. National standards will translate this direction into standardised provisions, methods and rules for implementation. These are then given effect through the RSP and LUP. The LUP must give effect to the RSP.

6. Based on the Planning Act and information available to date, it appears that strategic sequencing of growth will be set out in the RSP, particularly in relation to infrastructure planning and investment, while more detailed development triggers to enable development through appropriate zoning will likely sit within the LUP. However, the final approach will depend on the content of future national policy direction and standards, which will determine how growth areas are identified, sequenced and enabled under the new resource management system. This will inform the level of planning detail required by prepared by Council to inform these statutory documents.

7. It is understood that national policy direction and national standards will be released by **September 2027** (with a draft in early 2027) to direct how the goals are to be implemented and given effect through the RSP and LUP.

8. Further consideration of the Western Corridor Urban Growth Areas will be required through the preparation of the RSP and LUP.

9. A full timeline of the transition to the new resource management system is contained in **Attachment 1**.

Planning for Urban Growth Areas

10. As outlined in the 30 June 2026 report, work to date has been focused on integrated land use and infrastructure planning across the western corridor, including detailed planning and feasibility studies for the Keenan Road urban growth area and preliminary assessment of the Upper Belk urban growth area. This includes transport planning in partnership with the NZTA, three waters infrastructure planning, and assessments to understand infrastructure requirements, staging, and funding implications.

11. Key issues identified relate to infrastructure capacity, cost, and timing. While there is some limited capacity within the infrastructure network, increasing investment is required over the short, medium and longer term for waters and transport, and the State Highway corridors require significant investment to be confirmed by NZTA to enable development beyond that which is already zoned for development in the Western Corridor.

12. Moving forward, it will remain important to continue to provide for an integrated approach to land use and infrastructure planning over the short, medium and long term, to assist in aligning local and central government funding to support growth needs.

13. Additional challenges within the Urban Growth Areas include land constraints, fragmented ownership, and the need to balance staging of development with future corridor-wide infrastructure requirements. These challenges are materially impacting development feasibility based on current market conditions, particularly under a

"growth pays for growth" model, with impacts most acute within the Keenan Road Urban Growth Area. However, development feasibility is dynamic and likely to change over time, as such it remains important to be forward planning to enable development when the time is right.

14. For the Keenan Road Urban Growth Area, structure planning and technical investigations have confirmed that the area is technically capable of urban development, but full development is not currently commercially viable due to the scale and cost of transport, stormwater, water and wastewater infrastructure.

15. A lower infrastructure investment option supporting 1,000-1,200 dwellings in the northern part of Keenan Road Urban Growth Area has now been tested. While not an optimum outcome from a strategic perspective, this scenario demonstrates a pathway to a significantly improved development feasibility by reducing the scale of development and therefore reducing significant infrastructure investment. However, feasibility is still considered marginal or commercially challenging in the current market under this scenario.

16. For the Upper Belk Urban Growth Area, work remains at a preliminary feasibility stage, with current investigations focused on confirming the developable yield based on business land and residential outcomes, and the infrastructure required to service development. A number of possible scenarios are being assessed. This work is expected to be completed at the end of 2026 and reported early 2027.

17. Preliminary investigations indicate that existing water and wastewater capacity may support an initial stage of business land development within the Upper Belk Urban Growth Area (Griffin Road area). However, the extent of development that can be supported, and the infrastructure required to enable further development, remain subject to the ongoing feasibility investigations. Further development is expected to depend on significant corridor infrastructure, including transport investment (particularly State Highway investment) and additional three waters capacity.

18. In summary, the overall planning status of the Keenan Road and Upper Belk Urban Growth Areas is as follows:

Planning steps	**Keenan Road Urban Growth Area**	**Upper Belk Urban Growth Area**
Preliminary desktop feasibility studies	Yes	Underway
Within TCC boundaries	Yes	No
Detailed site assessments and technical reporting	Yes	No
Detailed development feasibility	Yes	Not for whole growth area, preliminary feasibility assessment for Griffin Road (stage 1) area
Community engagement	Yes	No
Mana whenua engagement	Yes	No
Local surrounding transport network capacity	Yes	No, or limited, subject to an integrated transport assessment
State highway network capacity	No, or limited, subject to an integrated transport assessment	No
Existing water supply capacity	1,000-1,200 dwellings with some moderate investment	Griffin Road area, with some moderate investment
Existing wastewater capacity	1,000-1,200 dwellings with some moderate investment	Griffin Road area, with some moderate investment

19. For the reasons outlined above, no enabling infrastructure funding is currently proposed for the Keenan Road and Upper Belk Urban Growth Areas in the draft 2027–37 Long Term Plan, except for future proofing infrastructure which is cost effective and/or where the opportunity exists at a point in time and is unlikely to be readily available in future.

20. In July 2025 SmartGrowth invited expressions of interest for significant housing or business land development proposals, specifically for proposals that fall outside the current SmartGrowth Future Development Strategy. Further details on an expression of interest relating to the Western Corridor are contained in the Confidential **Attachment 3**. It is intended that Council continue to work with the applicant, SmartGrowth partners and key stakeholders to further investigate this opportunity.

Options and recommendations for planning moving forward

21. Having regard to the above, three options for Western Corridor Urban Growth Area planning moving forward are outlined in this report:

    (a) **Option 1**: Continue strategic growth and infrastructure planning to inform the RSP and LUP, and defer detailed structure planning **(recommended)**

    (b) **Option 2**: Continue with detailed structure planning for both Keenan Road and Upper Belk Urban Growth Areas

    (c) **Option 3**: Discontinue planning for Western Corridor Urban Growth Areas.

22. Option 1 is recommended as it provides a proportionate approach that maintains the strategic planning necessary to inform the RSP and LUP, while avoiding significant expenditure on detailed structure planning at a time when this growth cannot be delivered for 10 plus years and national direction, infrastructure funding, State Highway investment and development feasibility remain uncertain. It retains flexibility to respond to changing growth and investment circumstances and enables Council to reconsider the level of planning required once further national direction is available in 2027.

23. Option 1 provides for a significant reduction in budgets currently provided in the draft Long-Term Plan, by $1,685,000 in FY2027/28 to FY2029/30. If further work is required to inform the RSP or rezoning for the urban growth areas as part of the new LUP, additional budget may be required to undertake further planning in the corridor. The extent and timing of this additional work will depend on the direction provided through the RSP and LUP processes and may require funding to be considered through future Annual Plan or Long-Term Plan processes.

24. The table below summarises the operating budget in the current working draft of the LTP and impact of the recommended option 1.

	FY2027/28	FY2028/29	FY2029/30	Years 1-3
Keena Road	305,000	50,000	25,000	380,000
Upper Belk	680,000	575,000	50,000	1,305,000
Total Current draft LTP	**985,000**	**625,000**	**75,000**	**1,685,000**
Total Recommended Option 1	**0**	**0**	**0**	**0**

WESTERN CORRIDOR STRATEGIC CONTEXT

25. As outlined in the 30 June City Future Committee report, the Western Corridor has been identified through the SmartGrowth partnership since 2004 as a key area to support housing and urban growth over the next 50 years, reinforced through the Urban Form and Transport Initiative 2020 and the SmartGrowth Strategy 2024–2074.

26. The Western Corridor forms part of the SmartGrowth Connected Centres programme which supports both intensification and new growth areas with strong access and connections to social and economic opportunities. This includes intensification of existing urban areas such as Te Papa Peninsula, Mount to Arataki, and Otumoetai/Brookfield, and development of new growth areas in the eastern and western corridors.

27. It is anticipated that further growth in the Western Corridor will be required to meet the Government's 30-year development capacity requirements under the Going for Housing Growth policy, signalled for implementation through the resource management reform, especially in relation to business land.

28. Growth in the Western Corridor is also supported by commitments made in the Western Bay of Plenty Regional Deal to unlock housing and business growth opportunities. This includes existing Urban Growth Areas where development has commenced, i.e. Tauriko West and Tauriko Business Estate, planned Urban Growth Areas such as Lower Belk Road and Keenan Road, and the SH29 Road of National Significance project.

INFRASTRUCTURE PLANNING FOR THE WESTERN CORRIDOR

29. This section provides an overview of infrastructure planning for the Western Corridor. Overall, while there is some limited capacity within the infrastructure network, further investment is required over the short, medium and longer term for waters and transport, and the corridor requires significant investment to be confirmed by NZTA to enable development beyond that which is already zoned for growth.

30. Moving forward, it will be important to continue to provide for an integrated approach to land use and infrastructure planning over the short, medium and long term, to assist in aligning local and central government funding to support growth needs.

Existing Water and Wastewater Capacity: Western Corridor

31. For water and wastewater, and subject to moderate infrastructure upgrades, there is capacity in the current infrastructure networks, including projects under construction, for:

    (a) Tauriko West and TBE4

    (b) Initial business land development as part of Upper Belk Urban Growth Area

    (c) Approximately 1,000-1,200 dwellings at the northern end of Keenan Road Urban Growth Area.

32. As has been reported separately, beyond the above capacity, significant planning and investment for water supply and wastewater is required to support growth in the western corridor.

Stormwater Planning: Western Corridor

33. There are three main catchments within the Western Corridor, comprising the Wairoa River to the west, Kopurererua Stream, and the Waimapu further east. With regard to stormwater, future urban development in the Western Corridor would have significant impacts on these catchments, both in terms of higher flood levels and poorer water quality without appropriate interventions. This requires updated modelling, flood risk analysis (including downstream), stormwater management planning, and consenting in advance of development occurring. Consideration needs to be given to on-site and off-site storage and treatment and disposal options. This is being considered as part of the planning for each Urban Growth Area.

Western Corridor Transport Planning

34. A significant challenge to unlocking the urban development potential of the Western Corridor is the limited capacity of the existing transport network to accommodate greater demand. Significant investment in transport infrastructure from Council and NZTA will be required to support urban development and growth in the Western Corridor.

35. The Tauriko Enabling Works enables the initial development of Tauriko West and further development of the Tauriko Business Estate only. These works focus on providing access, through upgrades to State Highway 29 (SH29) for all modes of transport and local roads as well as delivering water and wastewater trunk main connections to the boundary of the Tauriko West Urban Growth Area.

36. In parallel, the Tauriko Network Connections (now also referred to as one of the Roads of National Significance, RONS) project is a long-term plan to deliver a high-capacity transport corridor that will support Tauriko West and TBE4 full urban development and wider planned growth in the western corridor (e.g. at Keenan Road and Upper Belk Road Urban Growth Areas). The project includes a new offline SH29 and SH29A to Barkes Corner, and improved connections to State Highway 36 (SH36). NZTA estimate the project will take around 10 years to deliver once construction funding is committed.

37. NZTA may deliver the project in stages with improvements focused on improving network resilience, efficient freight movement and enabling local planned growth. The project is currently funded for designations, consenting, specimen design and site investigations and these packages of work are underway via the Fast-track consenting process. However, funding for construction is not confirmed and potential longer term funding probability for certain sections, including improvements to Barkes corner, could have implications for releasing growth capacity.

38. The Western Bay of Plenty Regional Deal identifies the region's preference for the widening of existing SH29A as a priority for completion. As part of the Deal, the Crown has committed to identifying the project as a priority in the Government Policy Statement on land transport 2027 (GPS 2027). The NZTA Board will be responsible for the prioritisation of these activities in the next NLTP and for approving any funding from the National Land Transport Fund (NLTF).

39. The extension of Kaweroa Drive, completing a local arterial connection between SH29 and SH36 and forming part of the proposed Western Corridor Ring Road, is also a key component of the transport programme needed to support planned growth in the corridor. However, recent modelling undertaken for the Western Corridor Ring Road indicates that the Kaweroa Drive–SH36 connection alone would not resolve transport constraints or enable earlier development in the Upper Belk Road Urban Growth Area. The SH29/SH29A RONS project remains necessary to enable this earlier development.

40. While investment in TCC's local transport network is required to support further development in the Western Corridor, it is not a substitute for State Highway investment and would enable minimal (if any) further development beyond current limitations agreed through the rezoning of Tauriko West and the Tauriko Business Estate extension.

STATUTORY CONTEXT – RESOURCE MANAGEMENT REFORM

41. This section provides an overview of relevant resource management reform considerations, particularly as they relate to planning for the Western Corridor Urban Growth Areas. Councils will need to continue to undertake planning for growth to meet minimum statutory requirements of the new system.

42. Resource management reform has shifted the emphasis of planning for growth to the proposed RSP and LUP under the Planning Act 2026. The planning framework

establishes a hierarchy of instruments, with national policy directing how goals in the Planning Act will be achieved. National standards translate this direction into standardised provisions, methods and rules for implementation. These are then given effect through the RSP and LUP. The LUP must give effect to the RSP.

43. The RSP is intended to provide the long-term strategic direction for growth and change over at least a 30-year period, including identifying priority areas for growth, strategic infrastructure and significant development constraints. It is required to operate at a broad spatial scale and cannot include rules.

44. The Planning Act includes goals that the key instruments of the Act, including the RSP, must seek to achieve. Goals most relevant to identifying priority areas for growth and change in an RSP include:

    (a) To support and **enable economic growth and change by enabling the use and development** of land

    (b) To enable competitive urban land markets by **making land available to create abundant development opportunities for residential and business use**

    (c) To enable infrastructure to be provided to meet and respond to current and future demand.

45. It is understood that national policy direction and national standards will be released by **September 2027** (with a draft in early 2027) to direct how the goals are to be implemented and given effect through the RSP and LUP. This is likely to include further direction and/or guidance for what constitutes “growth and change”, how it is to be defined, and/or a set criterion/methodology for identifying priority areas for growth and change. It may also include further direction on infrastructure timing, sequencing, feasibility and investment.

46. The LUP is the primary regulatory tool for enabling and managing development and must give effect to the RSP. The LUP can include rules and provides mechanisms such as temporary and future land use provisions. Where bespoke rules are provided, this may specify requirements such as infrastructure standards, events or other conditions that must be met before the provisions apply to an area. This may provide a mechanism for managing when development is enabled, including in response to infrastructure constraints. The extent to which these provisions can link development enablement to infrastructure delivery or funding arrangements will need to be confirmed through emerging national direction.

47. Importantly, the requirement to provide sufficient development capacity for housing and business is broadly consistent with the current framework under the RMA. As a result, existing approaches such as SmartGrowth sequencing and the use of development triggers through structure planning and the existing City Plan may continue to be relevant under the Planning Act.

48. While the final national direction and standards are still being developed, the future planning framework will require decisions about where growth should occur, the likely balance of greenfield growth and intensification, the relative priority of growth areas, the infrastructure needed to support development, and the conditions under which development could proceed. Continuing work to understand the readiness, constraints, infrastructure requirements and development opportunities of potential growth areas will be required as part of the RSP development initially and then feeding into LUP development. This information will also assist in determining how growth may be sequenced over time and what mechanisms or conditions may be appropriate to enable development. Much of this understanding can build on work already undertaken.

49. Having regard to the above, the proposed RSP provides the opportunity to establish the strategic direction and identify areas for growth and change, while the LUP is expected to provide the mechanisms to enable and manage development.

50. For the Western Corridor, Council does not need to resolve every detail of the Urban Growth Areas immediately. However, as further national direction comes available, it will be important to determine what further work is required to meet requirements of the planning Act.

KEENAN ROAD URBAN GROWTH AREA

51. At the 30 June 2026 City Future Committee meeting, Council approved staff to complete the Keenan Road Urban Growth Area feasibility study underway at the time, including further option development and assessment to respond to the key issues. This section builds on the 30 June City Future Committee report and summarises the outcomes of the most recent feasibility work completed on a lower cost infrastructure option and proposed next steps.

Background and context

52. The Keenan Road Urban Growth Area is located approximately 11km south of the Tauranga CBD. It is bound by the Kopurererua Stream in the west, SH36/Takitimu Drive/ Pyes Pa Road to the north and east, and the Tauranga City's boundary in the south. It adjoins the Tauriko Business Estate to the west and The Lakes residential area to the north. Location maps for Keenan Road Urban Growth Area are contained in **Attachement 2**.

53. The 337ha study area boundaries are based around the wider gullies and streams and include significant flood areas and slopes. The overall net developable area suitable for residential development is approximately 90.5ha15, which would provide for approximately 1,800 to 2,250 dwellings at 20dw/ha to 25dw/ha.

54. As outlined in the 30 June City Future Committee report, structure planning to date has included comprehensive site and infrastructure investigations, assessment of landform options, open space and recreation planning, preparation of a draft land use structure plan, and preliminary feasibility work. This has been supported by ongoing engagement with mana whenua, government agencies, landowners, developers and SmartGrowth partners.

55. Significant challenges identified include substantial water, wastewater, stormwater and transport infrastructure requirements and costs, fragmented landownership, limited developable land due to natural constraints, and high underlying land values. Delivery will require coordinated upfront infrastructure investment, staged funding and consideration of future urban growth and transport connections to the south.

Detailed feasibility assessments

56. As outlined in the 30 June City Future Committee report, a high-level feasibility 'base-model' assessment undertaken in the first half of 2026 indicated that urban development of the entire 90.5ha of net developable area is currently not commercially viable, with roading, stormwater, and wastewater infrastructure costs being the primary drivers.

57. Key outcomes from the base model included an estimated yield of approximately 1,800 lots, local development contributions of over $200,000 per lot before financing costs and approximately $400,000 per lot after financing costs, as well as an overall development margin considered insufficient to support development. While the area is

[15] A number of factors could reduce the developable area further including requirement for stormwater ponds within the developable areas, neighbourhood centres and/or primary school.

technically developable from an engineering perspective, the cost of development in its current form is likely to be prohibitive.

58. Since this time, a 'alternative' lower cost infrastructure approach catering for limited growth has been investigated. This has included:

    (a) Focusing on the northern area of Keenan Road where the greatest opportunity exists, i.e., less land fragmentation and larger land holdings, proximity to existing infrastructure, and higher ratio of developable land.

    (b) Staging and sequencing of development and infrastructure that builds off existing capacity with minimal investment at early stages, i.e. building within the existing capacity for approximately 1,000-1,200 dwellings.

    (c) Consideration of alternative land use densities

    (d) Exploring infrastructure efficiencies, such as:

        (i) Reduce imperviousness surface assumptions for some part of the site that may remain rural or be developed into lifestyle blocks to reduce stormwater requirements

        (ii) Lower-cost stormwater approaches (LIDs, swales, distributed storage, and avoidance of significant dam structures)

        (iii) Target minimum viable transport upgrades rather than full build-out.

        (iv) Reduced focus on future-proofing for Merrick Road area to the South.

Outcomes of lower cost infrastructure approach

59. The intent of the 'alternative' approach was not to identify an optimum development outcome, but rather to test whether a reduced development area focused on the less geographically constrained parts of the Keenan catchment, together with the removal of infrastructure future-proofing, could materially improve project feasibility.

60. The alternative scenario for Keenan North produced a materially different outcome from the original feasibility assessment, resulting in a significant reduction in infrastructure requirements and costs, particularly in relation to transport, wastewater and stormwater.

61. While it is not the optimum outcome from a strategic planning and long-term infrastructure perspective, the alternative scenario demonstrates a pathway to improved development feasibility, particularly for Keenan North in the initial stages. The assessment indicates that a significant proportion of the feasibility challenges identified in the base model are associated with the strategic infrastructure required to service Keenan South and future growth catchments. By focusing development on Keenan North and utilising existing network capacity where available, local development contributions are significantly reduced and overall project feasibility improves.

62. The alternative scenario reduced development from approximately 1,800 lots to 1,200 lots and reduced local development contributions from over $200,000 per lot pre-finance ($400,000 post-finance) to approximately $75,000 per lot pre-finance ($140,000 post-finance).

63. Developers and landowners continue to express a willingness to progress development in the near to medium term. They have indicated that a level of local development contributions consistent with the alternative scenario may be feasible, subject to further adjustments suggested by developers. An IFF levy may provide an additional growth-funding mechanism, subject to assessment of its suitability and application.

64. The alternative scenario provides a basis for further consideration of staged development in Keenan North through preparation of the RSP and LUP. However, it

does not resolve the broader strategic infrastructure requirements associated with the full build-out of the Keenan Road Urban Growth Area. Further consideration should include how development staging could be aligned with infrastructure provision and funding.

65. Further detailed structure planning is not proposed at this stage, pending the outcomes of the RSP and LUP processes and further national policy direction.

Landowner engagement

66. Council has continued to keep landowners and key stakeholders informed of planning progress and decision-making through regular newsletters, including updates on feasibility challenges and infrastructure investment requirements.

67. Keenan Road was brought within Tauranga City Council's jurisdiction in 2021, with an expectation that the area would be zoned for residential purposes in the near future. Since then, landowners have continued to seek greater certainty regarding the timing of future urban development. Some have expressed concern about delays in zoning, particularly given that the change in jurisdiction has resulted in higher rates being paid since 2021.

68. Staff continue to liaise with landowners to provide information on the current status of planning and anticipated next steps, including opportunities to provide input through the Long Term Plan, RSP and LUP processes.

Planning budgets

69. Planning budgets will be required to enable development within the Urban Growth Area. The timing of planning has the potential to be driven by legislative requirements and/or demand for residential growth. Timing is also influenced by broader considerations, such as Government funding for the transport network and local decision-making on infrastructure funding.

70. The 2026/27 budget for Keenan Road Urban Growth Area planning is $388,000. No expenditure has occurred against this budget to date. In line with the recommendations in this report, no significant expenditure is anticipated.

71. The draft 2027–37 Long Term Plan includes $380,000 in FY27/28 to support completion of the current structure planning in expectation of residential zoning through the Land Use Plan. This includes funding for comprehensive stormwater consenting, flood risk assessment, and other infrastructure assessment.

72. Having regard to outcomes of work to date, it is recommended that further detailed structure planning be paused and that Council rely on the work completed to date while the requirements of the new resource management system become clearer. On this basis, it is recommended that the $380,000 allocated in FY27/28 be removed from the draft Long-Term Plan.

73. If rezoning of the Keenan Road Urban Growth Area is required as part of the new LUP to meet zoned development capacity requirements additional budget may be required to finalise technical studies and would most likely be considered through future Annual Plan processes.

Proposed next steps

74. In relation to the Keenan Road Urban Growth Area, it is recommended to:

    (a) Reconfirm Keenan Road as a potential future urban growth area.

    (b) Pause any further detailed structure planning for the Urban Growth Area.

    (c) Continue to advocate for the delivery of the SH29 Tauriko RONS project as this is the primary barrier to development proceeding in Keenan Road.

(d) Report back to Council in 2027 once further national policy direction has been provided from Government to identify any further planning work for Keenan Road that may be required by Council to inform the RSP and LUP.

UPPER BELK PROPOSED GROWTH AREA

75. At the 30 June 2026 City Future Committee meeting, Council approved staff to complete an assessment of yield for the Upper Belk Urban Growth Area, including options for apportioning land between business land and residential uses, and assessing infrastructure costs to inform the feasibility analysis. This section builds on the 30 June City Future Committee report and provides an update on work to date, which is expected to be completed by the end of 2026 or early 2027.

Background and context

76. The Upper Belk Urban Growth Area is located within the Western Bay of Plenty District, bounded by the Omanawa River to the west and the Kopurererua Stream to the east. Access is via Taurikura Drive and Kaweroa Drive, following completion of the enabling works at SH29/Redwood Lane in November 2025. Location maps for Upper Belk Urban Growth Area are contained in **Attachment 2**.

77. The Western Corridor, with its links to the strategic transport network and availability of land, provides good potential for business land supply over the short, medium and long term and is the only location on the inland side of the harbour that can is suitable to provide further business land at a meaningful scale. Demand for business land in the western corridor is high given connectivity to the Waikato and Auckland markets via SH29.

78. The Housing and Business Development Capacity Assessment (HBA) identifies a shortfall in business land across the sub-region. Long-term demand for business land in the Western Corridor (Tauriko) has averaged just over 10 hectares per annum over the last 20 years.

79. Based on developer estimates, approximately 45 hectares of business land is currently available, representing around four years of supply. A further 30 hectares of zoned land are subject to enabling works consenting limits and could become available once longer-term SH29 upgrades are completed (in 10+ years), providing up to around seven years of total supply. After this, the available business land capacity in the Western Corridor will effectively be exhausted. This reinforces the need for ongoing infrastructure and land use planning for business land.

80. The eastern corridor is the other area with significant business land supply (both current and future). This area meets the needs of some businesses but generally not for those operating into the Waikato and Auckland given its location, as such enabling further industrial land in the eastern corridor is not a substitute for a shortage of business land in the Western Corridor.

81. Based on early studies, the Upper Belk Urban Growth Area includes approximately 318 hectares of net land suitable for development. The SmartGrowth Strategy 2024–2074 has a provisional allocation of 150–200 hectares of business land within the Urban Growth Area, with the balance available for business and/or residential uses.

82. As the land is currently within the Western Bay of Plenty District, TCC is working with Western Bay of Plenty District Council (WBOPDC) to progress initial planning for the area. Engagement with tangata whenua and the community would be led by WBOPDC but has not commenced.

83. Planning for Upper Belk is less advanced than for the Keenan Road Urban Growth Area, with work to date limited to desktop analysis and no detailed technical studies

commenced. Early desktop analysis of Upper Belk has progressed since 2025 to investigate:

(a) The likely developable land area and potential yield

(b) Potential infrastructure servicing solutions

(c) Preliminary development feasibility.

84. As previously outlined, Upper Belk faces a number of challenges similar to those identified for the Keenan Road Urban Growth Area. However, these are not as acute and stormwater constraints, landownership fragmentation and landform are unlikely to present the same level of challenge, potentially resulting in better development feasibility. In particular, costs for an initial stage along Griffin Road are likely to be lower, as development could utilise existing infrastructure capacity and connections, with infrastructure largely funded and delivered by developers.

85. However, as with Keenan Road, development of the Upper Belk Road area is reliant on NZTA delivering the SH29 Tauriko RONS project.

Update on planning and feasibility analysis since 30 June reporting

86. Initial feasibility analysis undertaken in March 2026 was based on a baseline land use scenario for the whole growth area. This analysis indicated that development was not commercially viable under the assumptions tested and would require further refinement of the assumptions and reductions in costs to achieve a feasible outcome.

87. This work is currently being refined, with a focus on an initial stage of business land development of around 80ha proposed in the Griffin Road area. The key findings to date indicate that there is likely to be sufficient infrastructure capacity to support the potential Griffin Road Stage 1A development within moderate or low-cost upgrades (to Council) and feasibility is highly promising.

88. Beyond the Stage 1A area there is limited capacity within the local transport network, a requirement to upgrade Belk Road, and significant water supply and wastewater investment required.

Other matters

89. It is important to note that the Upper Belk Urban Growth Area sits outside Tauranga City Council's current boundaries. Planning for the area therefore needs to be undertaken in collaboration with WBoPDC. Future decisions on zoning and infrastructure planning will also need to take account of the direction and timing of Local Government reform, including any outcomes from the currently paused Head Start process. These reforms may influence the appropriate sequencing of planning and infrastructure investment, as well as whether a boundary adjustment is required to facilitate future land use.

90. 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 through the draft capex programme under development for the 2027-37 LTP, and the existing developer is also moving forward with future proofing through Stage 4A which is underway at their own risk and cost.

91. Land in Upper Belk drains in part to a tributary of the Wairoa River. To assist with understanding the feasibility of development, an extension to the existing Wairoa flood model was required to include the upper catchment. Further stormwater modelling may be undertaken to verify the recent Wairoa flood model extension, subject to development of an appropriate scope.

Planning budgets

92. Planning budgets will be required to enable rezoning of the Urban Growth Area. The timing for planning has the potential to be driven by legislative requirements and/or demand for business and/or residential growth. Timing is also relative to broader considerations such as Government funding in the transport network and local decision making on infrastructure funding.

93. The 2026/27 budget for the Upper Belk Urban Growth Area planning is $450,000. $13,000 is currently committed for completing and testing the extension of the existing Wairoa flood model. In line with the recommendations in this report, no other significant expenditure is anticipated.

94. The draft 2027–37 Long Term Plan includes $680,000 in FY27/28, $575,000 in FY28/29, and $50,000 in FY29/30 to support detailed structure planning in expectation of residential and business zoning through the Land Use Plan. This includes substantial technical assessments that would have otherwise been required under the Resource Management Act.

95. Having regard to outcomes of work to date and the inability for development to proceed until the Tauriko State Highway project is delivered, it is recommended that detailed structure planning be paused and that Council rely on the work completed to date while the requirements of the new resource management system become clearer. On this basis, it is recommended that the current $680,000 in FY27/28, $575,000 in FY28/29, and $50,000 in FY29/30 be removed from the draft Long Term Plan.

96. If further work is required to inform the RSP or rezoning of the Upper Belk Urban Growth Area as part of the new LUP, additional budget may be required. If required, this would most likely be considered through a future Annual Plan process.

Upper Belk Urban Growth Area – proposed next steps

97. In relation to the Upper Belk Urban Growth Area, it is recommended to:

    (a) Reconfirm Upper Belk Road as a potential future urban growth area and note its importance in relation to business land supply, employment and economic growth outcomes.

    (b) Complete the current desktop feasibility study for the Urban Growth Area.

    (c) Do not commence detailed structure planning for the Urban Growth Area.

    (d) Continue to advocate for the delivery of the SH29 Tauriko RONS project as this is the primary barrier to development proceeding in Upper Belk Road.

    (e) Report back to Council in 2027 once further national policy direction has been provided from Government to identify further planning work for the Urban Growth Areas that is required by Council to inform the RSP and LUP.

    (f) Await the outcomes of the Heart Start outcome before considering the need for a boundary adjustment process with WBOPDC.

OTHER IDENTIFIED AND POTENTIAL GROWTH AREAS

SmartGrowth Development Opportunities

98. In July 2025 SmartGrowth invited expressions of interest for significant housing or business land development proposals, specifically for proposals that fall outside the current SmartGrowth Future Development Strategy.

99. This process gives effect to the National Policy Statement on Urban Development by supporting responsive planning and enabling early engagement on proposals that may be included in the upcoming RSP. It will assist the future identification and sequencing of urban growth areas, infrastructure needs, and long-term investment priorities.

100. Further details on an expression of interest relating to the Western Corridor are contained in the Confidential **Attachment 3**. It is intended that Council continue to work with SmartGrowth partners and key stakeholders to further investigate this opportunity.

101. There is currently no budget allocated for SmartGrowth Development Opportunities planning.

Merrick Road Urban Growth Area and Joyce Road Urban Growth Area

102. Merrick and Joyce Road potential future Urban Growth Areas are located in the Western Bay of Plenty District territorial boundary. Merrick Road adjoins directly south of Keenan Road, bounded by the Kopurererua Stream in the west and SH36 to the east. Joyce Road is most eastern area in the Western Corridor, bounded by the Waiorahi Stream to the west, Oropi Road to the east, and Pyes Pa to the north.

103. Merrick and Joyce Road are identified as potential long-term growth areas. The SmartGrowth Strategy 2024-2074 has a provisional allocation of 12,000-14,000+ dwellings across Upper Belk, Merrick and Joyce. No detailed planning investigations have been undertaken to date, however, a high-level desktop assessment to calculate the potential developable land areas of the Urban Growth Areas is ongoing. Based on this desktop assessment, approx. 290ha (gross) of land in Merrick, and 209ha (gross) of land in Joyce may be suitable for development.

104. No planning work is intended to take place at this time in relation to these Urban Growth Areas. Given that the land lies within the Western Bay of Plenty District, TCC will need to work with WBoPDC to progress any future planning work for Merrick and/or Joyce Road Urban Growth Areas.

105. There is currently no budget allocated for Merrick and/or Joyce Urban Growth Area planning.

STRATEGIC ALIGNMENT

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

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

107. This work contributes to TCC's strategic community outcome of being a well-planned city that is easy to move around by helping ensure future growth in the Western Corridor is identified, sequenced and planned in an integrated way. It supports a coordinated approach to land use, transport and three waters infrastructure planning, enabling Council to make informed decisions about where and when growth should occur, how it can be serviced efficiently, and how development can be aligned with wider city and sub-regional outcomes.

108. Without the provision for growth, there will be significant impacts on housing choice, supply and affordability, availability of business land, and the way we move around.

109. The work also contributes to supporting business by planning for sufficient future business land capacity, particularly given the identified demand and constraints on longer-term land supply in the Western Corridor.

110. It contributes to protecting and enhancing the environment by ensuring environmental constraints, values and risks are identified early and considered alongside decisions about where and how future growth and infrastructure should be provided.

OPTIONS ANALYSIS

Option 1: Continue strategic planning and defer detailed structure planning – balanced approach **(recommended)**

111. **Description:** This option includes the following:

(a) Upper Belk Road Urban Growth Area (Urban Growth Area): Complete the desktop feasibility study currently under way and report back in early 2027; pause any further detailed structure planning for the Urban Growth Area until directed otherwise

(b) Keenan Road Urban Growth Area: Pause any further detailed structure planning for the Urban Growth Area until directed otherwise

(c) SmartGrowth development opportunities: Continue to work with SmartGrowth partners to support key stakeholders to further investigate opportunities in the Western Corridor.

(d) Report back to the City Future Committee in 2027 once further national policy direction has been provided from Government to identify any further planning work for the Urban Growth Areas that may be required by Council to inform the RSP and LUP being prepared as part of resource management reform.

(e) Continue to advocate for the delivery of the SH29 Tauriko RONS project as this is the primary barrier to development proceeding in Upper Belk Road.

112. Advantages and disadvantages:

Advantages	Disadvantages
• Recognises that significant infrastructure investment, development feasibility and funding constraints currently limit the viability of Keenan Road and Upper Belk Urban Growth Areas, while retaining the ability to enable growth when conditions are more favourable. • Avoids further detailed planning costs at a time when SH29 capacity constraints limit the ability to enable growth, while retaining flexibility to consider where Keenan Road fits relative to alternative growth options, including intensification, in providing the most appropriate response to future housing demand. • Recognises the need for ongoing strategic planning within the Western Corridor to inform the proposed RSP and LUP, as well as ongoing investment decisions locally and within central Government. • Acknowledges that there is uncertainty in relation to national policy direction related the level of growth Council will need to provide for as part of the proposed RSP and LUP frameworks. And that further direction is also required to fully understand the tools available to manage sequencing and	• Reduces certainty for landowners and key stakeholders as to future land use options and development opportunities. This is more acute for Keenan Road Urban Growth Area. • Some detailed technical investigations will be deferred, meaning uncertainties around infrastructure, environmental constraints, development capacity and costs may remain unresolved in the short term. • There is a risk that delaying detailed planning could extend the overall timeframe for enabling development if either Urban Growth Area subsequently needs to be advanced.

timing of growth areas. • Maintains a strategic, integrated approach to Western Corridor growth and infrastructure planning, ensuring future decisions on housing, business land, infrastructure investment and staging are considered together, with an opportunity to report back to Council in 2027 once further national policy direction is available. • Has comparatively low operational cost relative to continuing detailed structure planning.	

113. **Budget – Capex:** No immediate impact, noting that capex funding requirements will evolve from infrastructure and growth planning for Urban Growth Areas.

114. **Budget – Opex:** This option provides for a significant reduction in budgets currently provided in the draft Long-Term Plan of $1,685,000 in FY2027/28 to FY2029/30.

115. **Key risks:** Requires careful definition of the scope of ongoing strategic work to ensure Council retains enough information to inform the RSP and LUP without effectively continuing detailed structure planning through another process.

116. **Recommendation:** This is the recommended option.

Option 2: Continue with detailed structure planning for Keenan Road and Upper Belk Urban Growth Areas

117. **Description:** This option assumes continuing / commencing detailed structure planning of the urban growth areas in the immediate term to inform land use planning and zoning (and potential boundary adjustment for Belk Road). It assumes provision for relevant internal and consultant technical reporting (e.g. as relates to waters, transport, geotech, ecology and other matters) to support development of detailed evidence base.

118. Advantages and disadvantages:

Advantages	Disadvantages
• This option provides Council with most certainty and preparedness should Western Corridor Urban Growth Areas be required to meet growth demands – either through statutory direction and/or as demand for residential and business land grows over time. • Develops a more comprehensive evidence base regarding infrastructure requirements, environmental constraints, development capacity, costs and feasibility. • Could reduce future lead times if either growth area subsequently needs to be progressed through the LUP or another statutory planning process.	• Uncertainties around related to investment by central Government relating to enabling transport infrastructure planning and delivery make it hard to justify detailed planning at this time • Requires significant operational expenditure on structure planning and supporting technical investigations.

119. **Budget – Capex:** No immediate impact, noting that capex funding requirements will evolve from infrastructure and growth planning for Urban Growth Areas.

120. **Budget – Opex:** This option aligns with current draft Long Term Plan budgets which include $1,685,000 in FY2027/28 to FY2029/30.

121. **Key risks:** The key risk is associated with uncertainties around related to investment by central Government relating to enabling transport infrastructure planning and delivery which mean detailed planning will not result in tangible development outcomes for over 10 years.

122. **Recommendation:** This is not the recommended option.

Option 3: Discontinue planning for Western Corridor Urban Growth Areas.

123. **Description:** This option stops all strategic and detailed structure planning for the Western Corridor's Urban Growth Areas.

124. Advantages and disadvantages:

Advantages	Disadvantages
• No additional operational costs. • Removes need for future capex budgets to provide infrastructure to support development in these areas. • May assist refocusing residential development through intensification instead of greenfield expansion.	• Impacts on potential to enable housing and business land for the city, along with associated economic and social impacts. • No other large-scale areas suitable for business land exist on the inland side of the harbour. • Potential non-compliance with Government housing growth targets and other legislative requirements. • Not aligned with the broader direction from Government or Regional Deal commitments. • Potential for ad hoc planning, including developer-led proposals, within the subject areas. • Would make it more difficult to adequately consider Keenan Road and Upper Belk as part of preparation of the RSP and LUP.

125. **Budget – Capex:** No costs.

126. **Budget – Opex:** This option provides for a significant reduction in budgets currently provided in the draft Long-Term Plan of $1,685,000 in FY2027/28 to FY2029/30.

127. **Key risks:** This option may not meet statutory requirements (to be determined through national direction) and will not assist the Tauranga to meet housing and business land needs, potentially exacerbating housing and business land demand and costs over time and associated economic and social impacts.

128. **Recommendation:** This is not the recommended option.

FINANCIAL CONSIDERATIONS

129. For the reasons outlined in this report, no enabling infrastructure funding is currently proposed for the Keenan Road and Upper Belk Urban Growth Areas in the draft 2027–37 Long Term Plan.

130. Activity budgets for 2027 onwards form part of the draft 2027-37 Long Term Plan process and currently include the following Urban Growth Area opex planning budgets:

	FY2027/28	FY2028/29	FY2029/30	Years 1-3
Keena Road	305,000	50,000	25,000	380,000
Upper Belk	680,000	575,000	50,000	1,305,000

Total Current draft LTP	**985,000**	**625,000**	**75,000**	**1,685,000**
Total Recommended option 1	**0**	**0**	**0**	**0**

131. The recommended option 1 would result in the removal of the full $1,685,000 opex planning budgets in Years 1 to 3 of the upcoming LTP.

RISKS AND LEGAL IMPLICATIONS

132. As noted above, Council has statutory requirements to meet growth targets, and this is likely to be retained by through national policy direction for the RSP and LUP. Continued planning for growth in the Western Corridor is also consistent with commitments made by Council on the SmartGrowth Strategy and Regional Deal.

TE AO MĀORI APPROACH

133. Engagement with tangata whenua has occurred through the SmartGrowth Strategy 2024-2074. The SmartGrowth Strategy includes consideration of te ao Māori values and outcomes.

134. For Keenan Road, the Urban Growth Area is located within the rohe of Ngai Tamarawaho, with Ngati Ruahine having interests in the area. Hapu representatives are part of the core project team and are invited to project team meetings and workshops (where relevant). This approach assists to empower hapū representatives by keeping them well informed and providing opportunity to provide advice on cultural and related technical matters throughout the planning process.

135. As part of any future work on Upper Belk Road Structure Plan and 3-waters planning for growth, Council would engage early with tangata whenua to understand and incorporate relevant te ao Māori and other cultural values into the projects. There was tangata whenua involvement in the last SmartGrowth Strategy review which led to Belk Road being identified as a location for future urban growth. As the area in the WBOPDC district, that Council will take a lead role in engaging with Tangata Whenua.

CLIMATE IMPACT

136. The impact of climate change, particularly in respect of natural hazard management (e.g., flooding) is a key component of planning for future Urban Growth Areas. Appropriate assessments will be undertaken as part of future planning to manage responses to climate change and natural hazards as growth occurs.

CONSULTATION / ENGAGEMENT

137. Public consultation has occurred through a special consultative process on the SmartGrowth Strategy 2024-2074, leading to the identification of priority actions relating to Western Corridor Urban Growth Areas and infrastructure planning.

138. For Keenan Road, communications and engagement with the wider community was initially led through the transport single stage business case and has evolved into regular newsletters and direct contact with key landowners and developers. To date, this has involved public drop-in sessions, regular newsletters to stakeholders, and retaining a log of any queries relating to the structure plan area. Further engagement is proposed following completion of current planning steps.

139. The key landowners / developers Council staff have been liaising with support the inclusion of Keenan Road as a growth area in the Regional Spatial Plan and support residential zoning through the upcoming Land Use Plan.

140. As part of progressing planning for Upper Belk Road, consultation and engagement with mana whenua, key stakeholders and the community would occur as appropriate – undertaken in collaboration with WBOPDC. Moving forward, it will be important for the two Council's to work together, acknowledging that the Upper Belk Road area sits within the Western Bay of Plenty District.

141. The key landowner / developer in the Griffin Road area that Council staff have been liaising with is supportive of inclusion of Belk Road as a growth area in the Regional Spatial Plan and the Griffin Road area being zoned for industrial purposes.

142. The upcoming LTP, Regional Spatial Plan and Land Use Plan processes offer further public consultation processes where issues can be raised on Western Corridor growth.

SIGNIFICANCE

143. 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.

144. In making this assessment, consideration has been given to the likely impact, and likely consequences for:

    (a) the current and future social, economic, environmental, or cultural well-being of the district or region

    (b) any persons who are likely to be particularly affected by, or interested in, the decision.

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

145. In accordance with the considerations above, criteria and thresholds in the policy, it is considered that the decision is of medium significance given that it has significant implications for providing for and managing growth yet remains in-line with broader strategic direction that has been well communicated to date.

ENGAGEMENT

146. Taking into consideration the above assessment, that the decision is of medium significance, officers are of the opinion that no further engagement is required prior to Council making a decision. This takes into consideration that the recommendations retain Keenan Road and Upper Belk as potential future growth areas and that future planning process under the new resource management system will provide further opportunity for public input.

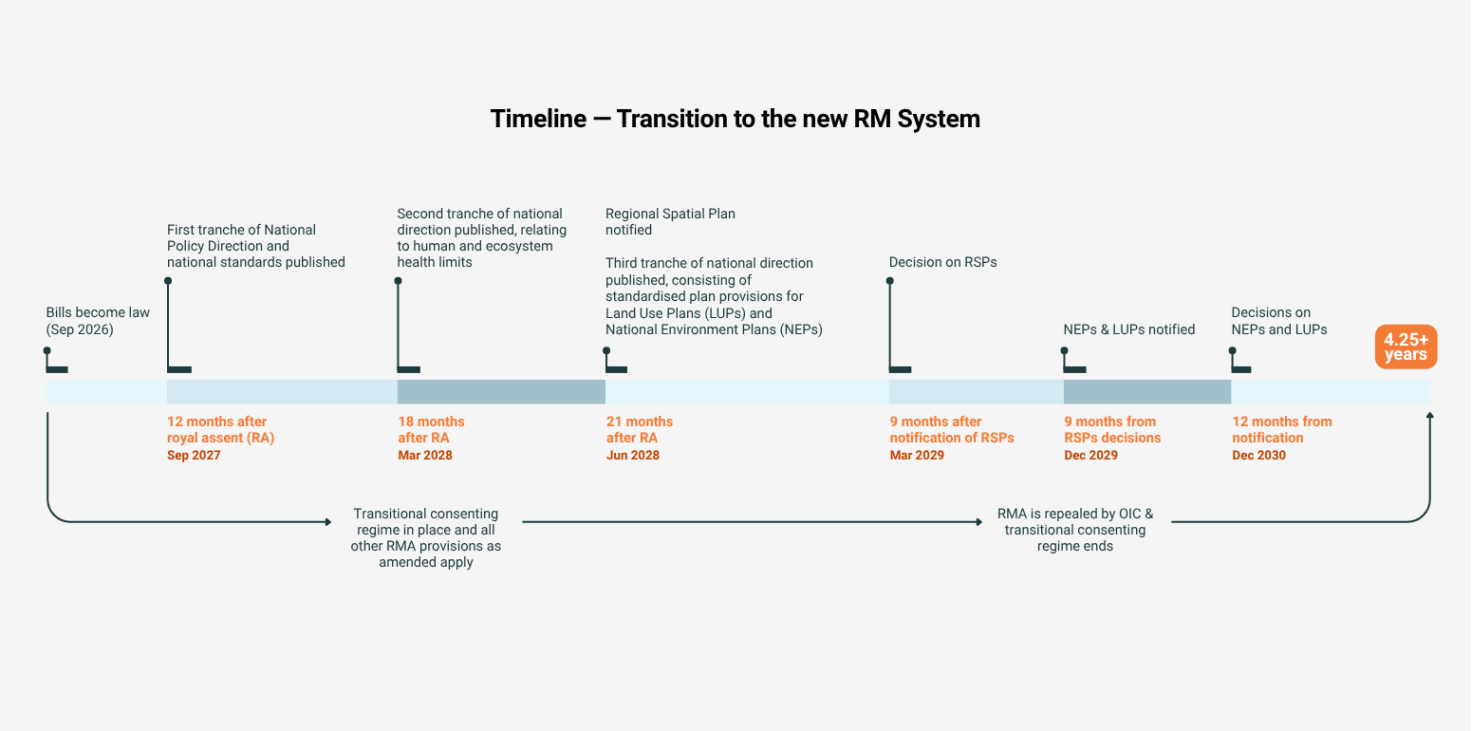
NEXT STEPS

147. In summary, the recommended next steps are as outlined in option 1 above.

ATTACHMENTS

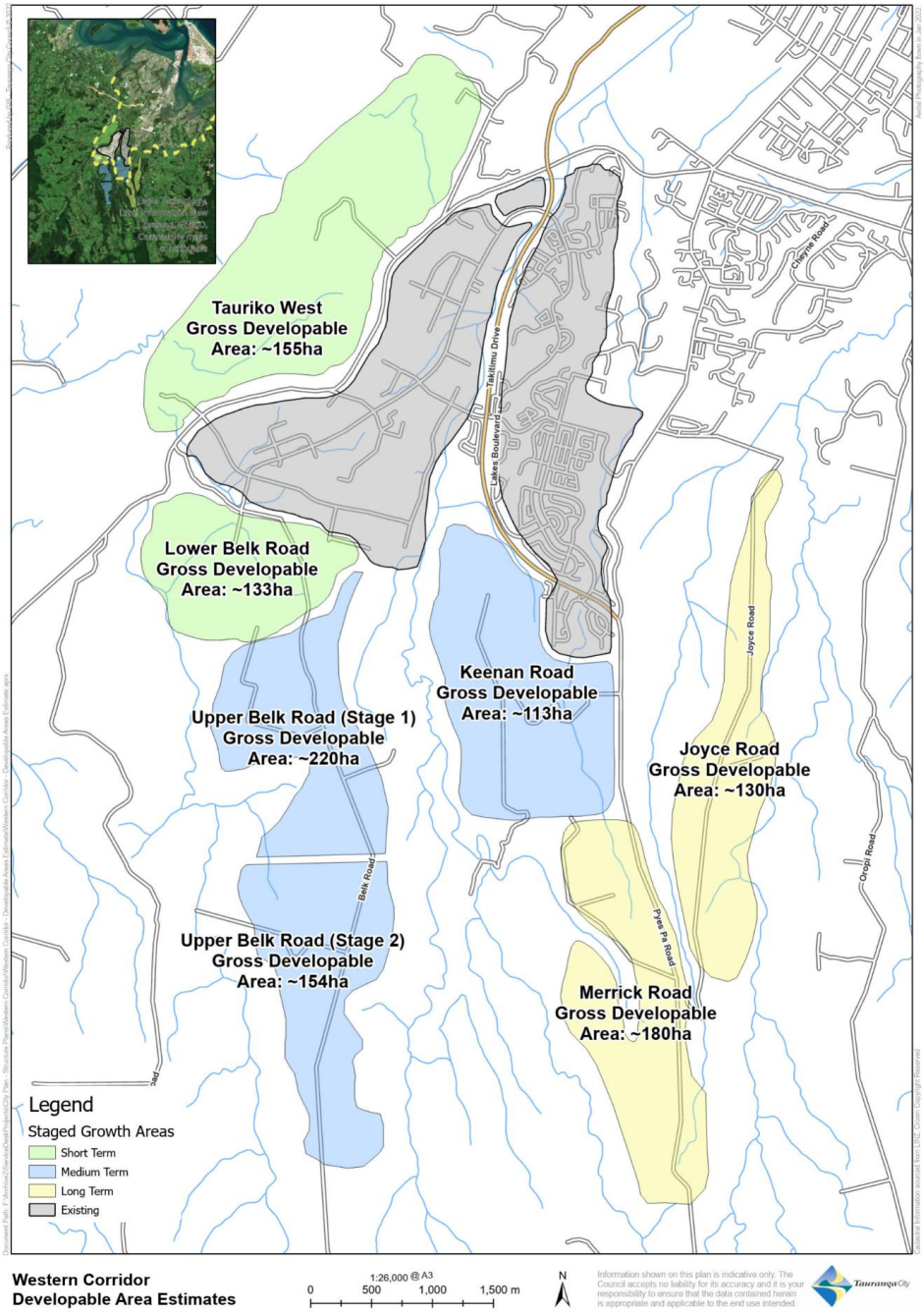
1. **Attachment 1 Resource Management Reform Timeline - A21411347**
2. **Attachment 2 Urban Growth Area Maps - A21411350**
3. **Attachment 3 SmartGrowth Opportunities Areas (Confidential Attachment) - A21411352 - Public Excluded**

Attachment 1: Timeline of the transition to the new resource management system

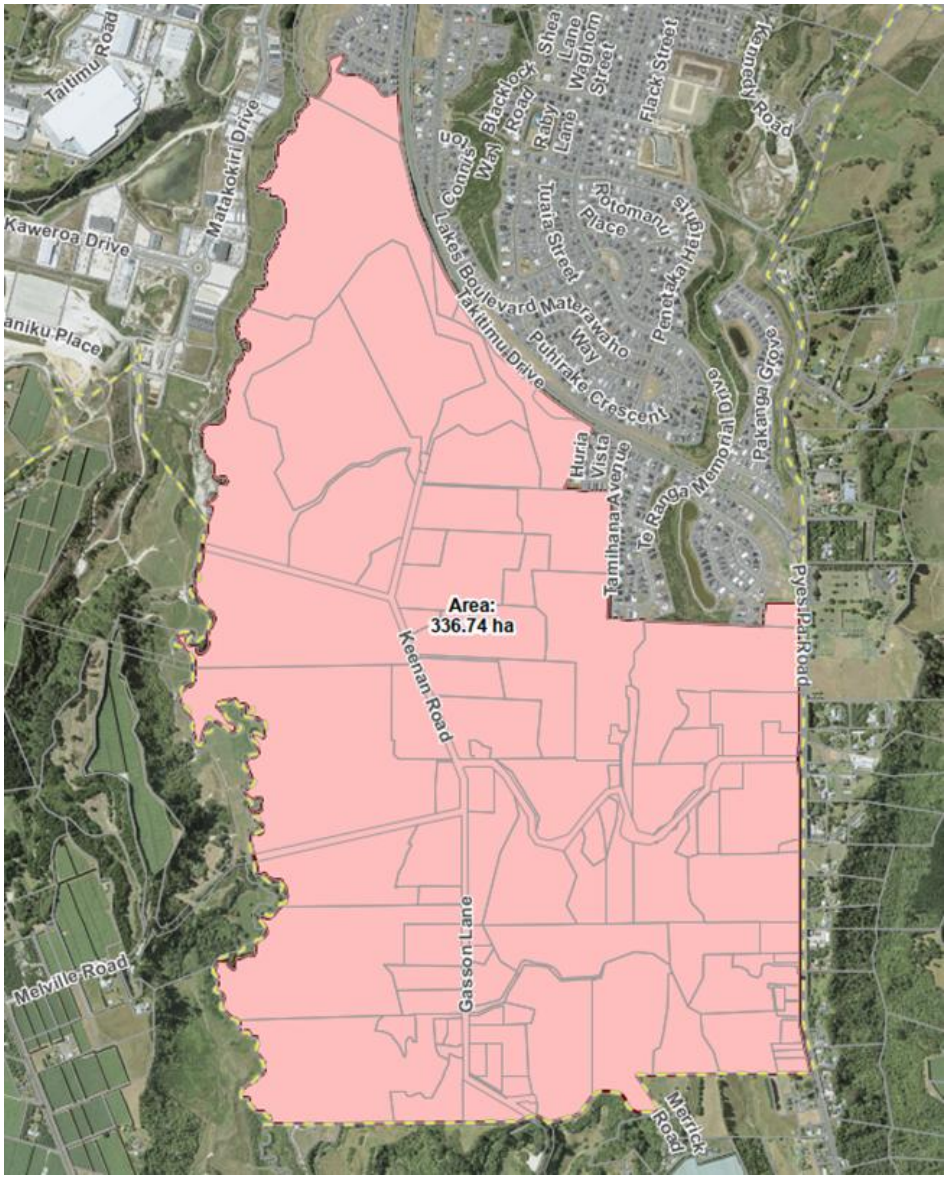


Attachment 2: Urban Growth Area Maps

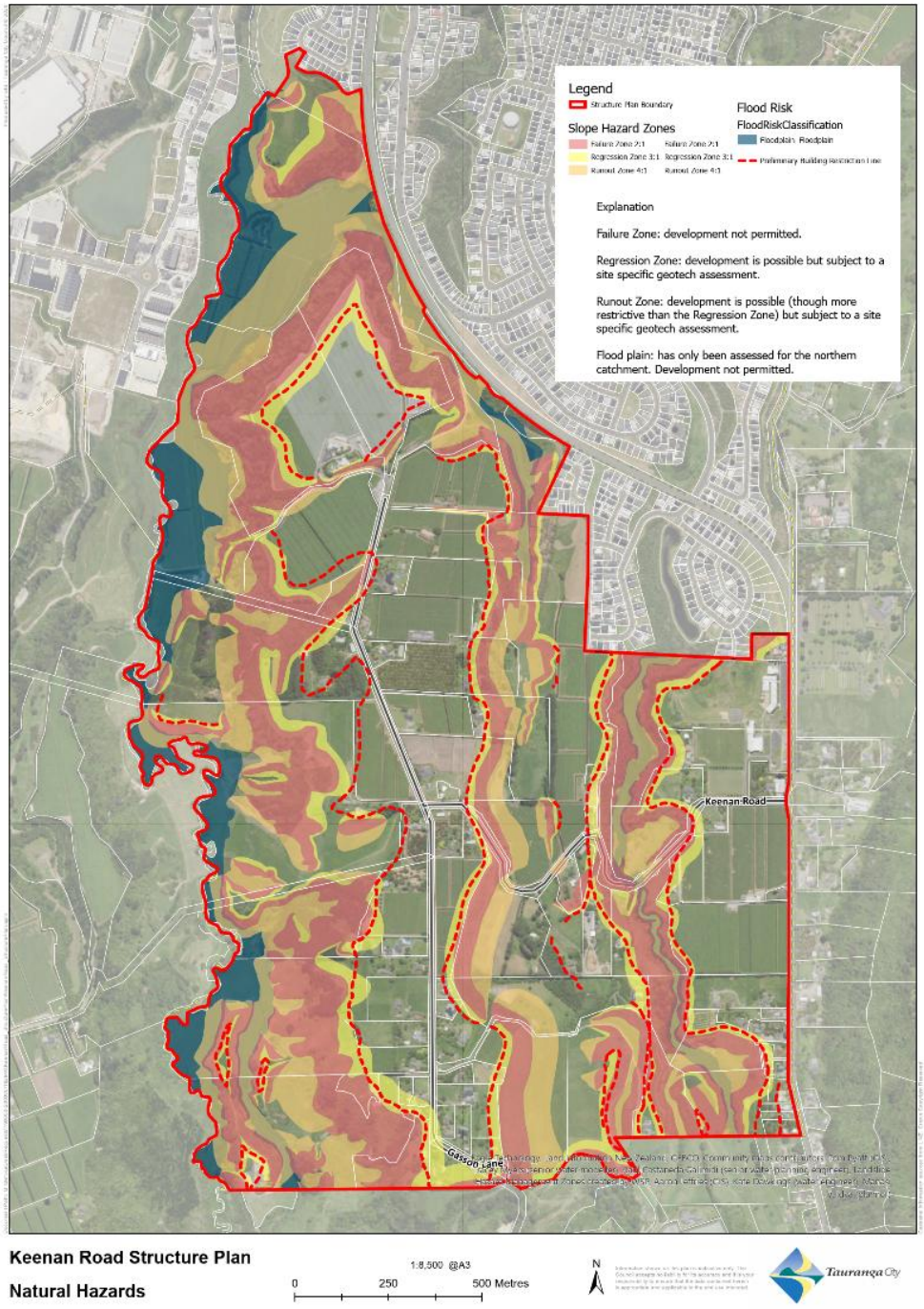
Map 1A – Western Corridor Urban Growth Areas



Map 1B – Keenan Road Urban Growth Area



Map 1C – Keenan Road Urban Growth Area – Natural Hazards



Map 1D – Upper Belk Urban Growth Area



9.6 Ongoing funding for Tauranga Place Brand implementation

File Number: **A20986527**

Author: **Paula Naude, Head of Community Outcomes & Emergency Management**
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Authoriser: **Sarah Omundsen, General Manager: Regulatory and Community Services**

PURPOSE OF THE REPORT

1. To seek support for proposed funding of $1.5 million for continued implementation of the Tauranga Place Brand over the first three years of the Long-term Plan 2027–2037, subject to Council's Long-term Plan decision-making process.

RECOMMENDATIONS

That the City Future Committee:

a. Receives the report "Ongoing funding for Tauranga Place Brand implementation".

b. Supports proposed funding totalling $1.5 million for continued implementation and long-term stewardship of the Tauranga Place Brand over the first three years of the Long-term Plan 2027–2037, subject to Council's Long-term Plan decision-making process.

EXECUTIVE SUMMARY

2. The Tauranga Place Brand has been developed as a shared identity and storytelling framework for Tauranga and the wider Western Bay of Plenty. Its intended use extends beyond tourism promotion to community identity, investment and talent attraction, education and events.

3. **Attachment 1**, the Tauranga Place Brand Governance Group's[16] Issues and Options paper, outlines the transition from brand development to implementation and the opportunity for Council to support sustained investment in the brand.

4. The Governance Group has endorsed the strategic direction and a three-year activation pathway. The sequential phases include Awareness, Connection and Adoption, and Advocacy and Legacy.

5. Multi-year funding provides the runway required to plan long-term campaigns, gives corporate and community partners the confidence to co-invest their own resources, and allows for rigorous measurement of brand health over time. Public funding is already acting as a great multiplier, unlocking substantial in-kind contributions.

6. Two options are presented. Option 1 (recommended) would provide multi-year funding and greater certainty for implementation and partner participation. The funding for the next three years is proposed to be $480,000 in 2028, $500,000 in 2029 and $520,000 in 2030, totalling $1,500,000. It is proposed that this funding form part of the Economic Development Targeted Rate, to be confirmed through the Long-term Plan.

7. If funding is increased from $314,000 to $480,000 in 2028, the median commercial rates would increase by $12 and the median industrial rates by $27

[16] (Members of Tauranga Place Brand Governance Group Listed in Paragraph 11)

8. Option 2, discontinuing dedicated funding, would avoid this cost but would constrain the planned implementation programme.

9. Western Bay of Plenty District Council contributed to the FY27 bridging year but has not yet committed to future investment. Tauranga City Council's investment would support further discussions.

10. This investment recognises the Tauranga Place Brand as a long-term strategic asset. Tourism Bay of Plenty will continue to hold the brand's intellectual property, and the Governance Group will provide oversight. Success will depend on ongoing engagement and adoption by mana whenua, Western Bay of Plenty District Council and regional partners.

BACKGROUND

11. Background information on the Tauranga Place Brand, including its development, the FY27 bridging year and the Governance Group's assessment, is set out in Attachment 1.

12. **Tauranga Place Brand Governance Group**

- Russ Browne – Tourism Bay of Plenty Chair, Our Tauranga Brand Governance Chair, PFK Managing Director
- Mayor James Denyer – Western Bay of Plenty District Council Mayor
- Councillor Kevin Schuler – Bethlehem Ward, Tauranga City Council
- Gareth Wallis – Head of Community Hubs, Arts, Heritage & Events, Tauranga City Council
- Susan Davidson – Head of Community Relations, Tauranga City Council
- Luke Balvert – Communications and Engagement Manager, Western Bay of Plenty District Council
- Oscar Nathan – GM, Tourism Bay of Plenty
- Meghan Fleming – Tourism Bay of Plenty Board Trustee, GM Commercial & Marketing, Chiefs Rugby Club
- Hayley Nelson, Head of Partnerships, Tourism Bay of Plenty
- Dave Courtney – Chief Executive, Priority One
- Professor Alister Jones – Deputy Vice-Chancellor, The University of Waikato
- Amanda Hema – Head of Engagement and Sponsorship, The University of Waikato

STATUTORY CONTEXT

13. Proposed funding will be considered through Council's Long-term Plan 2027–2037 decision-making process. Support for the proposal at this stage does not replace the statutory planning, consultation or budget approval processes applicable to the Long-term Plan, including those required by Council's financial strategy and Significance and Engagement Policy.

STRATEGIC ALIGNMENT

14. The implementation programme is intended to contribute to the following community outcomes:

	Contributes
We are an inclusive city	☑
We value, protect and enhance the environment	☐
We are a well-planned city that is easy to move around	☐

We are a city that supports business and education	☑
We are a vibrant city that embraces events	☑

15. The implementation programme's proposed contribution to an inclusive city is through shared storytelling and opportunities for communities to participate in expressing local identity. This depends on appropriate representation and meaningful participation.

16. Its proposed contribution to business and education is through a consistent promotional framework that partners can use for visitor, student, talent and investment attraction.

17. Its proposed contribution to events is through coordinated promotion and use of a shared city identity. Attachment 1 identifies current and prospective integration partners across business, education, events and community organisations.

OPTIONS ANALYSIS

18. **Option 1—Provide multi-year funding for implementation and stewardship**—recommended. Provide proposed funding totalling $1,500,000 over the first three years of the Long-term Plan, with the annual profile set out under Financial Considerations, subject to the Long-term Plan process.

Advantages	Disadvantages
The advantages of this option are set out in Attachment 1. They include: protecting the investment already made, giving partners certainty to plan over multiple years, and maintaining momentum as the brand moves into public implementation.	The disadvantages are the multi-year operating commitment of $1,500,000 across Long-term Plan 2027-37 in a constrained fiscal environment, and the opportunity cost of allocating funding that could be used for other priorities. Brand equity, adoption and reputation build progressively, so benefits may take time to become visible and measurable.

19. **Option 2—Discontinue dedicated implementation funding**. Dedicated funding for ongoing implementation and stewardship would cease after FY27.

Advantages	Disadvantages
This option would avoid new operating cost in the Long-term Plan 2027-37, releasing the proposed $1,500,000 for other priorities, and existing regional campaigns and other partner activity could continue without additional Council funding.	The likely consequences, including lost momentum, fragmented regional messaging and reduced partner trust, are set out in Attachment 1. The extent of any remaining implementation programme would depend on other funding and delivery arrangements.

20. A reduced funding option was also considered but is not put forward, following Governance Group feedback. The requested investment has already been developed around a lean, prioritised implementation programme, and a further reduction would constrain delivery of the three-year activation pathway, reduce reach and partner engagement, and risk undermining the investment already made. Any short-term savings are considered to be outweighed by the potential loss in programme effectiveness and benefits.

Recommendation

21. **Option 1** is recommended to provide continuity while the brand moves from development into implementation. Final funding remains subject to affordability and prioritisation through the Long-term Plan.

FINANCIAL CONSIDERATIONS

22. FY27 bridging-year funding and expenditure, including contributions of $450,000 from TCC and $148,500 from Western Bay of Plenty District Council, are set out in Attachment 1. Attachment 1 reports that Tauranga Place Brand funding is kept separate from business-as-usual operations.
23. Proposed TCC funding for the next three years is $480,000 in 2028, $500,000 in 2029 and $520,000 in 2030, totalling $1,500,000. It is proposed that this funding form part of the Economic Development Targeted Rate, to be confirmed through the Long-term Plan.
24. If funding is increased from $314,000 to $480,000 in 2028, the median commercial rates would increase by $12 and the median industrial rates by $27.
25. Attachment 1 identifies the brand as a separately funded supplementary project in a Zero-Based Budget submission for the 2028–2030 Long-term Plan period; the current Council report places the request within the Long-term Plan 2027–2037.
26. The supporting material does not confirm the GST basis of these budgets, the funding source within Council's budgets, or future Western Bay of Plenty District Council and other partner contributions. These matters remain unconfirmed.
27. Attachment 1 also identifies supplier discounts and in-kind contributions, which the Governance Group has directed be tracked. These may supplement the implementation programme but are not cash funding available to offset Council's contribution. Their stated values have not been independently verified for this report.

RISKS AND LEGAL IMPLICATIONS

28. Discontinued funding carries a risk that partner co-investment, adoption and consistent use of the brand across the region, and therefore wider benefits, will be lower than anticipated. Attachment 1 sets out the identified risks and proposed mitigations.

TE AO MĀORI APPROACH

29. Attachment 1 records engagement with the three Tauranga Moana iwi chairs and the incorporation of Te Tauranga o ngā waka ("the anchorage of the waka") into the brand's narrative foundation. It also reports further work on cultural narratives and continued engagement seeking mana whenua endorsement.

CONSULTATION / ENGAGEMENT

30. Attachment 1 reports engagement with councils, mana whenua, community organisations, commercial partners, education providers, economic development organisations and event organisations, monitored through a Partner Engagement and Integration Tracker.

SIGNIFICANCE

31. 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 a matter may be particularly important to affected individuals, groups or agencies.
32. The assessment considers the likely impacts on current and future community wellbeing, people affected by or interested in the proposal, and Council's capacity to perform its role, including financial and other costs.
    (a) The current and future social, economic, environmental or cultural wellbeing of the district or region.

(b) Any persons likely to be particularly affected by, or interested in, the decision.

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

33. The decision sought is support for a proposed continuation of funding, with final approval reserved to the Long-term Plan process. A provisional assessment is that this decision is of low significance because it concerns an existing implementation programme and does not propose a transfer of ownership or control of a Council strategic asset.

34. The proposed expenditure of $1.5 million and its opportunity cost remain relevant even if the decision is assessed as low significance.

ENGAGEMENT

35. Subject to confirmation of the significance assessment, separate formal consultation is not proposed before the Committee considers this recommendation. This does not pre-empt any consultation requirements applying to the Long-term Plan funding decision.

36. Attachment 1 reports engagement with councils, mana whenua, community organisations, commercial partners, education providers, economic development organisations and event organisations, monitored through a Partner Engagement and Integration Tracker. Targeted engagement with mana whenua, councils and potential delivery partners would continue as part of implementation. This engagement supports implementation programme design and adoption but is not a substitute for consultation on Council's proposed expenditure.

Click here to view the TCC Significance and Engagement Policy

NEXT STEPS

37. If supported, the proposed funding will progress through Council's Long-term Plan 2027–2037 budget and decision-making process. Staff will confirm the annual funding profile, GST treatment, funding source and partner contributions.

38. The Tauranga Place Brand is scheduled to go live on 18 November 2026. The implementation next steps, including the Year 1 to Year 3 activation pathway, are set out in Attachment 1.

39. Before funding arrangements are finalised, staff will confirm the implementation programme's deliverables, performance measures, reporting requirements and Council's access to and use of brand assets.

ATTACHMENTS

1. **Attachment 1 - Issues and Options - Ongoing funding for Tauranga Place Brand - A21414472** ⇩

Issues & Options: Ongoing funding for the Tauranga Place Brand

City Future Committee, 17th November 2026
Author: Tourism Bay of Plenty on behalf of the Tauranga Place Brand Governance Group

Opportunity

Council support is being requested for **a three-year funding commitment of $1,500,000 through Council's Zero-Based Budget (ZBB) process to unlock, grow, and protect Tauranga's first-ever unified place brand.** This investment spans LTP 2028 ($480k), LTP 2029 ($500K), and LTP 2030 ($520K), subject to final Long-term Plan decision-making;

- A place brand is far more than a logo or a transient marketing campaign; it is a long-term strategic asset that defines our identity, drives economic development, attracts global talent, and fosters civic pride. Following a lean FY27 bridging year - culminating in the public launch on 18 November 2026 - this funding will fuel a structured, multi-year activation pathway designed to transition the region from initial awareness to deep-rooted advocacy.

- A launch alone cannot establish a legacy. Sustained investment ensures we do not lose momentum, protects the substantial development work already undertaken, and ensures Tauranga can confidently fly on the national and global stage.

Discussion and Analysis

Where the project is now

The Tauranga Place Brand serves as a powerful, shared platform that articulates our region's rich culture, diverse landscapes, and economic aspirations. It supports the region holistically as a place to live, work, study, visit, invest, and do business.

- **Governance & IP:** The Governance Group has endorsed the strategic direction, the three-year activation framework, and assigned brand intellectual property ownership to TBOP to ensure strong guardianship.
- **Launch Readiness:** The impending 18 November 2026 launch is fully equipped with high-impact foundational assets, including a dedicated website, a cinematic hero film, professional photography, storytelling assets, PR, and a targeted campaign.

Building on the FY27 bridging year

The current FY27 bridging year acts as our launchpad, transitioning the project from internal development to public reality. This lean phase has successfully maintained dedicated brand leadership, completed core digital tools, and built vital partner relationships. Crucially, it integrates the brand into key touchpoints ahead of significant regional opportunities in 2028, including Tri 2028 and the T20 Cricket World Cup.

Tauranga's foundational investment has been lean and exceptionally efficient:

- **Tauranga City Council (TCC) Contribution:** $450,000
- **Western Bay of Plenty District Council (WBOPDC) Support:** $148,500

By comparison, our peers recognise that building a powerful regional reputation requires significant upfront capital. Christchurch and Rotorua routinely invest $1–2 million or more in their first year alone, with Christchurch sustaining brand activation since 2023 and RotoruaNZ committing to a 3-to-5-year platform. Tauranga's modest, highly leveraged budget represents a high-value, low-risk entry into competitive regional positioning.

Three-year activation pathway after the bridging year

The strategic framework is deeply rooted in local values: **manaakitanga** (care, respect, and belonging), **kotahitanga** (collaboration and collective success), and **kaitiakitanga** (guardianship and future prosperity).

Moving beyond the launch, the brand will scale through three highly intentional, sequential phases:

- **Year 1 – Awareness:** Fuelling local pride, driving recognition, and establishing a robust domestic reputation.
- **Year 2 – Connection and Adoption:** Deepening community connections via immersive brand experiences and fostering multi-sector collaborative advocacy.
- **Year 3 – Advocacy and Legacy:** Embedding the brand permanently into regional experiences, public spaces, and an enduring cultural identity.

Why sustained investment matters

Brand equity is built through repetition, consistency, and widespread adoption - not a single launch event. Multi-year funding provides the runway required to plan long-term campaigns, gives corporate and community partners the confidence to co-invest their own resources, and allows for rigorous measurement of brand health over time. Public funding is already acting as a great multiplier, unlocking substantial in-kind contributions:

- **Creative Content:** A video and photography valued at $220,000+GST is being delivered for just $65,000+GST.
- **Digital Infrastructure:** A website valued at $120,000+GST is being supplied for $60,000+GST.

All partner contributions are being tracked to demonstrate the compounding return on Council's investment.

Strategic value and regional adoption

The Place Brand is a genuine cross-sector platform designed to amplify the voice of every regional stakeholder:

- **Business & Innovation:** Priority One and commercial partners will weave the brand narrative into talent and investment attraction promotions, campaigns and call-to-action collateral.
- **Education:** The University of Waikato and tertiary providers will utilise it for student recruitment.
- **Events & Venues:** TBOP, Bay Venues, Tauranga Airport, and Bay Oval will embed the brand across visitor journeys and major event marketing.
- **Community & Culture:** Mainstreet organisations, public arts groups, and Council teams will bring the brand to life through gateways, wayfinding, public art, and local activations.

The overarching brand celebrates our sub-regional diversity, such as directly honouring Maketū's history, Te Puke's kiwifruit identity, Katikati's creative culture, and Waihi Beach's distinctive character. Success depends on shared ownership across both council boundaries.

Governance, ownership and statutory context

- **Structure:** The Tauranga Place Brand Governance Group provides robust strategic oversight, while a dedicated Brand Team manages day-to-day implementation.
- **Accountability:** TBOP owns and safeguards the trademarks and IP under a project-specific delegated authority framework. Place Brand funding is kept strictly separate from TBOP's business-as-usual operations.
- **Significance:** The proposal is assessed as **low significance** under the Significance and Engagement Policy because it continues an existing initiative without altering service levels or transferring strategic assets. Targeted stakeholder engagement will continue, and no separate formal public consultation is required.

Te ao Māori approach and climate considerations

Mana whenua engagement is fundamental to the brand's authenticity. Presentations have been delivered to the three Tauranga Moana iwi chairs. The foundation narrative incorporates *Te Tauranga o ngā waka* ("the anchorage of the waka"), establishing an inclusive foundation that links past, present, and future. Sustaining this momentum is critical; reducing or stopping now risks undermining hard-earned goodwill and trust.

While the funding decision has no direct climate or biodiversity impact, the core brand value of *kaitiakitanga* ensures that all future storytelling, activation, and campaign delivery will actively align with the Council's environmental and sustainability aspirations.

Options Analysis

Option 1: Provide multi-year funding for implementation and stewardship (Recommended)

- Commit to the proposed TCC contributions of $480,000 (LTP 2028), $500,000 (LTP 2029), and $520,000 (LTP 2030), totalling $1,500,000.

Advantages	Disadvantages & Considerations
• **Protects the Investment:** Safeguards the research, iwi engagement, identity development, and digital assets already created.	• **Fiscal Commitment:** Requires a $1,500,000 multi-year operating commitment within a constrained fiscal environment.
• **Partner Certainty:** Provides the security required to trigger long-term partner co-investment and co-ordinated activations.	• **Progressive Returns:** Brand equity and socio-economic outcomes develop progressively and are not immediately measurable on day one.
• **Maximises Outcomes:** Positions the region to build powerful reputation, talent, and investment returns.	• **Dependence on Partners:** Success relies on adoption and championship by regional partners.
• **Capitalises on 2028:** Creates platform and immediate momentum post-launch and leverages massive global exposure from Tri 2028 and the T20 Cricket World Cup.	

Option 2: Discontinue dedicated implementation funding

Cease dedicated funding after the FY27 bridging year, leaving individual partners to run uncoordinated campaigns without a central brand programme.

• **Advantages**	• **Disadvantages & Likely Consequences**
• **Short-Term Savings:** Avoids the $1,500,000 TCC operating commitment, freeing funding for other immediate priorities.	• **Stalled Momentum:** Risks losing momentum immediately after launch, failing to realise value from the significant development spend.
	• **Broken Pathway:** Makes the endorsed three-year pathway undeliverable and severely limits long-term brand equity.
	• **Fragmented Voice:** Increases the likelihood of duplicated promotional spending and conflicting regional messaging.
	• **Missed Opportunities:** Reduces the ability to leverage major 2028 sporting and business events to attract tourism and talent.
	• **Erosion of Trust:** Undermines confidence and hard-earned goodwill among mana whenua, WBOPDC, and commercial partners.

Financial Implications

FY27 bridging-year funding and expenditure:

- Tauranga City Council contribution: $450,000
- Western Bay of Plenty District Council contribution: $148,500
- Total annual contributions: $598,500
- Opening balance: $86,190 | Total funds available: $684,690
- Approved FY27 expenditure: $646,600 (covering people, creative/cultural strategy, research, trademark protection, content, and launch)

Proposed TCC funding (Supplementary project in TBOP's ZBB submission):

- **LTP 2028:** $480,000
- **LTP 2029:** $500,000
- **LTP 2030:** $520,000
- **Three-year total:** $1,500,000

This funding provides the financial certainty required to sustain the program and securely anchor long-term partner co-investment in coming years.

Risk Implications

- **Funding and momentum:** Uncertain or reduced funding could stall the programme immediately post-launch.
  Mitigation: Secure a multi-year funding decision tied to staged, measurable delivery milestones.
- **Partner participation:** Risk of lower-than-anticipated partner adoption or co-investment.
  Mitigation: Maintain deep stakeholder engagement and transparently report cash and in-kind partner contributions.
- **Governance and financial control:** Risk of disjointed execution or fiscal mismanagement.
  Mitigation: Maintain oversight through the Governance Group, backed by project-specific delegations and strict reporting.
- **Reputational and cultural:** Risk of eroding trust through insufficient follow-through or premature use of narratives without ongoing mana whenua endorsement.
  Mitigation: Commit to culturally informed stewardship and continuous engagement.
- **Delivery and strategic outcomes:** Fragmented implementation could weaken Tauranga's share of voice.
  Mitigation: Drive coordinated activation and robust measurement across tourism, business, education, and talent sectors.

Recommendation

That the City Future Committee:

- **Recognises** the Tauranga Place Brand as a vital, long-term strategic asset supporting regional identity, civic pride, tourism, economic development, education, investment, talent attraction, and major events.
- **Supports** Option 1 and the proposed TCC funding of $480,000 in LTP 2028, $500,000 in LTP 2029, and $520,000 in LTP 2030, subject to final Long-term Plan decision-making.
- **Notes** that FY27 serves as the foundational bridging year (including the public launch on 18 November 2026), distinct from the subsequent Year 1–3 activation pathway.
- **Notes** TBOP's ownership and guardianship of the brand intellectual property and the critical oversight role of the Governance Group.
- **Notes** that sustained co-investment, deep engagement, and active adoption by mana whenua, WBOPDC, and regional partners are central to achieving long-term success.

Next Steps

1. **Launch the brand** on 18 November 2026, completing FY27 bridging-year activities, locking in foundational assets, and initiating partner onboarding.
2. **Progress the proposed funding** through Council's 2028–2030 Long-term Plan process, in alignment with the ZBB submission.
3. **Prepare and deliver** the three-year pathway: Year 1 – Awareness; Year 2 – Connection and Adoption; Year 3 – Advocacy and Legacy.
4. **Continue multi-sector engagement**, activating the brand through major upcoming regional touchpoints, events, and brand-led storytelling.
5. **Report regularly to the Governance Group** on expenditure, implementation milestones, partner contributions, and key performance measures of brand reputation and adoption.

9.7 City Centre Action and Investment Plan Stocktake

File Number: **A21278593**

Author: **Carl Lucca, Team Leader: Structure Planning**
Emily McLean, Recovery Business & Community Manager

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

PURPOSE OF THE REPORT

1. To outline the progress that has been made on the City Centre Action and Investment Plan.

RECOMMENDATIONS

That the City Future Committee:

(a) Receives the report "City Centre Action and Investment Plan Stocktake ".

EXECUTIVE SUMMARY

2. This report provides an overview of the key findings and recommended focus areas for consideration moving forward, following completion of the City Centre Action and Investment Plan (CCAIP)[17] stocktake. The stocktake is attached as **Attachment 1**.
3. The purpose of the stocktake is to review progress since the adoption of the CCAIP and the release of Priority One's CBD Blueprint[18] in 2022.
4. Prepared in collaboration with Priority One, and with input from key city centre partners, the stocktake reviews public and private investment in the city centre, progress against the CCAIP's six strategic outcomes and associated actions, and the role of ongoing stakeholder engagement in supporting delivery.
5. It also assesses progress against measures of success and considers how completed and ongoing actions are contributing to the transformation of the city centre's precincts and pou.
6. Overall, the stocktake shows that good progress has been made since the CCAIP was adopted and the CBD Blueprint was released in 2022. Approximately $1.5 billion in public and private investment, more than half of the CCAIP's 57 actions completed or underway, and significant growth in public space, events and the University's city centre presence have laid strong foundations for a revitalised city centre.
7. As the CCAIP approaches the midpoint of its ten-year programme, the focus now needs to shift from delivering major projects to making the most of the investment to date and attracting more people to live, work, study, visit and spend time in the city centre.
8. The recommended focus areas outlined in the stocktake and below are intended to guide this next phase. They will be considered further through the Long-Term Plan 2027–37, the Bloomberg Harvard City Leadership Initiative and related work programmes. A revised programme of actions will be brought back to Council as these workstreams progress.

[17] Link to City Centre Action and Investment Plan 2022: https://www.tauranga.govt.nz/Portals/0/data/council/strategies/files/city-centre-action-investment-plan-aug2022.pdf

[18] Link to Priorty One CBD Blueprint 2022: https://www.priorityone.co.nz/cbd-blueprint/

PURPOSE OF THE CCAIP AND PRIORITY ONE CBD BLUEPRINT

9. The purpose of the CCAIP is to outline the key actions that TCC and its partners will take over a 10-year period to achieve the vision for the city centre, Te Rapunga Ora ki Te Papa – a great place to live, work, learn and play. The CCAIP was adopted in 2022.

10. The framework of the CCAIP is a vision, four guiding pillars (pou), six strategic outcomes, eight precinct outcomes, a movement framework and a programme of 57 actions. Each action is aligned with a strategic outcome and a precinct.

11. Priority One's CBD Blueprint is a showcase of the development that is expected to take place in the city centre from 2022 to 2030. The CBD Blueprint was released in 2022. The CBD Blueprint identifies 20 major public and private developments that are committed or planned for the city before 2030.

KEY FINDINGS FROM THE STOCKTAKE

12. Since the adoption of the CCAIP and the release of the Blueprint in 2022, the following key outcomes have been achieved in the city centre:

    (a) $1.5 billion of private and public investment through major city centre developments, including:

        (i) $395m Council public investment delivered and underway, including Te Manawataki o Te Papa.

        (ii) 11 major private developments delivered.

        (iii) Central government investment in the new Courthouse, underway.

        (iv) Approximately 100,000m2 of total new gross public and private floor area (including developments underway).

    (b) Significant growth of the University of Waikato in Tauranga, reinforcing the role of the University as a major contributor to Tauranga's city-centre revitalisation:

        (i) Over $67m invested, and 16,800m2 secured, for the further expansion and development of the Knowledge Precinct since the opening of main campus building in 2019. Of this, more than 5300m2 has been activated to support teaching, research, innovation and student life.

        (ii) Investment in the Knowledge Precinct is complemented by a further $18 million investment in city-centre student accommodation (Selwyn Street Studios), including Council $2.4m investment to support associated benefits for the city centre.

        (iii) Growth in enrolments to approximately 1500 students in 2026, a 19% increase since 2022.

    (c) Over 50% of the 57 actions in the CCAIP complete or underway.

    (d) Over 180% increase in city centre public space events.

    (e) Nearly a 200% increase in waterfront events.

    (f) Increase of 5,600m2 in new public realm and green spaces on the waterfront and other areas.

    (g) Delivery of significant open space and community amenities including:

        (i) Waterfront North development and increased open space.

        (ii) Destination Playground and 3x3 basketball court, awarded Playspace of the Year (over $500,000), 2025.

        (iii) Tunks Reserve.

        (iv) Masonic Park.

(v) Elizabeth Street Linear Park.

(vi) Aspen Reserve.

(vii) Red Square ‘sanctuary space’ improvements, including the relocatable Bubbles Play Pod awarded Playspace of the Year (under $500,000), 2026.

(viii) Wharepai Domain.

(ix) Re-opening of the Cargo Shed.

(x) Opening of He Puna Manawa, Tauranga City Library as part of Te Manawataki o Te Papa.

(h) Recognition of the significant progress in city centre planning and revitalisation at the Property Council awards, winning the 2025 City Shaper award.

NEXT STEPS: RECOMMENDED FUTURE FOCUS AREAS

13. Based on outcomes of the stocktake, and to continue building on success to date, it is recommended that the following ‘focus areas’ be considered in more detail through upcoming Council workstreams, including the Bloomberg Harvard City Leadership Initiative, Long-Term Plan development and associated issues and opportunities papers, and activity work programmes.

(a) **Consolidation:** Closing out existing programmes of work, and maintaining business as usual support, to ensure that the benefits from investment to date are maximised.

(b) **On-going Programme Delivery:** Confirm the on-going programme delivery structure, taking an integrated, place-management and experience-based approach.

(c) **Alignment:** Aligning the CCAIP forward programme with the proposed Long-Term Plan 2027-37 funding.

(d) **Activation and Vibrancy:** Growing the residential population, improving perceptions of safety and strengthening the amenities, activities and experiences that support city-centre living and visitor appeal. Leveraging the Tauranga Place Brand and attracting business events and major events to strengthen the city centre's identity and vibrancy.

(e) **Incentives:** Exploring financial incentives and disincentives to support development, particularly to enable affordable housing outcomes as development feasibility improves.

(f) **University Partnership:** Continuing to partner with the University of Waikato to progress the next phase of investment and development to increase resident and student populations, strengthen research and education infrastructure, contribute to city-centre vibrancy, and support the continued growth of Tauranga's education, research and innovation ecosystem.

(g) **Movement:** Completing investment and changes to the street network to prioritise people, improve safety and amenity, and better connect key destinations.

(h) **Waterfront:** Completing key connections and projects to strengthen the waterfront’s attractiveness, safety and sense of place.

(i) **Culture:** Exploring opportunities within the cultural precinct, including for a cultural centre and supporting safe access to culturally significant sites.

(j) **Development partnerships and response:** Strengthening partnerships with city-centre developers, Tourism Bay of Plenty and Mainstreet organisations to support development, coordinate events and promotional activity, and minimise disruption from city-centre works and projects.

(k) **Enablement:** Ensuring the city centre has an enabling regulatory framework through the resource management reforms. As further understanding of these matters comes together, a consolidated programme of revised short-, medium- and long-term actions will be brought back to City Future Committee for consideration.

14. As further understanding of these matters comes together, a consolidated programme of revised short-, medium- and long-term actions will be brought back to Council for consideration.

STATUTORY CONTEXT

15. As part of the LTP process required under the **Local Government Act 2002**, Council should periodically review its strategies, policies and plans to ensure they collectively give effect to the purpose of local government (s10), support the role of local authorities (s11), and are consistent with the principles of good governance, transparency and prudent stewardship set out in the Act.

16. This stocktake provides the strategic foundation for the LTP in relation to the city centre, ensuring that Council's activities, levels of service, investment priorities and funding decisions remain aligned with statutory responsibilities and community outcomes.

17. Different actions are impacted by different pieces of legislation such as the Resource Management Act 1991, Planning Act 2026, Natural Environmental Act 2026, and Climate Change Response Act 2002.

STRATEGIC ALIGNMENT

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

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

19. The CCAIP primarily sits under the ‘A well-planned city that is easy to move around’ community outcome, however it contributes to all five strategic community outcomes.

20. The CCAIP supports and implements the Te Papa Peninsula Spatial Plan and associated actions. There are links to other action and investment plans, such as the Tauranga Events Action and Investment Plan, Accessible Tauranga Action and Investment Plan, Nature and Biodiversity Action and Investment Plan, Reserves and the Tauranga Parking Strategy.

21. Priority One is a key partner in the delivery of economic and broader revitalisation outcomes for the city centre and has recently reviewed the CBD Blueprint – showcasing the major developments that have been undertaken since 2022.

OPTIONS ANALYSIS

22. Options are not presented as this paper is primarily a stocktake of the CCAIP. Recommended future focus areas to be considered going forward are outlined in the executive summary and will be brought back to Council for further consideration.

FINANCIAL CONSIDERATIONS

23. In relation to the stocktake there are no direct costs. Council will continue to consider the prioritisation of actions and funding through the 2027 Long Term Plan process.

24. The indicative costs associated with delivery of the CCAIP actions (grouped by CCAIP ourcomes) since 2022 is outlined below. An overview of capital funding included in the draft 2027 Long Term Plan that supports ongoing delivery is also included. The costs are predominately capital costs.

Indicative costs associated with delivery of the CCAIP actions				
CCAIP Outcome	**Costs to date**	**Remaining FY26/27 budget / expected costs**	**Draft 2027 LTP capex, at time of reporting**	**Capital costs excluded from draft 2027 LTP**
A city centre for people	2,100,000	90,000	95,200,000	23,800,000
An accessible city centre	40,200,000	2,800,000	6,300,000	75,000,000
A waterfront city centre	40,000,000	12,900,000	19,500,000	23,000,000
A city with identity and culture	193,400,000	44,100,000	66,100,000	21,500,000
An engaging city	2,000,000	215,000		
A city centre in nature	48,000			
TOTAL	**278,000,000**	**60,000,000**	**187,000,000**	**143,500,000**

25. It is noted that the cost groupings across CCAIP outcomes are indicative, as some projects align with more than one action in the CCAIP, and some actions are undertaken through other projects, where only a component of the project is related to the City Centre.

RISKS AND LEGAL IMPLICATIONS

26. There are not risks or legal implications associated with this reporting.

TE AO MĀORI APPROACH

27. The development of the CCAIP was undertaken in partnership with mana whenua. A series of wānanga and hui were held with representatives from Ngāi Tamarāwaho and Ngāti Tapu to discuss the cultural narrative that surrounds the city centre – the area historically described by mana whenua as ‘Te Papa’. This process resulted in the four pou, or guiding pillars that were established and included in the CCAIP to recognise this cultural significance through future growth.

28. Ongoing partnership with mana whenua has occurred through delivery of CCAIP actions. Their application is evident in projects where cultural narratives, connections to whenua and moana, landscape and ecological outcomes, public spaces, movement and opportunities for people to gather and connect have been incorporated into design and delivery.

29. Staff are currently working with Council’s Te Pou Takawaenga team to continue engagement with mana whenua on the any next steps around focus areas moving forward.

CLIMATE IMPACT

30. The CCAIP supports adapting to the changing climate through actions to integrate stormwater management features as part of the public realm upgrades. This is a remaining action in the CCAIP.

31. The CCAIP supports a reduction in emissions through the accessible city centre outcome and the movement and access framework. The actions that have been implemented and the remaining movement and access actions support mode shift to public and active transport, contributing to lower greenhouse gas emissions, and reduced travel demand. Since 2022, the number of multi-modal movements has nearly doubled.

32. The CCAIP includes a city centre in nature outcome that supports the enhancement of nature and biodiversity. There are remaining actions on greening the area, revealing and enhancing the natural springs and encouraging green infrastructure to be incorporated into public and private projects.

CONSULTATION / ENGAGEMENT

33. Targeted engagement with city partners, stakeholders and investors was also undertaken at the commencement of the CCAIP development through a series of topic-based workshops on movement and place, land use, public realm, and events and the waterfront area

34. Prior to the CCAIP development, significant community engagement had been undertaken through the development of the 2017 spatial framework and the Te Papa Peninsula Spatial Plan 2020 work, as well as feedback through the 2021 Long-term Plan process. This feedback gained informed the CCAIP preparation. There were also separate general stakeholder workshops to engage a wider range of feedback on material as it was developed for the CCAIP.

35. As part of the implementation of the CCAIP, staff work on a strong, visible and relationship-based connection with businesses, community organisations, mana whenua and the wider community. This includes regular face-to-face engagement with more than 300 city centre businesses, supported by newsletters, events, presentations and walking tours.

36. Through the stocktake, staff worked, and continue to work, alongside Priority One, to coordinate the concurrent reviews.

37. As part of the stocktake process, engagement also occurred with key City Centre partners including University of Waitako, Tourism Bay of Plenty and Downtown Tauranga. The feedback received is reflected in the content of this stocktake, including emphasising those areas where progress has been made and where the City Centre will benefit from further focus.

SIGNIFICANCE

38. 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.

39. 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.

40. In accordance with the considerations above, criteria and thresholds in the policy, it is considered that the matter is of low significance.

ENGAGEMENT

41. 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

42. Focus areas identified in the stocktake be considered in more detail through upcoming Council workstreams, including the Bloomberg Initiative, Long-term Plan development and activity work programmes.

ATTACHMENTS

1. **Attachment 1: City Centre Action and Investment Plan Stocktake - Nov 2026 - A21340167** ⇩

City Centre Action and Investment Plan and CBD Blueprint Stocktake

Tauranga City Council, November 2026



Te Rapunga Ora ki Te Papa

City Centre Action and Investment Plan 2022 - 2032

Tauranga City

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1. Executive Summary

The purpose of this stocktake is to undertake a review of progress made since the adoption of Tauranga City Council's City Centre Action and Investment Plan (CCAIP) and the release of Priority One's CBD Blueprint in 2022.

The stocktake has been undertaken in collaboration with Priority One. It assesses the delivery against the CCAIP's strategic outcomes and is set out as follows:

- **Section 2: Priority One CBD Blueprint**: This section demonstrates the scale of public and private investment supporting city centre revitalisation, including development partnerships delivering wider public benefits.
- **Section 3: City Centre Action and Investment Plan:** This section provides a detailed assessment of progress against the CCAIP goals and actions as we come up to the midpoint of the 10-year CCAIP action plan. This includes highlighting key achievements, evidence of progress, and areas for further focus.
- **Section 4: City Centre Engagement as part of CCAIP delivery**: This section provides an overview of how ongoing, relationship-based engagement with stakeholders has supported CCAIP outcomes, informed Council decisions, resolved practical issues and helped shape the delivery of city centre projects and initiatives.

As part of the stocktake process, engagement also occurred with key City Centre partners including University of Waitako, Tourism Bay of Plenty and Downtown Tauranga. The feedback received is reflected in the content of this stocktake, including emphasising those areas where progress has been made and where the City Centre will benefit from further focus.

Potential future 'focus areas' for consideration and recommended next steps are summarised below.

1.1. Summary of key outcomes

Since the adoption of the CCAIP and the release of the Blueprint in 2022, the following key outcomes have been achieved in the city centre:

- $1.5 billion of private and public investment through major city centre developments, including:
  - $395m Council public investment delivered and underway, including Te Manawataki o Te Papa.
  - 11 major private developments delivered.
  - Central government investment in the new Courthouse, underway.
  - Approximately 100,000m^2 of total new gross public and private floor area (including developments underway).
- Significant growth of the University of Waikato in Tauranga, reinforcing the role of the University as a major contributor to Tauranga's city-centre revitalisation:
  - Over $67m invested, and 16,800m2 secured, for the further expansion and development of the Knowledge Precinct since the opening of main campus building in 2019. Of this, more than 5300m2 has been activated to support teaching, research, innovation and student life.



  - Investment in the Knowledge Precinct is complemented by a further $18 million investment in city-centre student accommodation (Selwyn Street Studios), including Council $2.4m investment to support associated benefits for the city centre.
  - Growth in enrolments to approximately 1500 students in 2026, a 19% increase since 2022.
- Over 50% of the 57 actions in the CCAIP complete or underway.
- Over 180% increase in city centre public space events.
- Nearly a 200% increase in waterfront events.
- Increase of 5,600m2 in new public realm and green spaces on the waterfront and other areas.
- Delivery of significant open space and community amenities including:
  - Waterfront North development and increased open space.
  - Destination Playground and 3x3 basketball court, awarded Playspace of the Year (over $500,000), 2025.
  - Tunks Reserve.
  - Masonic Park.
  - Elizabeth Street Linear Park.
  - Aspen Reserve.
  - Red Square ‘sanctuary space’ improvements, including the relocatable Bubbles Play Pod awarded Playspace of the Year (under $500,000), 2026.
  - Wharepai Domain.
  - Re-opening of the Cargo Shed.
  - Opening of He Puna Manawa, Tauranga City Library as part of Te Manawataki o Te Papa.
- Recognition of the significant progress in city centre planning and revitalisation at the Property Council awards, winning the 2025 City Shaper award.

1.2. Next steps: Recommended future focus areas

Based on outcomes of the stocktake, and to continue building on success to date, it is recommended that the following ‘focus areas’ be considered in more detail through upcoming Council workstreams, including the Bloomberg Harvard City Leadership Initiative, Long-Term Plan development and associated issues and opportunities papers, and activity work programmes.

- **Consolidation:** Closing out existing programmes of work, and maintaining business as usual support, to ensure that the benefits from investment to date are maximised.
- **On-going Programme Delivery:** Confirm the on-going programme delivery structure, taking an integrated, place-management and experience-based approach.
- **Alignment:** Aligning the CCAIP forward programme with the proposed Long-Term Plan 2027-37 funding.



- **Activation and Vibrancy:** Growing the residential population, improving perceptions of safety and strengthening the amenities, activities and experiences that support city-centre living and visitor appeal. Leveraging the Tauranga Place Brand and attracting business events and major events to strengthen the city centre's identity and vibrancy.
- **Incentives:** Exploring financial incentives and disincentives to support development, particularly to enable affordable housing outcomes as development feasibility improves.
- **University Partnership:** Continuing to partner with the University of Waikato to progress the next phase of investment and development to increase resident and student populations, strengthen research and education infrastructure, contribute to city-centre vibrancy, and support the continued growth of Tauranga's education, research and innovation ecosystem.
- **Movement:** Completing investment and changes to the street network to prioritise people, improve safety and amenity, and better connect key destinations.
- **Waterfront:** Completing key connections and projects to strengthen the waterfront's attractiveness, safety and sense of place.
- **Culture:** Exploring opportunities within the cultural precinct, including for a cultural centre and supporting safe access to culturally significant sites.
- **Development partnerships and response:** Strengthening partnerships with city-centre developers, Tourism Bay of Plenty and Mainstreet organisations to support development, coordinate events and promotional activity, and minimise disruption from city-centre works and projects.
- **Enablement:** Ensuring the city centre has an enabling regulatory framework through the resource management reforms.

As further understanding of these matters comes together, a consolidated programme of revised short-, medium- and long-term actions will be brought back to Council for consideration.



2. Priority One CBD Blueprint

Priority One, the Western Bay of Plenty region's economic development organisation, is a key partner in the delivery of economic and broader revitalisation outcomes for the city centre. In 2022, Priority One released the CBD Blueprint – a living document that showcases the major developments committed for the city centre till 2030.

The Blueprint identified 20 catalyst developments, with approximately $1.5 billion in investment. These developments, along with the actions outlined the CCAIP, were aimed at creating an agreed plan that instilled investor and community confidence in the future of the city centre and laid the foundation for further opportunities. The Blueprint highlights the significant investor confidence in Tauranga's growth trajectory.

Over the past five years, approximately $920m of private investment has occurred over 11 major developments. This includes approximately 56,000m^2 of commercial and office gross floor area, 148 residential apartments, and 91 student apartments. Another $200m of central government and regional council investment has occurred, or is underway, with the development of the new courthouse and bus bay at Spring Street.

Beyond the Blueprint, the University of Waikato is committed to expanding its contribution to Tauranga through the next phase of investment and development. Emerging priorities include marine research and education, health and medical education, and the continued expansion, activation and integration of the Knowledge Precinct. Together, these initiatives have the potential to further strengthen Tauranga's education, research and innovation capability while supporting population growth, workforce development and city-centre vitality, further establishing the University as an enduring contributor to Tauranga's future.

Notable projects where public private partnership has occurred as part of the overall delivery and successful outcomes include:

Development	Description
38 Elizabeth Apartments	Public benefits through investment in the adjacent linear park, improved pedestrian connections, landscaping and greenery, play opportunities, and the creation of a revitalised laneway that adds activity and character to the surrounding public realm.
90 Devonport Road (TCC)	Public benefits of development through its award-winning and 6 Green Star sustainability rating, low-carbon mass-timber construction, water and energy efficiency, active-transport facilities and integration of mātauranga Māori and mana whenua design, while bringing around 700–1,000 workers back into the city centre and supporting its ongoing revitalisation.
134-142 Durham Street	Contributing to the wider public realm through the creation of a new interim east–west laneway connection, improving pedestrian access between Durham and Grey Streets, the University of Waikato, public transport and the city centre.
2 Devonport Road (Craigs)	Contributing to city centre revitalisation and private-sector investment, with active ground-floor retail and hospitality.
Northern Quarter	Wider public benefits through a new landscaped courtyard open to the public, tie in with adjoining streetscape upgrades, mixed-use activation and a 6 Green Star sustainable building, creating a new destination and contributing to the revitalisation of the northern city centre.
Tauranga Courthouse	Cultural story telling / partnership with mana whenua during design.

2.1. Current residential development trends

Residential development is supported by significant development capacity enabled through the City Plan. Three notable mixed-use developments completed since 2022 include the Vantage Apartments, Camden Apartments and 38 Elizabeth Street Apartments delivering approximately 31,600m^2 residential floor area (235 dwellings). In addition, student accommodation has been delivered at 38 Selwyn Street and further student accommodation is currently in planning for 219 Cameron Road (refer **Appendix 2**).

However, the current development cycle is constraining the pace and scale of uptake, with market conditions favouring smaller-scale, lower-rise and mixed-use development over larger apartment projects. The most recent residential developments of a medium to higher density were consented in 2021, and not all apartments constructed have sold to date.

The city centre is well positioned to capture significantly more residential intensification as market conditions improve, with the opportunity to build on current momentum around commercial and public investment and progressively increase the scale and density of development over the longer term.

3. City Centre Action and Investment Plan

The CCAIP was developed in 2022, building on the Te Papa Spatial Plan 2020 – 2050 and refreshing the various city centre plans and strategies that were in place at the time.

The CCAIP framework is comprised of the following elements:

- Vision
- City centre Pou
- City centre strategic outcomes (six goals)
- City centre precincts
- Movement framework
- Actions and programmes of work.

The CCAIP identified 57 actions to be delivered by Council and its partners over a ten-year period to achieve the vision of "Te Rapunga Ora ki Te Papa – a great place to live, work, learn and play".

The actions are aligned with strategic outcomes for the city centre, focusing on people, movement and accessibility, land use, connections with the water, identity and culture, and the natural environment. Collectively, these outcomes are intended to support a growing resident and student population, while attracting more residents and visitors to spend time in the city centre.

The actions are organised across eight precincts, each intended to establish a unique identity. These include cultural and historical, justice, waterfront, sports and events, civic, retail and commercial, knowledge, and mixed-use precincts.

The CCAIP is underpinned by four pou, or guiding pillars, developed by mana whenua. These pou provide the values-based framework that guides the delivery of all actions within the plan.

An assessment of progress has been undertaken against each of the CCAIP's six strategic outcomes. This identifies areas where delivery has been strong, as well as areas where



further focus may be required. The assessment also considers how completed and ongoing actions are contributing to the delivery and transformation of the city centre's eight precincts and four pou.

This provides a broader understanding of the contribution of CCAIP implementation to the long-term transformation of the city centre, recognising that progress is not measured solely by the completion of individual actions, but also by the outcomes and change those actions are helping to achieve.

3.1. City Centre Vision

The purpose of the CCAIP is to provide a framework for achieving the City Centre's vision: **Te Rapunga Ora ki Te Papa – A great place to live, work, learn and play.**

Te Rapunga Ora ki Te Papa reflects the ongoing growth and evolution of Te Papa, the area where the city centre is located today, through the processes of rapunga (seeking), te whāinga (pursuit), te kukune (extension), te pupuke (expansion) and te hihiri (energy). Together, these concepts contribute to a city centre that is the heart of our sub-region and its people.

3.2. City Centre Pou

The four pou, or guiding pillars, defined by our mana whenua partners, are the values we use to guide development in the city centre:

- **Te Papa Houkura:** A wellspring of well-being
- **Te Papa Manawa Whenua:** A place of prosperity
- **Te Papa Kainga o Te Iwi:** The home of the people
- **Te Papa o Ngā Waka:** The landing place for many

The pou provide a way of expressing the cultural, environmental, social and connectivity values that guide the evolution of the city centre and have informed both Council-led projects and design guidance for future public and private development. Their application is evident in projects where cultural narratives, connections to whenua and moana, landscape and ecological outcomes, public spaces, movement and opportunities for people to gather and connect have been incorporated into design and delivery.

Notable Council-led projects expressing the four pou include:

- **Te Manawataki o Te Papa** – The four pou have provided a foundation for the design and delivery of the civic precinct, with mana whenua involved in the co-design. This is reflected in the cultural narratives and identity of the buildings and spaces, connections to the waterfront, landscape and planting, public gathering spaces, public art, pedestrian connections and wayfinding.
- **Tauranga Moana Waterfront Plan** – The four pou have directly informed the waterfront vision and design, with their influence evident through the relationship between land and water, ecological restoration and marine habitat, public spaces and gathering areas, cultural interpretation, pedestrian connections, wayfinding and the celebration of Tauranga Moana's history and identity.



- **City Centre Public Realm Design Guide** – The four pou have been incorporated into the design guidance for the city's streets and public spaces, strengthening the role of mana whenua values in shaping future public-realm projects.
- **Mareanui – 90 Devonport Road** – The development provides an example of mana whenua cultural identity being incorporated into a major city-centre development.

3.3. City Centre Strategic Outcomes and Goals

The strategic outcomes and goals are the building blocks for realising the CCAIP vision as the city centre grows and evolves over the short, medium and long term. Each outcome links directly to the four pou and is supported by key directions and city centre-wide actions that contribute to its achievement.

Since the adoption of the CCAIP, good progress has been made in delivering its actions. More than half of the actions identified for delivery between 2022 and 2032 have either been completed or are currently being implemented.

Each section below provides an assessment of key achievements, evidence of progress and areas for further focus to support achievement of the strategic outcomes and the longer-term vision for the city centre.

It is noted some of the CCAIP actions are led by or delivered in partnership with external partners. Council maintains ongoing engagement with these partners to support and enable delivery wherever possible.

3.3.1. Goal 1: A city centre for people, a great place to live, work, learn and play, that prioritises people at its heart

Meaningful progress has been made towards this goal, with nearly three quarters of actions being completed or implemented. The foundations for a more people-focused city centre are being strengthened through investment in public spaces, tertiary education, community amenities and partnerships that support a more vibrant city centre. In addition, many of the outcomes associated with other goals assist to achieve this goal.

However, further work and time is required to increase the residential population, improve perceptions of safety, and strengthen the range of amenities and activities that support city centre living. The next phase will need to build on the improvements already made while addressing the factors that influence whether people choose to live, work, study, visit and spend time in the city centre.

Key achievements

- Council and the University of Waikato have established a strong strategic partnership, including a commitment to further develop Tauranga as an integrated university city and strengthen the contribution of education, research, innovation and industry connections to the city centre.
- Support for, and development of, new student accommodation.
- A range of public space improvements, including Tunks Reserve, Elizabeth Street Linear Park, Masonic Park, ‘sanctuary space’ upgrades to Red Square and Grey Street, Aspen Reserve and Wharepai Domain.
- Implementation of a programme of activities and amenities focused on engaging city users, including the Playful Streets Strategy, City Centre Events and Activations programmes, and a lighting strategy to support amenity and safety.

- Development of a business case for a new community stadium.
- Ongoing development of the new Ministry of Justice courthouse and campus.
- Ongoing and regular engagement with city centre businesses to identify and respond to issues affecting businesses, customers and the experience of the city centre.

Evidence of progress

- The University of Waikato has continued to invest in the Knowledge Precinct through the development of teaching, research, innovation and student facilities, with further opportunity for growth and expansion.
- In 2026, the University of Waikato's Tauranga campus reached approximately 1,500 students, representing 19% growth since 2022[1].
- Tauranga City Council and the University of Waikato have reinforced their long-standing partnership through a new Strategic Partnership Agreement, with a shared intention to develop Tauranga as an integrated university city and further strengthen the contribution of education, research and industry connections to the city centre. This includes $2.4m Council investment linked to to support the student accommodation and associated benefits for the city centre.
- Reports on crime victimisation to Police and incidents reported by TTOC have been reducing, including those of a serious, significant or headline severity.
- Strengthening of relationships and enablement of businesses to influence improvements to the city centre through ongoing face-to-face engagement with more than 300 city centre businesses.
- Completion of significant private sector development, including 38 Elizabeth Street Apartments, 2 Devonport Road (Craigs) and the Northern Quarter.

Notwithstanding this progress, the pace of change is influenced by wider economic conditions, private development feasibility and the time required for investment and amenity improvements to translate into sustained growth in population, employment and activity. The following indicators highlight areas where further progress is needed:

- The 2026 Annual Residents' Survey found that only 20% of respondents considered the city centre to be the cultural and commercial heart of Tauranga.
- Growth in the city centre residential population remains limited, with only 19 additional dwellings consented over the past four years and population increasing by only 2% between the 2018 and 2023 Censuses. Recently developed apartments have also taken time to be occupied.
- Employment numbers are static.
- Retail vacancy remains high and has increased from approximately 15% in April 2024 to 21% in March 2026.
- The 2026 Annual Residents' Survey found that while 76% or respondents feel safe during the day in the city centre, this drops to 37% during nighttime hours.
- Reported incidents that relate to homeless persons has increased, though incidents have been reducing in 2025/26 from a high in 2024.

[1] Source: University of Waikato. Note the difference in measures in Appendix 1 is due to definitions of number of students vs full-time equivalent students (FTEs), where not all students are studying full-time

Areas for further focus

Ongoing revitalisation of the city centre will need to focus on increasing the number and diversity of people living, working and visiting the city centre. Key areas of focus include:

- Implementing a programme to attract, coordinate and incentivise new residential development, recognising that the current residential development market is constrained by development feasibility and buyer demand.
- Continuing to investigate initiatives to support everyday city centre living, including supporting private investment (e.g. a grocery store).
- Continuing to improve perceptions of safety and the quality, comfort and amenity of public spaces.
- Supporting a more diverse and vibrant mix of businesses, activities and services to strengthen commercial vitality and provide a greater range of reasons for people to visit and spend time in the city centre.
- Continuing to strengthen the integration of the Knowledge Precinct with the wider city centre, to support Tauranga's role as a destination for education, research and innovation.

3.3.2. Goal 2: An accessible city centre, that supports walking, cycling, micro-mobility and public transport for all ages and abilities.

Meaningful progress has been made towards this goal, with over a quarter of the actions completed or in implementation. Improvements to pedestrian connections, streetscapes, cycling facilities, public transport and coastal access are progressively making it easier and safer for people to move around the city centre.

However, the transition to a city centre that consistently prioritises walking, cycling, micro-mobility and public transport to improve safety, amenity and connections with key destinations remains ongoing. Central government changes to transport funding have impacted decision making for Council funding, and consideration will need to be given to how innovative improvements can be made within existing constraints.

Key achievements

- Completion of the Durham Street bus interchange and continued improvements to public transport services and infrastructure, with further improvements planned.
- Establishment of an interim pedestrian through-site link between Grey and Durham Streets, improving connectivity between the Knowledge and Retail precincts.
- Progressing the City Centre Movement and Access Framework by trialling the one-way traffic system gathering feedback and data including community engagement through the *Pave the Way* campaign and adoption of the permanent one-way traffic system.
- Delivery of tactical streetscape upgrades to declutter public spaces (e.g. Grey Street), improve accessibility and lighting, and enhance perceptions of safety while supporting a more active evening economy.
- Enhancing coastal access through the upgrade to Tunks Reserve (including the cycle runnel), and connections to through the railway underpass to the Waterfront Boardwalk.
- Trialling end-of-journey cycling facilities, including the Grey Street Bike Stop and outdoor bike boxes.



- Delivering short-term parking enhancements, including new provision of interim car parking over strategic landholdings, to support access to the retail precinct during periods of construction.
- Transitioning to a demand-based approach to parking management, recognising the long-term shift towards greater use of walking, cycling and public transport.
- Delivery of Dive Crescent carparking.
- Ongoing implementation of the Te Manawataki Masonic Park waterfront link and railway crossing, including a new railway crossing connecting with the waterfront.
- Supporting tactical urbanism interventions to advance accessibility, connectivity and people-focused outcomes.

Evidence of progress

- The percentage of pedestrian space, which includes footpaths, play and green space has increased to 22% of the city centre.
- Increase in use of multi-modal movements, especially cycling and scootering.
- Bus patronage is increasing.

Areas for further focus

Achieving the long-term vision will require continued implementation of the city centre movement network and a progressive shift towards more people-focused streets and public spaces. Priority areas for further focus include continuing to:

- Improve public transport infrastructure, services and customer experience, including consideration of a park and ride service.
- Enhance universal access, safety and amenity.
- Manage vehicle access and parking to reduce through-traffic within the city centre, while maintaining appropriate access for those who need it.
- Progress the Green Necklace to strengthen walking and cycling connectivity throughout the city centre.
- Improve access and connections to key destinations, e.g. Wharepai Domain.
- Further investigate a programme of short-, medium- and long-term streetscape and laneway improvements, supported by consistent public realm and streetscape design guidelines.

3.3.3. Goal 3: A waterfront city centre, where high-quality, vibrant spaces connect people with the moana.

Good progress has been made on this goal with over half of the actions complete or being implemented. The waterfront is becoming a destination, with the relocation of the carparking, development of the destination playground, and the reopening of The Cargo Shed.

Further work is required to complete the coastal path connections between the Harbour Bridge and Tunks Reserve and the destination playground, construct a new wharewaka and develop central plaza and the Southern Waterfront Reserve to improve the attractiveness and safety of the area.

Key achievements

- Replacing the northern Strand waterfront car parking with an extended waterfront park and events space, as well as new basketball facilities.
- Replacing the northern concrete seawall and promenade with the 'living sea wall' including eco-pods.
- A new all-abilities destination play space including a 3x3 basketball court with increased amenity including public toilets and changing facilities.
- Reopening The Cargo Shed for a range of community and commercial activities.
- Implementing new lighting for the waterfront.
- Delivering Te Hononga ki Te Awanui/Memorial Pathway Stage 1 (Waterfront to Tunks Reserve).
- Upgrade of Beacon Wharf.
- Upgraded manu platform facilities to enhance safety and accessibility.
- Increasing the number of events held on the waterfront.

Evidence of progress

- The percentage of waterfront land as park land has increased from 28% to 41% of the land area.
- The number of events on the public waterfront venues has increased nearly 200% since 2022, and estimated attendance is up more than 100%.
- 18% of survey respondents to the 2026 Annual Residents' Survey reported visiting The Cargo Shed.
- The number of events held since the reopening of The Cargo Shed has increased year-on-year.

Notwithstanding this progress:

- The area around the waterfront's edgewater sails (opposite Red Square) is a hotspot of reported incidents related to homeless persons.
- The estimated attendance at events is reducing from its high in 2023/24.

Areas for further focus

Achieving the long-term vision of a destination waterfront that is uniquely Tauranga is well underway. A continued focus on improving access to the area and moana, strengthening the identify and culture, and making the area safer is recommended, including:

- Completion of the wharewaka, central plaza and Park South developments.
- Improving pedestrian rail crossings to the waterfront.
- Updating and remediating wharves for commercial and recreational use.
- Improving the attractiveness of the coastal path connection between the Harbour Bridge and Taumata Kahawai Precinct.

3.3.4. Goal 4: A city centre with identity and culture, that represents our culture and heritage and enhances our sense of place.

This goal has a focus on creating a sense of place and belonging, supporting diversity and building pride in the community.

Progress continues with this goal, with a variety of cultural and placemaking initiatives delivered through the CCAIP and other Council programmes and projects. Nearly half of the actions are business as usual activities, where the four pou, cultural elements, Māori place naming, preserving viewshafts and developing precinct character are implemented through other actions or as part of private development. Cultural expression is also increasingly embedded in public spaces, buildings and infrastructure through public art, murals, cultural features, feature lighting and partnerships with mana whenua and the arts community.

Further work is required to progress the wharewaka and its connection to the waterfront, investigate the potential for a cultural centre as part of the cultural precinct, and support safe access to sites of cultural and heritage significance.

Key achievements

- Implementation of the conservation plan for Monmouth Reserve, including repairs to the failing banks and improved access through the new boardwalk, helping to preserve and enable access to the site's historic significance.
- Naming of Mareanui Lane as part of the Elizabeth Street development and naming of the 90D administration building.
- Progress on Te Manawataki o Te Papa, including the incorporation of cultural art and design into the library and museum buildings and the development of the Civic Whare and Atea.
- Delivery of cultural art and features throughout the city centre and waterfront, including cultural elements incorporated into the waterfront path, Tunks Reserve statues, the Rauhea statue and the waharoa.
- Progress towards construction of the wharewaka.
- Feature lighting at various city centre sites to support charities, significant days and events.
- The Te Kāhui Toi partnership, supporting greater cultural expression and collaboration in the city centre.
- Co-design and accessibility initiatives, including work with a special school to improve the accessibility of the playground.
- Increased cultural and community events in the city centre, including kapa haka and other Matariki events, supporting greater activation and celebration of Māori culture.

Evidence of progress

Limited information is available for this goal, relying primarily on information from the 2026 Annual Residents Survey. While 47% of respondents considered the city centre to be the cultural and commercial heart of the Western Bay of Plenty, this drops to 20% when considering it to be the cultural and commercial heart of Tauranga.

Establishing a strong and widely recognised cultural identity takes time and requires ongoing collaboration with mana whenua, the arts community and other partners. While cultural features, public art, events and improvements to public spaces are strengthening the city centre’s sense of place, further work is needed to complete key initiatives and build wider



community recognition of the city centre as a place that represents Tauranga's culture, heritage and identity.

Areas for further focus

Achieving the long-term vision requires sustained work towards celebrating and promoting the city's distinctive elements, elevating the stories of our past and reinforcing the city's unique qualities. This includes progressing actions on:

- Finalising the development of the wharewaka and connection to the boat ramp, including occupying and activating this new facility.
- Investigating the potential for a cultural centre in the Robbins Park area.
- Enabling safe access to The Elms.
- Continuing to strengthen cultural expression and storytelling through public art, cultural features, events, partnerships and the design of public spaces and buildings.
- Continuing to identify funding partners to enable delivery of the longer-term cultural and placemaking outcomes identified through the CCAIP.
- Leverage the Tauranga Place Brand to strengthen the city centre's identity, working with Tourism Bay of Plenty, Priority One, mana whenua and other stakeholders to reflect the brand in city centre marketing, wayfinding, public spaces and visitor experiences.

3.3.5. Goal 5: An engaging city centre, that is vibrant and inclusive, with exciting things to do for people of all ages, stages and abilities.

Excellent progress has been made on this goal. The successful implementation of initiatives that have become business as usual is also an important outcome, with established programmes and processes continuing to support the vibrancy and quality of the city centre.

To finalise the actions requires the completion and opening of the Te Manawataki o Te Papa civic precinct (as a premier event space) and ongoing delivery of the Events Action and Investment Plan (AIP) programme.

Key achievements

- Implementation of a temporary activation programme, utilising public spaces, streets and vacant development sites, tied in with the Events AIP programming. Examples include Manu Champs, the International Buskers Festival, the Kiwi Art Trail, winter lighting festivals and trails, and the street art festival.
- A series of smaller placemaking and city-dressing initiatives to improve the experience of moving through and spending time in the city centre. These include playful routes, including the award-winning Bubbles Play Pod, connecting car parking buildings with key destinations, and the addition of flags to create visible vibrancy.
- Development of Te Manawataki o Te Papa, which will provide opportunities for events and activities once completed.
- Supporting major local events to make the city centre their hub, including the annual Garden and Art Festival and the now annual Tauranga Arts Festival.

Evidence of progress

- The number of events held in city centre public spaces (excluding Baycourt) has risen by 180% since 2022.
- Tauranga Art Gallery, Baycourt and The Cargo Shed all have positive net scores from the 2026 Residents Survey, with the percentage of respondents rating the facilities as 7 or greater ranging from 48% (The Cargo Shed) to 74% (Baycourt).
- Respondents to the 2026 Residents Survey reported an increase in the percentage of people visiting Baycourt and the central library.
- Tauranga Art Gallery visitation was lower in the 2026 survey than in 2023 and 2024; however, the gallery was closed for renovations between October 2023 and November 2025. Following its reopening, the gallery has subsequently reported a significant surge in visitor numbers, indicating renewed interest in this city centre destination.
- The number of ticketed events at Baycourt remains steady, with an increase of over 70% since the 2021/22 financial year, noting that the lower number in 2022 will reflect the reopening from the COVID-19 pandemic. The number of attendees at Baycourt has increased by 166% since 2021/22 and 16% since 2022/23 (the first non-COVID-impacted year).

Notwithstanding this progress, sustaining city-centre vibrancy requires ongoing programming, and a continued mix of activities that attract people throughout the year. Event attendance and spending indicators fluctuate and are best measured across longer timeframes as city centre outcomes mature. The following indicators highlight areas where further progress should be monitored over time:

- The number of recorded spending transactions made in the city centre is holding steady but is down slightly from over 3 million in 2023. The total value of spend has also reduced by nearly 3% since 2022.
- The estimated attendance at events in public spaces has reduced from its high in 2024.

Areas for further focus

Further focus should be on sustaining the progress achieved and identifying opportunities to build on the CCAIP's outcomes as the city centre continues to develop. This includes:

- Continuing to deliver and evolve the Events AIP programme to maintain a diverse programme of events and activations that attracts people of all ages, stages and abilities to the city centre.
- Working with the University of Waikato to increase student participation in city-centre events and activities, strengthening connections between students, the city centre and the wider community.
- Realising the opportunities associated with the opening of Te Manawataki o Te Papa, including establishing an ongoing programme of events and activities that activates the civic precinct and connects it with surrounding public spaces, businesses and destinations.
- Considering opportunities to increase visitor accommodation in the city centre, including in association with the proposed hotel development in the Northern Quarter, to support overnight stays, event attendance and retail and hospitality spending.
- Maintaining a focus on the quality of the public realm, urban design and smaller scale placemaking initiatives, recognising that successful initiatives can become business as usual while continuing to contribute to an engaging and vibrant city centre.



- Clarifying the ongoing role and priority of a high-quality sporting and event venue, including the previously identified community stadium proposal.
- Work with Tourism Bay of Plenty, Bay Venues, Mainstreet organisations and local businesses to attract business events and conferences, and coordinate events, activations and promotional activity that leverage city centre facilities, attract visitors and support local economic activity.

3.3.6. Goal 6: A city centre in nature, that embraces its natural environment, integrating with waterways and open space.

Progress continues with this goal, albeit there are just four actions. One action has been completed, and one is business as usual. A range of wider city centre projects are also contributing to this goal through increased planting, improved green spaces, ecological enhancements to the waterfront and the integration of natural features into public realm upgrades.

Further work is required to reveal and enhance the city's natural features and continue the integration of stormwater management, tree planting and biodiversity enhancements during public realm upgrades.

Key achievements

- Development of a Nature and Biodiversity Action and Investment Plan to support a greener and more biodiverse city.
- Installation of 100 sea pods as part of the living seawall along the waterfront, supported by the Port of Tauranga. These pods create artificial rock pools and habitat for marine plants and animals, helping to increase biodiversity along the modified harbour edge.
- Renewal of the waterfront seawall and development of the Northern Waterfront Reserve, incorporating a green public space, landscaping and ecological enhancements that improve the connection between the city centre and Te Awanui Tauranga Harbour.
- Protection of the unique blue sneezing sea sponge, Te Awanui, through its careful relocation during the Beacon Wharf redevelopment, in collaboration with Tonkin + Taylor, Bay Underwater Services and the University of Waikato.
- Improvements to the city centre's green spaces and connections, including the Elizabeth Street linear park, which contributes to the wider Green Necklace of connected, high-amenity pedestrian routes and public spaces.
- Progress on greening and protecting established trees through public realm upgrades, including improvements to the surrounds of the mature pūriri trees at Wharepai Domain and Cameron Road, and the replacement of unsafe and ageing cypress trees with new planting as part of the Wharepai Domain works.
- Integration of planting, landscaping and green features into city centre public spaces and developments, supporting a transition from hard, paved environments towards greener, more attractive and resilient places. This includes the transformation of areas of the waterfront, planter boxes and living green wall features.

Evidence of progress

Limited information is available for this goal. Canopy cover has been assessed as covering 12% of the area, with the greatest proportions in low and medium sized canopies. There is no pre-existing canopy cover assessment to compare against; however, an update is scheduled for 2027.



The installation of the 100 sea pods provides a practical example of incorporating biodiversity into urban infrastructure. Monitoring has identified a range of marine organisms establishing in the pods, including algae, sea slugs, flatworms and shrimp. Researchers have also observed possible signs of the unique Te Awanui sponge colonising the sea pods.

The delivery of waterfront improvements, green spaces and tree protection initiatives provides further evidence of progress towards integrating nature into the city centre.

Areas for further focus

Achieving the long-term vision requires continued work. Further focus should consider:

- Continuing to enhance the city centre's tree canopy, including protecting established trees, replacing ageing or damaged trees and increasing planting where opportunities arise.
- Continuing to integrate stormwater management, rain gardens, planting and other green infrastructure into public realm upgrades and new developments.
- Progressing opportunities to reveal natural springs, improve clifftop viewpoints and create new connections between the city centre, its waterways and open spaces.
- Continuing to develop and connect the city centre's green spaces, including the Green Necklace, to create a more continuous network of accessible, attractive and biodiverse public spaces.
- Monitoring the effectiveness of biodiversity initiatives, including the living seawall and sea pods, and using the findings to inform future design and investment.

3.4. City Centre Precincts

Eight distinct precincts establish a sense of identity based on existing and proposed land uses, significant developments and the character of the public areas.

The precincts have been established to enhance a sense of identity based on existing and proposed land uses, planned significant developments, and the character of the public areas. Each precinct is supported by place-specific actions that will assist in achieving the vision and strategic outcomes for the city centre.

The following table outlines the eight precincts and details key aspects of their progress.

Precinct	Progress towards envisaged outcomes
Cultural and Historical Precinct: A place for people to visit and explore important historical and cultural places and facilities.	The restoration of Monmouth Reserve has been completed, with work still to be done on a cultural centre and safe access to The Elms. Other matters being considered include improvements to Urupa entrance, wayfinding and interpretation signage, and improved pedestrian access from the Strand North to Cliff Road.
Justice Precinct: Full range of services associated with policing, the administration of justice, and supportive social and restorative justice services.	The new courthouse is under development by the Ministry of Justice and Aspen Reserve has been upgraded.
Waterfront and Taumata Kahawai Precinct: The connecting point between the	Relocation of the carpark to Dive Crescent, development of the destination playground, boardwalk and underpass, and redevelopment of The Cargo Shed. Ongoing work is required to

Precinct	Progress towards envisaged outcomes
city centre's whenua and moana.	remediate wharves, implement improved rail crossings, relocate the wharewaka and finalise the direction for the central plaza and Park South.
Sports and Events Precinct: A place for the people of Tauranga to gather for sports and events, and to exercise and enjoy public open space.	Development of a business case for a new community stadium and improvements underway at Wharepai Domain. Ongoing work to improve pedestrian access and safety from Tauranga and Wharepai Domains and the city and delivery of a new community stadium.
Te Manawataki o Te Papa - Civic Precinct: The cultural and community heart of the city centre.	Ongoing development of Te Manawataki o Te Papa including completion of the Library and Masonic Park. Upgrading of Willow Street as a pedestrian only street to be delivered alongside the completion of Te Manawataki o Te Papa.
Retail and Commercial Precinct: The core of the city centre's retail and office offerings. Above street level sit offices, apartments and hotels.	Completion of Tunks Reserve and access to The Strand and the purchase of 160-176 Devonport Road.
Knowledge Precinct: A 'campus within the city', supporting education, research, innovation and student life.	Significant growth and ongoing investment within the Knowledge Precinct, including the expansion and activation of the precinct by the University. Purchase of a mid-way connection between Grey and Durham Streets.
Mixed-Use Precincts: An eclectic mix of activities including retail, cafes, restaurants, offices, service businesses and residential units.	Tunks Reserve and its connection to The Strand has been completed. A key outstanding action is to attract a grocery store to the city centre.

3.4.1. Movement framework

As discussed under Goal 2, significant progress has been made towards improving movement outcomes in the city centre. Work to progress the city centre movement framework has also included the movement pilot and associated community engagement, informing a revised approach to movement and access within the city centre. This work has helped test options and clarify future direction, with some elements of the original framework evolving in response to the findings and wider strategic direction. The updated framework is yet to be formally approved – when done, this will provide an opportunity to confirm the revised direction in relation to any CCAIP updates.

4. City Centre Engagement as part of AIP delivery

Council's focus on city centre engagement is supporting CCAIP outcomes by maintaining a strong, visible and relationship-based connection with businesses, community organisations, mana whenua and the wider community. Regular face-to-face engagement with more than 300 city centre businesses, supported by newsletters, events, presentations and walking tours, provides an ongoing channel for sharing information, understanding issues and building trust. Through these conversations, the team gains insight into the matters most important to stakeholders, including parking and accessibility, perceptions of safety, construction impacts, project progress, business vitality and council investment decisions. Presentations and walking tours have also allowed us to build 'champions' for the changes we're seeing, focused on face-to-face interactions with our community, and help communicate accurate messaging.

A key strength of the approach is the ability to listen, respond and adapt. Engagement has directly influenced Council decisions and practical outcomes, as shown in the table below. Walking tours, drop-in sessions and direct conversations also give people the chance to experience projects as they are delivered, ask questions, and provide feedback for project teams to consider.

While concerns about disruption and change remain common, engagement has also highlighted growing optimism from many city centre stakeholders, including long-standing and new businesses that recognise encouraging signs of progress and investment. This people-centred and collaborative approach is helping build trust, confidence and connection during a period of significant transformation. It is also supporting inclusive and culturally connected outcomes through work with mana whenua, schools, accessibility groups and diverse community organisations. Collectively, this work contributes to a city centre that is more vibrant, welcoming, accessible, safe and connected, while ensuring the community has an active role in shaping its future.

A key challenge moving forward will be maintaining the intensity of engagement that has characterised the city centre programme. The approach has relied heavily on dedicated relationship-building, regular face-to-face business visits and proactive stakeholder management. Changes to organisational structures and resourcing mean this level of service may be more difficult to sustain, highlighting both the value of the approach and the importance of embedding these engagement principles across the wider organisation.

An opportunity moving forward is to strengthen strategic partnerships with Tourism Bay of Plenty, Priority One, Mainstreet organisations, and local businesses to support a more coordinated approach to city centre destination marketing, business events and visitor experience development. This collaboration can seek to align resources, enhance efficiencies, and benefits of ongoing city centre revitalisation together.

4.1 Engagement Outcomes

The table below highlights key issues raised by the community and businesses in the city centre and demonstrates how the Council directly responded to their feedback with practical solutions.

What	Issue raised	Engagement Outcome
License to Occupy (LTO) scheme halted	Businesses expressed concerns about cost, fairness and timing during a disruptive period.	Council proactively visited affected businesses, gathered feedback, and the proposed LTO rollout was halted as a direct result of the engagement.



What	Issue raised	Engagement Outcome
Wharf Street rubbish bin problem solved	Businesses complained about the sight, smell and pedestrian disruption caused by commercial rubbish bins in the Wharf Street hospitality precinct.	Businesses helped co-design a solution. Rubbish bins were relocated. Refuse companies were granted timed access to the area. Disruption to businesses and customers was reduced.
Outdoor dining impacted by nearby rubbish bin	Feedback from a Devonport Road restaurant about a rubbish bin near its outdoor dining area.	The bin was relocated.
Loading bay created for Willow Street businesses	A courier business and antique store lacked suitable loading and unloading space.	Feedback was passed to the transport team, resulting in a new loading bay being installed.
Firearms transport risk reduced	A sporting goods store identified loading and unloading issues.	A loading solution was implemented, reducing the need for firearms to be transported on foot.
Red Square deep clean and safety improvements	Concerns identified regarding cleanliness and through traffic.	Deep clean and tidy-up undertaken. Safety improved through installation of bollards.
Resident parking issue fixed	A resident was being incorrectly ticketed.	The issue was resolved following engagement.
Construction disruption reduced	Concerns arising during city centre construction activity.	Construction hours were adjusted to lessen business disruption.
Lighting repairs completed	Lighting problems identified through engagement.	Lighting was repaired.
Digital kiosk information updated	Information needs identified through engagement.	Digital kiosk information was updated.
Additional shade sails at playground	Community feedback via multiple channels that the playground needed more shade.	Additional shade sails were approved for installation.
Real-time parking signboards installed	Repeated feedback about parking availability.	Digital signboards showing live parking vacancy numbers were installed at key city centre entry points.
Movement Pilot changes	Ongoing feedback from businesses during the one-way traffic trial.	Multiple changes made during the pilot. One road was changed back to two-way traffic after concerns about accessibility and safety.
Parking building improvements	Businesses said parking buildings needed to feel more welcoming and user-friendly.	Barrier arms removed. Licence plate recognition introduced. Spring Street building repainted. Lighting upgraded.
End of free on-street parking trial	Retailers reported all-day parking by workers was reducing customer access.	Free parking trial ended and pricing was restructured to encourage all-day parking off-street. On-street parking turnover improved.



4.2 Common issues emerging from engagement

Parking and accessibility: Parking remains the most frequently raised issue, with concerns centred on parking availability, access, convenience, business impacts and the need for clearer information about parking options.

Homelessness, safety and security: Stakeholders regularly raise concerns about homelessness, perceptions of anti-social behaviour, personal safety, and the overall attractiveness of the city centre, with these issues often influencing willingness to visit and spend time there.

Construction disruption and project impacts: While most businesses recognise the need for redevelopment, they frequently express concerns about access disruptions, traffic changes, reduced visibility, impacts on customer numbers, and whether sufficient consideration is being given to business needs during project delivery.

Council spending and value for money: Questions are commonly raised about the cost of city centre projects, whether investment is delivering tangible benefits, and whether spending priorities are appropriately balanced with essential services and broader community needs.

Project momentum and visible progress: Stakeholders have expressed frustration about perceived inactivity on key projects and want reassurance that major investments are progressing and delivering visible outcomes.

Vacancies and city centre vitality: Concerns about empty storefronts, business turnover and perceptions of city centre decline remain common, although these views are increasingly balanced by businesses that are optimistic about the city's future direction.

4.3 Positive feedback

Positive feedback is less frequent than issues-based feedback, but common themes include optimism about the city centre's future, support for ongoing investment and revitalisation, appreciation of new public spaces and amenities, growing trust in council's engagement approach, and recognition from both long-standing and new businesses that encouraging signs are beginning to emerge.

An example of positive feedback received includes:

> *“It's great to see the effort and investment TCC is making towards bringing life into Tauranga and revitalising the heart of the city... I think it will reinvigorate the city and bring people in. I have already been enjoying the waterfront walkway. I also love the small quirky things done to bring fun into the city such as the hi-fives, the kids' playground, and the mini tropical gardens included in the streetscape, it makes is a cool place to be.”*

More recently, anecdotal feedback from key partners has indicated that positive feedback is increasing, particularly as we see delivery of key projects being delivered, bringing people and vibrancy to the City Centre.



5. Conclusion

In conclusion, this stocktake shows that good progress has been made since the CCAIP was adopted and the CBD Blueprint was released in 2022. Approximately $1.5 billion of public and private investment, more than half of the CCAIP's 57 actions completed or underway, and significant growth in public space, events and the University's city centre presence have laid strong foundations for a revitalised city centre.

As the CCAIP approaches the midpoint of its ten-year programme, the focus now needs to shift from delivering major projects to making the most of the investment to date and attracting more people to live, work, study, visit and spend time in the city centre.

The recommended focus areas provide a basis for this next phase. They will be considered further through the Long-Term Plan 2027–37, the Bloomberg Harvard City Leadership Initiative and related work programmes, and a revised programme of actions will be brought back to Council.



Appendix 1: Measuring Progress

The following measures were identified in the CCAIP for consideration s as part of an overall monitoring framework. These measures have been used to assist in this stocktake.

Goal	KPI	Trend	Commentary	Data source
A city centre for people, a great place to live, work, learn and play, that prioritises people at its heart	Comparative surveys of Tauranga resident perceptions of the city centre over time		20% of respondents rating the city centre as the cultural and commercial heart of Tauranga as 7 or greater, down from 25% in 2025 47% of respondents rating the city centre as the cultural and commercial heart of the Western Bay as 7 or greater, down from 49% in 2025.	2026 Residents Survey
	Resident numbers		Usually resident population increased 2% between the 2018 and 2023 Census, to 1,203 residents. This is lower than the general increase in population of around 7%.	StatsNZ: 2023 Census
	Student numbers		In 2026, the University of Waikato's Tauranga campus reached approximately 1,500 students, representing 19% growth since 2022.	Waikato University[2]
	Students living in the city		Around 100 students reside in university accommodation located in the city, with plans currently underway to deliver city accommodation for an additional 228 students by 2029	Waikato University[3]
	Employment numbers		Employment numbers have increased marginally from 18,538 in 2022 to 18,902 in 2025, an increase of 1.5% The peak of employment was in 2024 at 19,260.	Infometrics[4]

[2] waikato.ac.nz/assets/Uploads/About-us/Governance-and-reporting/Annual-reports/2025-Annual-report-University-of-Waikato.pdf and Waikato student cohort continues to grow: University of Waikato.
[3] Calculated from number of beds and percentage occupancy rate identified at page 47 of 2025-Annual-report-University-of-Waikato.pdf.
[4] Based on Statistical Area 2 data for the Tauranga Central area which extends from Chapel Street to Eleventh Avenue, an area greater than that of the City Centre AIP.

Goal	KPI	Trend	Commentary	Data source
	Retail vacancy rates		Vacancy rates have increased from 14.7% in April 2024, to 21.1% in March 2026 Ground-level vacancies increased from 19% in 2025 to 23% in 2026.	Projects 101 Limited
	Number of dwellings		The number of dwellings identified by StatsNZ increased 11.6% between the 2018 and 2023 Census, to 519 dwellings TCC have consented 19 new dwellings between 2023 and 2026 (no consents in 2022).	StatsNZ: 2023 Census TCC Building Consents
	Actual safety		Police crime victimisation reduced by around 16% from a high in 2024, to approximately 500 victimisation reports. Reported incidents to TTOC have reduced by 19% from 2022 to 2025 to 1,159 incidents. In 2025, reported incidents to TTOC of a serious, significant or headline severity were 7% less than 2022 and 32% less than 2024. In 2025, reported incidents related to homeless persons were down 32% from 2024 but were up nearly 600% from 2022. TCC Advisor: Community Safety noted that since January 2025 there have been no more than 5 sleeping within the city centre at a time.	NZ Police Victimisation TTOC Resolver[5]
	Perceived safety		76% of respondents rated perception of safety in the CBD during the day as 7 or greater, up from 74% in 2025. 37% of respondents rated perception of safety in the CBD during the night as 7 or greater, up from 35% in 2025.	2026 Residents Survey
An accessible city centre, that supports walking,	Mode share shift towards walking, cycling and public transport		Multi-modal averages increased by 97% between 2022 and 2025, however have reduced 18% from the peak in 2024[6].	TCC Transport BoPRC Transport Systems

[5] TTOC's Resolver identifies the areas between Eleventh Avenue and Bureta to be the city, therefore an analysis has been undertaken to limit the incidents in this report to those within the CCAIP area, therefore, the numbers should be considered indicative rather than absolute.
[6] Seven extra cameras were added to the city centre from 2024, therefore numbers and percentages are indicative rather than absolute.

Goal	KPI	Trend	Commentary	Data source
cycling, micro-mobility and public transport for all ages and abilities.			Cycling (370%), scootering (780%) and mobility scooters (from 0 to 557 movements) have the largest increase in movements between 2022 and 2025[7]. Pedestrian traffic has increased nearly 100% since 2022, but has fallen 23% from its peak in 2024[8]. Bus patronage in and through City Centre bus stops increased 17% between 2023 and 2025. The median average daily traffic has reduced by 20% since 2023/24 FY, but increased 12% from its low in 2024/25FY. Parking occupancy rate has increased from 65% in Q1 2024 to 71% in Q2 2026.	
	Percentage of pedestrian space		Percentage of public space has increased to 0.5% to 22%, primarily due to the play and green spaces at the waterfront, with footpath percentages remaining the same.	TCC GIS
A waterfront city centre, where high-quality, vibrant spaces connect people with the moana	Waterfront-specific comparative use assessments of city centre public spaces	n/a	Data not available.	
	Percentage of waterfront as park land		The total area in park land has increased over 5,000m2 to approximately 15,200m2, an increase of 49%, totalling 41.2% of the waterfront area.	TCC GIS
	Number of events on waterfront		The number of events at public waterfront areas (excluding The Cargo Shed) has increased 189% between 2022 and 2025.	TCC Events

[7] Seven extra cameras were added to the city centre from 2024, therefore numbers and percentages are indicative rather than absolute.
[8] Seven extra cameras were added to the city centre from 2024, therefore numbers and percentages are indicative rather than absolute.

Goal	KPI	Trend	Commentary	Data source
			The number of events at The Cargo Shed has increased from 61 in 2023/24 FY to 91 in 2025/26 FY, an increase of 49%. The Cargo Shed reopened in May 2023.	
	Estimated number of visitors to events on waterfront		Estimated attendance at public waterfront areas (excluding The Cargo Shed) has increased 116% between 2022 and 2025, however has reduced 14% from its high in 2024. Estimated attendance decreased 9% between 2024/25 FY and 2025/26 FY. Estimated attendance was not captured prior to this period. 18% of 2016 Residents Survey respondents reported visiting the Cargo Shed.	TCC Events 2016 Residents Survey
A city centre with identity and culture, that represents our culture and heritage and enhances our sense of place.	Comparative surveys of Tauranga resident perceptions of the city centre over time		20% of respondents rating the city centre as the cultural and commercial heart of Tauranga as 7 or greater, down from 25% in 2025. 47% of respondents rating the city centre as the cultural and commercial heart of the Western Bay as 7 or greater, down from 49% in 2025.	2026 Residents Survey
	Periodic review of future cultural interventions	n/a	Data not available.	
	Assessment of broader art and contemporary cultural interventions	n/a	Data not available.	
An engaging city centre, that is vibrant and inclusive, with exciting things to do for people of all ages,	Comparative use assessments of city centre public spaces, such as through public life surveys	n/a	Data not available.	
	Comparative surveys of Tauranga resident perceptions of the city centre over time		Reported visitation to Baycourt has increased for 30% in 2023 to 39% in 2026. During the same period, the percentage of respondents rating Baycourt 7 or greater has increased from 68% to 75%.	2016 Residents Survey

Goal	KPI	Trend	Commentary	Data source
stages and abilities.			Reported visitation to Tauranga central library has increased from 56% in 2024 to 58% in 2026. Respondents rating does not separately identify the City Centre Library, overall library services has the highest rating with a +90 net score. Tauranga Art Gallery reported visitation dropped from 30% in 2023 to 18% in 2026. During the same period percentage of respondents rating The Art Gallery 7 or greater decreased from 65% to 55%. The Gallery was closed for renovations between October 2023 and November 2025. The percentage of respondents rating The Cargo Shed 7 or greater is 48%.	
	Annual event numbers and participants		The number of events in TCC public spaces (excluding Baycourt) has increased from 51 in 2022 to 143 in 2025, a 180% increase. The number of estimated attendees to these events increased by over 260% between 2022 and 2025, however has reduced 10% compared to its high in 2024. Baycourt's number of ticketed events remained steady through 2022/23 to 2025/26 FY's, with between 127 and 131 events per FY, however this is an increase of over 200% on the covid-impacted 2021/22 FY. The number of attendees to Baycourt events has increased by over 160% since 2021/22 FY, and 16% between 2022/23 FY and 2025/26 FY.	TCC Events
	Retail transactions and spend		The number of transactions increased 2% between 2022 and 2025 to nearly 3m, however it has reduced 1% from its high in 2023. The spend has decreased 3% between 2022 and 2025 to nearly $197m but increased 3% from its 2024 low.	Marketview
A city centre in nature, that embraces its natural environment, integrating	Ambient air and water quality	n/a	Data not available.	
	Biodiversity		Limited data, harbour known site of rare sea sponge	

Goal	KPI	Trend	Commentary	Data source
with waterways and open space.	Percentage of urban canopy		No comparative data, canopy cover estimated at 12.4%, with low canopy cover at 4.2% and medium canopy cover at 5.2%	TCC GIS

Appendix 2: University Student Accommodation | 219 Cameron Road

Concept references are shown for the proposed student accommodation development at 219 Cameron Road, representing the next major phase of growth in support of Tauranga's Knowledge Precinct. Scheduled to open from 2029, the development will provide 228 ensuite student rooms, significantly increasing purpose-built student accommodation capacity in the city centre and supporting continued growth in tertiary education.

Located alongside existing student accommodation on Selwyn Street, the development will help strengthen an emerging student community in the heart of the city.

Delivered by Reidy & Co and owned by Ergon, with Foster Construction and Warren and Mahoney leading construction and design respectively, the project highlights the important role of private-sector investment in enabling city-centre growth. Through a long-term lease arrangement, the University of Waikato will occupy the building, ensuring the facility supports student success while contributing to a more vibrant, connected and populated city centre.

As one of the most visible developments associated with Tauranga's growing university presence, the project reflects confidence in the city's future and demonstrates the value of collaboration between the education sector and private development partners.



West Facade - Courtyard



View from Cameron Road - Looking north

9.8 Action Schedule Status Updates from prior City Future Committee meetings

File Number: **A21414652**

Author: **Quinn Tawaka, Governance Advisor**

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

PURPOSE OF THE REPORT

1. This report provides a status update on actions requested during previous City Future Committee meetings.

RECOMMENDATIONS

That the City Future Committee:

(a) Receives the report "Action Schedule Status Updates from prior City Future Committee meetings ".

BACKGROUND

2. This is a recurring report provided to every City Future Committee meeting. The attached update includes all open actions and actions completed since the last report on 13 October 2026.

3. Once reported, completed actions are archived and made available in the Stellar library[19].

DISCUSSION

4. The action status update report for the City Future Committee as at 9 November 2026 is provided as **Attachment 1** to this report, and is summarised in the table below.

Status of actions	No. actions
Closed (Last Committee report - noted as in progress and recommended treat as closed for Committee Action Reporting as being managed through LTP Issues List)	1
Closed	
In progress	2
Pending (waiting on something)	1
To be actioned	0
Total actions included in this report	**4**

ATTACHMENTS

1. **Attachment 1 - Action Schedule Status Update for City Future Committee meetings - A21415978**

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

City Future Committee **Actions status update as at: 07 October 2026**

Meeting Date	Agenda Ref.	Report Name	Action Required	Status Update *(incl anticipated / actual completion date)*	Status Summary	Date Closed	GM / CE Responsible
12 Aug 2025	9.3	Te Tumu Wastewater Servicing Options	Staff to report back to Committee on the resilience of the wastewater system if delivered.	An assessment for alternative wastewater servicing options for Te Tumu has commenced. It will consider the resilience of a developer-delivered onsite treatment plant within Te Tumu. This assessment will also consider the resilience of the existing TCC wastewater network if Te Tumu flows (and hence large scale upgrades) are excluded from the sytem. Completion of the assessment is anticipated by 4th quarter of FY26 (i.e. March-June 2026). 28.09.26 A comprehensive update on wastewater servicing for Te Tumu was set out in the report to the committee on 18 August 2026 (item 9.9). This update included the matters in this action. The key next steps for this work as outlined in that report was the establishment of an advisory panel. The report noted the following: "The Advisory Panel will provide a structured and independently facilitated forum to bring together the technical, financial, operational and strategic considerations associated with the options. It will test the available assessments, better understand the differing perspectives, identify any material information gaps and recommend any further work required before a preferred servicing approach is presented to elected members and through the Water Organisation for decision-making. The outcome of this process will inform future wastewater servicing decisions and the infrastructure investment assumptions to be reflected in the Water Services Strategy and aligned with Council's Long-term Plan." The advisory panel is currently set up and working through these matters as per the report. The intention is to deliver a final report on its finding in the next few months. Based on committee meeting dates and reporting timelines, this is likely to be at the beginning of 2027.	In progress		Reneke van Soest
12 Aug 2025	9.3	Te Tumu Wastewater Servicing Options	Staff to report back to Committee on the impact costs if delivered in an alternative way.	An assessment for alternative wastewater servicing options for Te Tumu has commenced. It will consider the developer costs of a developer designed, constructed and operated onsite treatment plant within Te Tumu, plus costs of larger-scale treatment plants that would be delivered and operated by the Water Services CCO. This assessment will also consider the costs of smaller scale upgrades required to the existing TCC wastewater network if Te Tumu flows (and hence large scale network upgrades) are excluded from the system. The potential cost impact to the Te Maunga WWTP upgrade programme wil also be considered. Completion of the assessment is anticipated by 4th quarter of FY26 (i.e. March-June 2026). 28.09.26 A comprehensive update on wastewater servicing for Te Tumu was set out in the report to the committee on 18 August 2026 (item 9.9). This update included the matters in this action. The key next steps for this work as outlined in that report was the establishment of an advisory panel. The report noted the following: "The Advisory Panel will provide a structured and independently facilitated forum to bring together the technical, financial, operational and strategic considerations associated with the options. It will test the available assessments, better understand the differing perspectives, identify any material information gaps and recommend any further work required before a preferred servicing approach is presented to elected members and through the Water Organisation for decision-making. The outcome of this process will inform future wastewater servicing decisions and the infrastructure investment assumptions to be reflected in the Water Services Strategy and aligned with Council's Long-term Plan." The advisory panel is currently set up and working through these matters as per the report. The intention is to deliver a final report on its finding in the next few months. Based on committee meeting dates and reporting timelines, this is likely to be at the beginning of 2027.	In progress		Reneke van Soest

Meeting Date	Agenda Ref.	Report Name	Action Required	Status Update *(incl anticipated / actual completion date)*	Status Summary	Date Closed	GM / CE Responsible
17 Feb 2025	8.6	2025/26 Development Contributions Policy - Growth Funding Opportunities	That a workshop be held once Central Government provides direction on the funding and financing tools.	Report with an update in the City Future 1/4ly Growth, Land Use and Transport Planning Report to 5 May 2025. Also addressed in the Government Reforms Affecting TCC report to 5 May 2025 City Futures meeting. Once further clarity on Central Government reform then a workshop can be scheduled. Legislative change information released December 2025, with submissions due February 2026. Staff reviewing the information and will report to Council with recommended submission points. Submission reported to March City Future Committee Update October - Development Levies legislation has not yet been passed. TCC staff have been provided with some opportunity to provide input into the development of the legislation and practicality of specific provisions.	Pending		Christine Jones

9.9 Cameron Road Stage 2 Concept Design

File Number: **A21421272**

Author: **Christopher Barton, Portfolio Manager: Infrastructure**
Richard O'Kane, Senior Project Manager

Authoriser: **Jane Small, Director Major Projects**

PURPOSE OF THE REPORT

1. To seek confirmation on the preferred concept design for the Cameron Road Stage 2 (CRS2) project following community engagement.

RECOMMENDATIONS

That the City Future Committee:

(a) Receives the report "Cameron Road Stage 2 Concept Design".

(b) Notes that community engagement has occurred on the concept design for the Cameron Road Stage 2 proposed concept design and taking this feedback into account, a preferred concept has been developed for the corridor.

(c) Endorses the concept design for the Cameron Road Stage 2 corridor to move into detailed design between Seventeenth Avenue and Maleme Street excluding Greerton Village (Cornwall Street to Pooles Road), including:

(i) Two general traffic lanes, one in each direction, with full turning lanes at major signalised intersections

(ii) Two transit lanes (T3), one in each direction

(iii) Centre median and traffic islands removed where required to facilitate traffic and transit lanes.

(iv) Separated one-way on-road cycleways for safer cycling, and where space is limited, shared paths are provided.

(v) Raised passenger landing platforms where bus stops and cycleways overlap

(vi) New signalised intersections at Church Street and Maleme Street

(vii) Kauri St converted to a cul-de-sac

(viii) Left turn in / Left out (LILO) side street interventions for Nineteenth Avenue, Sheppard and Kent Street

(ix) Removal of the left turn slip lane from Cameron Road onto Twenty-third Avenue

(x) T3 transit lanes to operate in peak period with existing on-street parking retained off peak.

(d) Endorses the concept design for Greerton Village (Cornwall Street to Pooles Road) as,

(i) **Option A**

- Signalised intersections at Chadwick Road, Cornwall Street and Pooles Road
- Bi-directional separated off-road cycleway
- Two general traffic lanes and two transit lanes (in each direction)
- Notes that further targeted engagement would be required on the bi-

directional cycleway between Cornwall Street and Chadwick Road

or;

(ii) **Option B**

- Signalised intersections at Chadwick Road, Cornwall Street and Pooles Road
- On-road separated cycleway
- Two general traffic lanes (one in each direction) and two transit lanes between Pooles Road and Chadwick Road only

or;

(iii) **Option C**

- Signalised intersections at Chadwick Road, Cornwall Street and Pooles Road
- On-road separated cycleway
- Two general traffic lanes (one in each direction)

or;

(iv) **Option D** (staff recommended)

- Retain roundabouts at Chadwick Road, Cornwall Street and Pooles Road intersections
- On-road separated cycleway
- Two general traffic lanes (one in each direction)

EXECUTIVE SUMMARY

2. Cameron Road Stage 2 (CRS2) is a key growth-enabling project connecting the completed Cameron Road Stage 1 works with future SH29/SH29A upgrades. It supports and enables planned housing intensification on the Te Papa Peninsula as well as continued development of Tauriko West and the Western Corridor and includes critical water and wastewater infrastructure upgrades.

3. Community engagement has been undertaken in 2026 seeking feedback on the concept design for the corridor and options through Greerton Village.

4. Following community engagement, the emerging preferred concept option for the corridor outside of Greerton Village provides for a four lane (two general/two transit) arrangement plus a full-length cycle route – primarily with separated on-road cycle facilities and with shared paths in some areas where space is constrained. It is proposed that initially outside lanes would operate as peak period transit lanes with provision for ‘off peak’ parking where required, however the corridor would be future proofed for transition to operation with full-time transit or bus lanes.

5. Through Greerton Village options have been assessed including various intersection and lane arrangement forms. Modelling has demonstrated that due to other network constraints, particularly the existing Cameron Road intersection with SH29A at Barkes Corner, limited benefit would be gained by completing significant upgrades through the Greerton town centre area in advance of completion of the Barkes Corner intersection upgrade.

6. It is recommended to retain existing roundabouts and a single lane of traffic in each direction through Greerton Village. This option (Option D) would result in the least construction disruption, deliver the best overall travel time savings, result in the least number of existing parking being removed, and is the lowest cost option. The focus of upgrades would be on

improving cycling connectivity and safety through Greerton Village as well as future-proofing kerblines and the corridor for potential future upgrades – including potential HOV lane implementation once Barkes Corner upgrades have been completed.

7. The project has a total budget and funding envelope of $155.5 million (as per 2024-34 LTP), comprising $95.6 million for transport works and $59.9 million for water infrastructure upgrades.

8. $56.6m of transport funding is a crown grant via the Infrastructure Acceleration Fund (IAF). National Infrastructure Funding and Financing (NIFF) reconfirmed funding approval for the CRS2 project in February 2026 with a deadline for project delivery of 30 June 2030.

9. Current concept estimates remain within the existing funding allocation, and the recommended option is consistent with the scope and intent of the IAF agreement to retain access to grant funding.

10. Subject to concept endorsement the project would progress to next stages of detailed design development and delivery planning – including more detailed consideration of construction phasing, timing and procurement approaches in conjunction with other network activities.

BACKGROUND

11. The CRS2 project is a key enabler for continued city growth, particularly as a connector for development of the western corridor and planned intensification of the Te Papa peninsula.

12. Cameron Road is one of Tauranga's main arterial corridors, providing an important connection to the city centre for people within and beyond the corridor. It is an important route and a destination for many with the city centre including primary and secondary schools, businesses, public spaces, and the hospital located along it. Over the next 30 years, it is anticipated that more than 35,000 people will be living on Te Papa Peninsula.

13. More broadly, the wider Western Bay of Plenty region is planning for an extra 200,000 people living in the region over the next 30 to 50 years. Tauranga needs to transform into a place where more people can live, work, study, and provide more sustainable ways to move around.

14. Plan Change 33 has been completed which significantly increases the enabled housing density along the Cameron Road Stage 2 corridor - enabling intensification up to eight storeys. Safe and reliable transport options are required to realise the planned residential densities that Plan Change 33 enabled. Intensification will also support employment growth in the city centre and surrounding commercial area.

15. Cameron Road will play a key role providing transport alternatives to enable growth and development of the Western Corridor, connecting planned greenfield residential and industrial development areas to the city centre and other key city destinations. The Western Corridor development includes the Tauriko West residential area of approximately 3,000 new homes, continued development of the Tauriko Business Estate supporting significant employment growth, and future planned development areas such as Keenan Road and Belk Road areas.

16. The CRS2 project will also deliver significant upgrades and renewals to water and wastewater infrastructure along the corridor. Upgrades to the water and wastewater networks are also key enablers to planned intensification and growth.

17. An initial CRS2 Detailed Business Case (DBC) was completed in January 2024. Noting changes to Government Policy Statement for Land Transport (GPS) in 2024, in July 2024 NZTA advised this original Business Case was not endorsed or accepted.

18. A reworked DBC that focused strategic alignment to the priorities within the 2024 GPS was commenced in August 2024, with completion in February 2025 that incorporated a design philosophy that prioritised a four-lane route wide layout that provides future flexibility for multi modal infrastructure – however cost estimates to deliver the DBC scope significantly exceeded funding availability without NZTA co-funding.

19. The City Future Committee resolved at the 17 February 2025 meeting to request staff to investigate options to continue with Cameron Road Stage 2, delivering a project within the envelope of IAF+IFF+DCs that delivers the outcome of value for money with priority on enabling housing intensity and roading throughput.

20. Following the Committee resolution, staff commenced a value engineering/cost efficiency process which produced five concept options that were presented to the City Future Committee Workshop on 12 June 2025 – from which direction was provided to further refine two full corridor length options, along with the development of a 'hybrid' third option.

21. Refined options were further presented at a City Future Committee Workshop on 31 July 2025 where the developed hybrid corridor option emerged as a preferred option for progression, with four sub-options for Greerton Village. The Committee endorsed undertaking community engagement on the concepts - subject to central government reconfirmation of retention of the IAF crown grant funding, which was reconfirmed in early 2026.

22. The preferred option aimed to maintain as much of the strategic intent of the previous Business Cases as possible, with the following scope to qualitative benefit alignment:

Proposed scope	Primary qualitative benefits	Assessment
Water and wastewater upgrades	Growth enablement; resilience; public health; reduced failure risk	Foundational. This is the clearest direct enabler of planned intensification.
Two general lanes plus two peak hour T3 lanes for majority of corridor	Reliability; capacity; public transport priority; future flexibility	Strong alignment with the 2025 DBC movement logic while retaining the 2023 DBC mode-choice pathway.
Separated cycleways and shared paths	Safety; inclusive access; healthy travel; modal shift and network continuity	Strong qualitative benefit where continuity, driveway design and transitions are resolved.
Raised passenger landing platforms	Accessible public transport; reduced bus/cycle conflict	Targeted but important inclusive-access benefit.
Side-road LILO treatments and Kauri Street cul-de-sac	Safety; reduced turning conflict; improved corridor efficiency	Benefits corridor operation but redistributes access and requires local mitigation.
Off-peak parking in transit lanes where applicable	Business access; flexible use of constrained corridor space	Balances local access and peak movement, but operating rules must be legible and enforceable.
Cultural urban-design allowance and targeted engagement	Identity; whanaungatanga; partnership; legitimacy	Benefit is credible if scope is protected and co-designed through detailed design.
Integrated delivery by June 2030	Funding certainty; reduced repeat disruption; programme efficiency	Potentially high benefit, but also the dominant delivery risk.

STRATEGIC ALIGNMENT

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

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

24. We are an inclusive city – The CRS2 project supports inclusive access consistent with the Ministry of Transport's Transport Outcomes Framework and the National Policy Statement on Urban Development.

25. We value, protect, and enhance the environment – The project will incorporate minimal impact design principles and support reduced emissions through improved modal choice and maximum retention of existing flora and fauna.

26. We are a well-planned city – The CRS2 project is a key priority intervention in the Urban Form and Transport Initiative (UFTI), Te Papa Indictive Business Case and Spatial Plan, SmartGrowth Strategy and Transport System Plan (TSP) as a key enabler to future housing and business land supply to sufficiently accommodate the projected growth in the sub-region, along with supporting transport infrastructure required to enable housing intensification of existing urban areas and new greenfield areas.

27. The Cameron Road Stage 1 project from Harington Street to 17th Avenue has now been completed. CRS2 connects between this and the future planned State Highway 29 and 29A upgrades from Tauriko to Barkes Corner / Cameron Road. Delivery of CRS2 is required to fully realise the intended benefits of these adjacent projects.

28. We can move around our city easily – Investment in movement within the Te Papa area and along the Cameron Road corridor, including modal choice options for walking, cycling, public transport and high occupancy vehicle travel is both a necessity to respond to reasonably expected growth and network capacity challenges, as well as providing a catalyst for future private investment. This aligns with both the existing National Policy Statement on Urban Development and envisaged future amendments to this policy, which provide for a focus to enable "more people to live in, and more businesses and community services to be located in, areas of an urban environment … well-serviced by existing or planned public transport".

29. We are a city that supports business and education – The Te Papa Peninsula is a key intensification area with Cameron Road the main arterial corridor, providing connection between residential, employment, health, education, and recreational destinations. The Te Papa Indicative Business Case and Spatial Plan strongly align with the Government Policy Statement on Land Transport 2024, particularly the Strategic Priority for Economic Growth and Productivity. The economic analysis for the indicative business case, which included Cameron Road stages 1 and 2 as key components, identified significant benefits relating to safety, travel time savings, congestion reduction, productivity gains and emissions reduction.

OPTIONS ANALYSIS

30. Consultation and community engagement on the previously endorsed corridor option and associated Greerton options was completed in May 2026. As outlined in the engagement report (Attachment 1) The key themes arising from stakeholder feedback were:

What stakeholders support:

(i) Upgrading water, wastewater and stormwater infrastructure to support future growth.

(ii) Providing four traffic lanes to improve capacity and reduce congestion.

(iii) Improving safety, including safer crossings and key intersection upgrades.

(iv) Planning for the future, including space for public transport and multi-modal travel options.

(v) Safer walking and cycling facilities, particularly where these are separated from traffic.

Key stakeholder's concerns:

(i) **Traffic flow:** Many people want all four lanes available for general traffic and are concerned that HOV lanes and additional signals may slow travel.

(ii) **Parking and access:** Loss of on-street parking, particularly near businesses, schools, and the hospital.

(iii) **Business and community impacts:** There is ongoing concern about disruption during construction and impacts on local businesses, reflecting experiences from Cameron Road Stage 1.

(iv) **Cycleways:** Views are mixed, with some strong support for safer infrastructure and others questioning demand and design.

(v) **Network performance:** There is concern about existing and future bottlenecks, particularly at Greerton and Barkes Corner.

What people want improved:

(i) Keep four continuous traffic lanes where possible

(ii) Review the use and operation of HOV lanes

(iii) Retain on-street parking and maintain access to key destinations

(iv) Improve traffic signal coordination to keep vehicles moving

(v) Address wider network issues and key intersections alongside the corridor upgrade

(vi) Apply lessons from Stage 1 to reduce disruption and improve communication.

31. There is clear support for investing in Cameron Road to meet future growth and improve safety. However, people want the final design to strike a better balance between moving traffic efficiently, supporting different travel choices and maintaining access and amenity for the local community.

32. The below are direct feedback/requests from stakeholders and the public that have been incorporated into the preferred route wide concept design:

Feedback	Concept Design	Design Response
21st Avenue - Hospital requested right turn movements be retained as a minimum, with separate turning lane and a signalised junction preferred.	**21st Avenue -** concept specified either Left In/Left Out (LILO) or full right/left turning options.	Addressed primary concern - full turning movements proposed including right turns (not Left In/Left Out). Turn lane / signals not proposed.
Argyll Road - Green Park School requested right turn movements be retained as a minimum, with separate turning lane and a signalised junction preferred.	**Argyll Road -** concept specified either Left In/Left Out (LILO) or full right/left turning options.	Addressed primary concern - included right turning capability in updated design. Nb; Corridor not wide enough for a right turning lane or signals without expensive berm take or land purchase.
St George Street residents requested right turn movements be retained	**St George Street -** concept specified either Left In/Left Out (LILO) or full right/left turning options.	Full turning movements proposed including right turns (not Left In/Left Out)
Pooles to Chadwick On-Street Parking - Landlords and Business owners requested all 'angled' parking be retained.	Multiple concept options investigated in retaining as much parking as possible while still achieving broader outcomes.	Maximum parking retention achieved in recommended 'Option D'.
995 Cameron Road On-Street Parking - Landlords and Business owners requested all parking be retained.	Parking outside of 995 CR (opp. Gate Pa New World) removed for offline bus stop and separated cycle lane.	All parking to be retained in updated design. Bus stop relocated to inline (as per existing) and cycle route modified to accommodate parking.
Capacity concerns where currently 4 general purpose traffic lanes exist (i.e. outside Hospital) with change to Transit lanes.	Transit (HOV) lanes included in all concept designs.	Transit lanes provide PT priority and actively drive mode shift. Off-peak parking in these areas not proposed.
Mana Whenua requested Cultural Urban Design inclusions	Scope limited from previous BC, but details not yet confirmed	Budget inclusion proposed to deliver priority elements of cultural urban design framework.
Upgrading of footpaths that are currently sub-standard width (below 1.8m)	Footpaths only upgraded where shared paths required to reduce cost	It is proposed to upgrade width of footpaths that are currently below the 1.8m standard.

33. Staff recommend endorsement of the concept design scope for the Cameron Road Stage 2 corridor between Seventeenth Avenue and Maleme Street (excluding Greerton Village) as per Attachment 2. The concept includes:

    (i) Two general traffic lanes, one in each direction, with full turning lanes at major signalised intersections

    (ii) Two transit lanes (T3 proposed), one in each direction

    (iii) Centre median and traffic islands removed where required to facilitate traffic and transit lanes.

    (iv) Separated one-way on-road cycleways where space permits and shared paths for safer walking/cycling where width is restricted

    (v) Raised passenger landing platforms where bus stops and cycleways overlap

    (vi) New signalised intersections at Church Street and Maleme Street

    (vii) Kauri St converted to a cul-de-sac

    (viii) Left turn in / Left out (LILO) side street interventions for Nineteenth Avenue, Sheppard and Kent Street



Proposed indicative general Cameron Road Stage 2 cross section (excl. Greerton Village)

34. T3 transit lanes are proposed to operate in peak period with existing on-street parking retained in transit lanes off peak.

Greerton Village

35. Through the consultation process mixed feedback was received on Greerton Village options, noting in this complex environment all options include a balance and trade-off between parking, active mode facilities, general traffic movement and public transport. It is also noted that as part of the engagement, not all options included details of how cycling facilities through Greerton Village area would be provided.

36. The working group established viable cycling options for Greerton Village, each with differing priorities on Transit Lanes, Cycling and Parking retention (off-road bidirectional and on-road separated).

37. Following feedback including incorporation of appropriate cycling infrastructure, viable options for Greerton Village between Cornwall Street and Pooles Road are detailed below:

- Option A - Two general traffic lanes and two transit lanes (in each direction), signalised intersections at Chadwick Road, Cornwall Street and Pooles Road, and a bi-directional separated off-road cycleway between Chadwick Road and Cornwall Street (Attachment 2).
- Option B - Two general traffic lanes and two transit lanes (in each direction) between Pooles Road and Chadwick Road, two general traffic lanes and no transit lanes between Chadwick Road and Cornwall Street, signalised intersections at Chadwick Road, Cornwall Street and Pooles Road, and on-road separated cycleway (Attachment 3).
- Option C - Two general traffic lanes and no transit lanes between Pooles Road and Cornwall Street, signalised intersections at Chadwick Road, Cornwall Street and Pooles Road, and on-road separated cycleway (Attachment 4).
- Option D - Two general traffic lanes and no transit lanes between Pooles Road and Cornwall Street, retain existing roundabout intersections at Chadwick Road, Cornwall Street and Pooles Road. On-road separated cycleway between Pooles Road and Cornwall Street (Attachment 5).

38. Transport modelling has been completed to inform travel time impacts of the overall corridor concept and Greerton Village options. Modelled corridor travel times between Seventeenth Avenue and Barkes Corner in 2035 peak periods (assuming HOV operation as T3 lanes) for vehicles using general traffic lane and transit lane are:

	Do Nothing	Option A	Option B	Option C	Option D
2035 AM Northbound	9.8 min	7.7 min 6.5 min	7.5 min 6.4 min	8.9 min 8.2 min	9.2 min 6.4 min
2035 PM Southbound	22.7 min	22.5 min 7 min	23.2 min 7.4 min	23.4 min 10.7 min	18.1 min 8.6 min

39. The detailed modelling impacts, along with the benefits and trade-offs for each Greerton Options between Cornwall Street and Pooles Road are outlined Attachment 6.

Traffic Modelling

40. Transport modelling assessments have been completed to assess travel time benefits and impacts of various design options.

41. The 2035 modelling includes the following assumptions:

(a) 15th Ave 'on ramp' for Takitimu Drive (Route K)

(b) Toll removal on Takitimu Drive (Route K) – currently expected in 2031

(c) Hewletts Road Bus Lanes converted to T3 Transit (HOV) Lanes

(d) Tauriko West Enabling Works complete

(e) Takitimu North Link Stage 1 open

42. Modelling has included some assumptions around intersection optimisation to prioritise Cameron Road traffic flows including optimising signal cycle times, pedestrian crossing call frequencies and intersection layouts.

43. The Barkes Corner/SH29a upgrade, which is not in the 2035 model because construction is expected between 2035 and 2040, has the biggest influence on results: it causes a major southbound bottleneck currently and in the 2035 PM peak (22.7 minutes for Do Nothing, compared with 6.5 minutes in 2048) and will increase northbound traffic onto Cameron Road in the AM peak once complete (9.8 minutes in 2035 compared with 11.4 minutes in 2048).

44. Options A and B give the biggest AM northbound improvement, being 2 to 4 minutes faster than Do Nothing in both years, while Option C and Option D give little AM benefit.

45. Options A and B perform very similarly for general traffic (less than 1 minute apart in every comparison), so the choice between them comes down to other factors, such as the full-

length transit lanes and off-road cycleway in A compared with the shorter transit lanes and on-road cycleway in B.

46. Option C is the weakest of the four options, with smaller AM gains, a smaller 2035 PM improvement under T2, and the slowest 2048 PM result under T3 (8.2 minutes).

47. The modelling completed has highlighted Option D as the most viable interim solution until the SH29a/Barkes Corner works are completed, due to:

    (a) remaining the most efficient interim network solution as retaining roundabouts over signalised intersections negates the travel time disbenefit of four lanes.

    (b) being the lowest construction impact on the Greerton Village residents/businesses.

    (c) providing the lowest cost delivery.

    (d) providing future proofing for the corridor through Greerton to adopt a four-lane layout when the Barkes Corner works are complete.

HOV Lanes

48. Outside lanes along the corridor are proposed as HOV lanes, with allocation options between T2 (vehicles with two or more people), T3 (three or more people) or bus only. These lanes are provisioned for potential future transition to bus lanes as public transport service frequency and demand warrant this, however, are recommended to operate as a T2 or T3 HOV lane in the short term

49. Modelling has assessed travel time variances between operating HOV lanes as T2 or T3. Modelling identified T2 lanes are generally faster for general traffic than T3 lanes, with a small difference in the AM peak but a large one in the 2035 PM southbound peak (for Option A, 15.0 minutes under T2 compared with 22.5 under T3, which is no better than Do Nothing), though T3 remains the approach endorsed by the Project Steering Group to encourage a shift to public transport and carpooling over time.

50. T3 provides materially stronger public transport outcomes than T2: improved bus journey time and reliability, shorter intersection queues, reduced induced-demand risk at existing corridor bottlenecks (Fifteenth Ave, Barkes Corner, 22nd/23rd Ave, Greerton Village) and less merging / weaving from inline bus stops. These benefits arise directly from T3's stricter occupancy threshold, which keeps the transit lane substantially less congested than would occur under T2.

51. T3 also aligns more strongly with confirmed strategic direction and the planned Hewlett's Road treatment and is supported by both national (Waka Kotahi Transit Lane guidance, Auckland Transport special vehicle lane assessment) and regional (BOPRC) precedent. Cameron Road is identified as a Primary public transport route and secondary general traffic route in the Tauranga Strategic Operating Framework (TSOF).

Parking

52. The draft Tauranga South Parking Management Plan (Dec 23) found that parking in Greerton Village was well used, with peak occupancy of approximately 85%, while generally retaining some availability. Existing time restrictions and enforcement were considered to be supporting parking turnover, and the Greerton Road public car park typically retained some available spaces during busy periods. The wider Greerton precinct contains approximately 2,062 on-street parking spaces, of which 226 are time-restricted, together with a 57-space public car park in the town centre and additional Council-owned parking at Greerton Hall, Pemberton Park and Moreland Fox Park.

53. A parking occupancy survey was completed across four zones in the Greerton village area on Tuesday to Thursday over a two-week period (6 to 8 October and 13 to 15 October 2026), with occupancy recorded at selected hours between 9:00am and 3:00pm. TCC’s target is 85% occupancy, and anything over 90% is considered high.



54. Parking pressure is concentrated in two zones:

    (a) The Blue zone [Chadwick Road] exceeded 100% occupancy at its peak on four of the six survey days, reaching 110%.

    (b) The Yellow zone [Cameron Road south of Chadwick Road] reached 89% to 100% on four days and peaked at 145% on 15 October. This indicates that demand is high.

55. By contrast, the red zone [Cameron Road north of Chadwick Road] peaked between 57% and 82% and did not reach the 85% target on any survey day.

56. The Green zone [off-street car park near the library] never exceeded 63%, so it has the largest capacity/underutilisation.

57. Occupancy generally peaked around midday (12:00 to 1:00pm), although several zones also peaked at 3:00pm on Thursday 8 October.

58. Any option that removes parking in the blue or yellow zones will displace vehicles into a network where those two zones are already at or above capacity. The Red and Green zones are the most likely places to absorb that demand and the walking distance from the Blue and Yellow zones to the Red and Green zones are approximately 400m.

59. Of the options, indicative impacts to existing parking would be:

    - Option A – loss of 59 parks (32 Pooles to Chadwick and 27 Chadwick to Cornwall)
    - Option B – loss of 43 parks (32 Pooles to Chadwick and 11 Chadwick to Cornwall)
    - Option C – loss of 32 parks (21 Pooles to Chadwick and 11 Chadwick to Cornwall)
    - Option D – loss of 20 parks (9 Pooles to Chadwick and 11 Chadwick to Cornwall)

60. As identified through the parking surveys, there is some spare parking capacity within the Greerton Village area (particularly in the green and red areas) which could potentially offset and absorb some of the required Cameron Road corridor parking loss.

Waters Infrastructure

61. The primary infrastructure driver for the CRS2 project is the renewal and upgrading of the water supply network, together with associated wastewater improvements required to support planned intensification and growth.

62. Local water-reticulation renewals predominantly involve replacing ageing asbestos cement mains, many of which are forecast to reach their renewal date between 2034 and 2036. The existing 300 mm bulk watermain along Cameron Road comprises both PVC and cement-lined mild steel sections, with the cement-lined mild steel sections assessed as being at or near the end of their service life.

63. Given the criticality of this main and the consequences of failure, City Waters would need to undertake its renewal during the 2027 to 2030 period irrespective of the proposed transport improvements.

64. Coordinating these works through CRS2 provides an opportunity to deliver the necessary network renewals efficiently while supporting future housing intensification and growth along the corridor.

FINANCIAL CONSIDERATIONS

65. The total project budget as budgeted in the 2024-34 LTP and included in the draft 2027-37 LTP is $155.5 million, comprising $95.6 million for transport works and $59.9 million for water infrastructure upgrades.

66. Waters works for the Cameron Road Stage 2 project are planned and budgeted in the 2024-34 LTP to a value of $59.9m (inflated). This funding stack excludes the adjacent Church Road to Chadwick Road Bulk Watermain project that City Waters are self-delivering.

67. The proposed funding stack for Transport works is $95.6m. This is comprised of:

Current Funding Agreement Stack ($M)		Notes/Risk
Infrastructure Acceleration Fund (**IAF**)	56.4	Total apportioned to CRS2 project. NIFF (IAF fund administrator) have confirmed that funding has been approved in line with the existing funding agreement, which has a project delivery deadline of 30th June 2030. Note condition of funding agreement that any savings from the overall project funding stack are to come from the IAF grant.
Transport System Plan Infrastructure Funding and Financing **(TSP IFF)**	18.3	$18.3m currently assigned to CRS2.
Developer Contributions (**DCs**)	20.9	The Development Contributions Policy 2025/26 includes $20.9m of funding for this project. Staff do not anticipate significant change in future DC Policy updates at this time.
Total	**95.6**	

Table 1 – Current Funding Agreement stack.

68. P50 cost estimates for all delivery options are within the current funding stack; however, Option D is the lowest base cost option and provides the greatest residual contingency to address residual risks.

69. The current P50 expected estimate for Option D is $85.8m. If this option is selected. noting design is at a preliminary stage, it is recommended to retain the project budget provision at $95.6m consistent with TCC's approach for LTP 2027-37 of budgeting at P70 levels and noting that any realised savings from the total funding will result in a reduction in IAF crown grant funding (will not reduce other funding contributions). Budgeting at $95.6m will enable full retention of IAF crown grant funding at this stage.

70. Funding is currently budgeted in the 2024-34 LTP and draft 2027-37 LTP to enable project construction to be completed by mid-2030.

RISKS AND LEGAL IMPLICATIONS

71. There are no specific statutory or legal matters preventing Council from endorsing the preferred concept design. The proposed decision is consistent with Council's responsibilities under the Local Government Act 2002 and aligns with funding and growth-enabling infrastructure commitments adopted through the Long-term Plan

72. Key project risks associated with progressing the preferred option are outlined below:

Risk Theme	Risk Description & Potential Consequence	Current Controls and Mitigations	Current Rating
Coordination with interdependent city-wide infrastructure projects	Complex interdependent infrastructure projects including Fifteenth Ave to Welcome Bay and Cambridge Road Bulk Watermain running simultaneously require significant planning alignment. Potential significant citywide disruption to traffic resulting in delays or additional costs	Extensive constructability options assessment and traffic management planning are ongoing at Portfolio level. Consideration of disruption management to be a key factor in construction procurement options. Development of integrated CRS2/15-WB delivery programme underway.	**Medium - Managed**
Traffic Disruption During Construction	Complex construction delivery of a 4 km city centre infrastructure project within a live environment requires significant planning alignment. Potential significant citywide disruption to traffic or changes to traffic management resulting in delays, additional costs and reputational damage.	Extensive constructability options assessment and traffic management planning are ongoing at Portfolio level. Additionally, to form an integral part of construction procurement.	**Medium - Managed**
Stakeholder Support	Potential for opposition from landowners, businesses, developers, communities or project partners with proposed scope or delivery plans. Key concerns likely to be parking loss, movement restrictions including U-turn options where right turn movements may be restricted. May result in objections and reputational impacts, requirements for scope change and/or increased project costs.	Communications and engagement strategy, business engagement plan, stakeholder relationship management, partnership governance and targeted engagement activities. Specifically looking at options for Greerton Village and high-profile Hospital and School locations.	**Medium - Managed**

Risk Theme	Risk Description & Potential Consequence	Current Controls and Mitigations	Current Rating
Cost Increases and Escalation	Costs may escalate from concept design estimates and current budgets due to design development, scope decisions and updated construction pricing. Key scope elements still to be finalised subject to investigations include extents of road pavement rehabilitation, extent of utility relocations and stormwater treatment requirements. Cost escalation risk has also increased due to global geopolitical instability. Potential for increased project costs may exceed current approved funding stack with liability sitting with TCC.	Concept design bottom-up and top-down outturn cost estimates produced by external consultant in accordance with SM014 procedures. Additionally, cost consultant has worked on the project over the 2 previously completed Detailed Business Cases since 2022 so possesses exceptional project knowledge. Regular construction cost reviews will be produced throughout design development. Detailed construction estimate developed in advance of progressing to implementation. Active contingency management, quantitative risk assessment, detailed forecasting, ongoing review of remaining risk allowances.	**Medium - Managed**
Operational Safety	Some concept options or interventions could potentially result in a change to the operational safety of the corridor for users, including at could introduce Noting project has not gone through the DBC process, the Safe System Audit will be picked up during detailed design which potentially could have an impact on some of the concept interventions. Addressing concerns may compromise other objectives (i.e. efficiency or access) or require design changes / additional scope. If unable to be addressed, potential for implementation outcomes to be compromised or introduce potential harm to users (vehicles, pedestrians, cyclists).	Concept designs have been developed with TCC Safety and Engineering SMEs. Formal independent Safe System Assessment to be completed on detailed design prior to construction.	**Low - Managed**

Risk Theme	Risk Description & Potential Consequence	Current Controls and Mitigations	Current Rating
Funding & Financing	The project's majority funder, NIFFCo (IAF funding) have a maximum allocation for the project, which if exceeded would not be able to be increased via an additional application. Additionally, any savings made in the delivery of the project that result in a budget surplus would be returned to NIFFCo first (as per the funding agreement). i.e.; should the transport scope be delivered for $5m below the current funding stack, the IAF funding would be reduced to by $5m accordingly, with no savings passed on to other funders.	Forecast outturn cost estimates will continue through the detailed design process to achieve further financial surety prior to entering construction. Opportunity to maximise outcomes subject to updated cost reviews.	**Low - Managed**

TE AO MĀORI APPROACH

73. Council's Te Ao Māori approach has been incorporated throughout project development to date. As valued delivery partners, hapū/iwi have been intrinsically involved with the project with a particular focus on the significant Gate Pā /Pukehinahina site.

74. Through project engagement to date a cultural design framework has been developed in collaboration with the project mana whenua working group identifying options for incorporation into design and delivery of the project. The project working group includes hapū representation from Ngāi Tamarāwaho, Ngāti Tapu, Ngāti Ruahine, Ngāi Te Ahi and Ngāti Hē.

75. As the project progresses it is intended engagement would continue with a focus on implementing key initiatives from the existing corridor assessment and plan and support the principles of manaakitanga, rangatiratanga, kaitiakitanga, whanaungatanga, wairuatanga, tūmanako and Te Reo Māori.

CLIMATE IMPACT

76. The CRS2 project DBC has incorporated and assessed options and opportunities to adapt to a changing climate, reduce emissions and enhance nature and biodiversity.

77. Key project opportunities include partial stormwater treatment, retention, and incorporation of flora into design, reduction in raw material requirements through optimised design and recycling of materials and encouraging sustainable transport modes through ensuring appropriate connections and design optimisation.

SIGNIFICANCE

79. 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.

80. In making this assessment, consideration has been given to the likely impact, and likely consequences for:

(i) the current and future social, economic, environmental, or cultural well-being of the district or region

(ii) any persons who are likely to be particularly affected by, or interested in, the decision.

(iii) the capacity of the local authority to perform its role, and the financial and other costs of doing so.

81. In accordance with the considerations above, criteria and thresholds in the policy, it is considered that the decision is of medium significance.

ENGAGEMENT

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

83. Targeted community engagement on detailing of design elements will be undertaken during the design phase as required.

84. Ongoing communication with all stakeholders shall be undertaken during the design phase by way of regular project updates, community information sessions and targeted business communications.

Click here to view the TCC Significance and Engagement Policy

NEXT STEPS

85. Commence detailed design with regular updates provided to Council via the Transport Major Project update report to City Delivery Committee.

ATTACHMENTS

1. **CRS2 2026 Community and Stakeholder Engagement Report - A20728148 (Separate Attachments 1)**
2. **Full Route Concept Design and Greerton Village Option A - A21025524 (Separate Attachments 1)**
3. **Greerton Village Option B - A21025525 (Separate Attachments 1)**
4. **Greerton Village Option C - A21163790 (Separate Attachments 1)**
5. **Greerton Village Option D (Recommended) - A21411606 (Separate Attachments 1)**
6. **Greerton Village Options Assessment - A21421323 (Separate Attachments 1)**
7. **CRS2 Lesson Learnt Improvement Recommendations Response from CRS1 - A21216439 (Separate Attachments 1)**

9.10 Hamilton Street Upgrade Concept

File Number: **A21421476**

Author: **Christopher Barton, Portfolio Manager: Infrastructure**

Authoriser: **Jane Small, Director Major Projects**

PURPOSE OF THE REPORT

1. To seek endorsement of a concept design for the upgrade of Hamilton Street between The Strand and Durham Street in the City Centre and approval to proceed to further design development, stakeholder engagement, procurement and delivery.

RECOMMENDATIONS

That the City Future Committee:

(a) Receives the report "Hamilton Street Upgrade Concept".

(b) Endorses the concept design for the Hamilton Street upgrade to progress to next stages of design development, procurement and delivery to align delivery with the development of the Civic Whare, Exhibition and Museum (CWEM).

(c) Approves an overall cost envelope including contingency and other costs for the project of $7.625m against a current budget of $9.498m and notes that staff will come back to the committee if after completion of design and procurement this cost will be exceeded.

EXECUTIVE SUMMARY

2. In alignment with the opening of the TMoTP CWEM in mid 2028 and other key developments including Panorama Towers, Northern Quarter and the proposed Rydges hotel, changes are proposed to existing Hamilton Street between The Strand and Durham Street. The changes between Willow and Durham are required to align with the CWEM.

3. This project is a key priority in implementing the city centre movement framework and programme of planned city centre streetscape upgrades. The Hamilton Street road pavement is in very poor condition and requires a full upgrade – noting road repairs and maintenance have been deferred whilst adjacent development activities have been progressed.

4. An emerging concept has been developed with the following key features:

(a) One-way movement (from The Strand to Durham Street) consistent with the centre city movement framework as endorsed by the City Future Committee on 19 May 2026

(b) Retention of vehicle access to Kingsview apartments from Durham Street

(c) New bus stop and coach parking outside the Museum

(d) Retention of key on-street parking and loading bays (also noting Panorama Towers is scheduled to open in 2027 including 200 additional publicly accessible carparks), including retention of on-street angled parking outside Clover / Havanna and Foot Mechanics.

(e) Maximising footpath width on the southern side of the street, which receives the most natural light

(f) Tactical urbanism including landscaping

(g) Focus on delivering value for money through reuse of existing infrastructure where possible and optimising materials selection.

5. Early discussions on the concept are being held with key stakeholders including adjacent businesses and developers along the corridor.

6. Design of the corridor is being progressed in this current FY 2026/27 to enable construction of the Hamilton Street upgrade between Willow Street and Durham Street to be completed in advance of the opening of the exhibition centre and museum in mid 2028.

7. The general design concept is proposed to be similar to and consistent with the recently implemented footpath upgrades on Harington Street outside Northern Quarter.

8. Options for staging of construction are able to be further considered as part of the 2027-37 LTP prioritisation process.

BACKGROUND

9. The City Centre Movement Framework was endorsed by the City Future Committee on 19 May 2026 and is part of the City Centre Action and Investment Plan (City Centre AIP).

10. Hamilton Street is identified within the Framework as a key people-focused connection that supports movement between the city centre, the civic precinct, Wharepai Domain, surrounding developments and the waterfront.

11. The framework envisages Hamilton Street as a low-speed, pedestrian-oriented corridor that prioritises accessibility, walkability and integration with adjacent public spaces, while continuing to provide access to nearby parking and developments.



City Centre Movement Framework

12. Hamilton Street functions in collaboration with other streets in the City Centre precinct including particularly Durham Street, Harington Street, Willow Street and The Strand as a key connector, public transport route and business frontage. It is noted that the long-term form and function of

some of these adjacent streets is still to be defined, however the upgrade of Hamilton Street is planned to be future-proofed to accommodate potential changes on these adjacent corridors.

13. Hamilton Street is an important public transport route into the city centre, serving trips from Ōtūmoetai, Matua, Mount Maunganui and eastern suburbs. The Hamilton Street bus stop is anticipated to be a key stop servicing Te Manawataki o Te Papa.

14. Council has previously endorsed primary city centre public transport corridors and has invested in the city centre PT hub infrastructure on Durham Street.



City Centre Key Movement Plan from City Centre AIP

15. Hamilton Street plays an important role in supporting the broader transformation of the city centre, including connections to Te Manawataki o Te Papa, cultural facilities, public open spaces and its redevelopment is intended to complement major public and private investment underway across the city centre. Major redevelopment is currently occurring on both sides of the street.



CWEM Concept from Hamilton Street

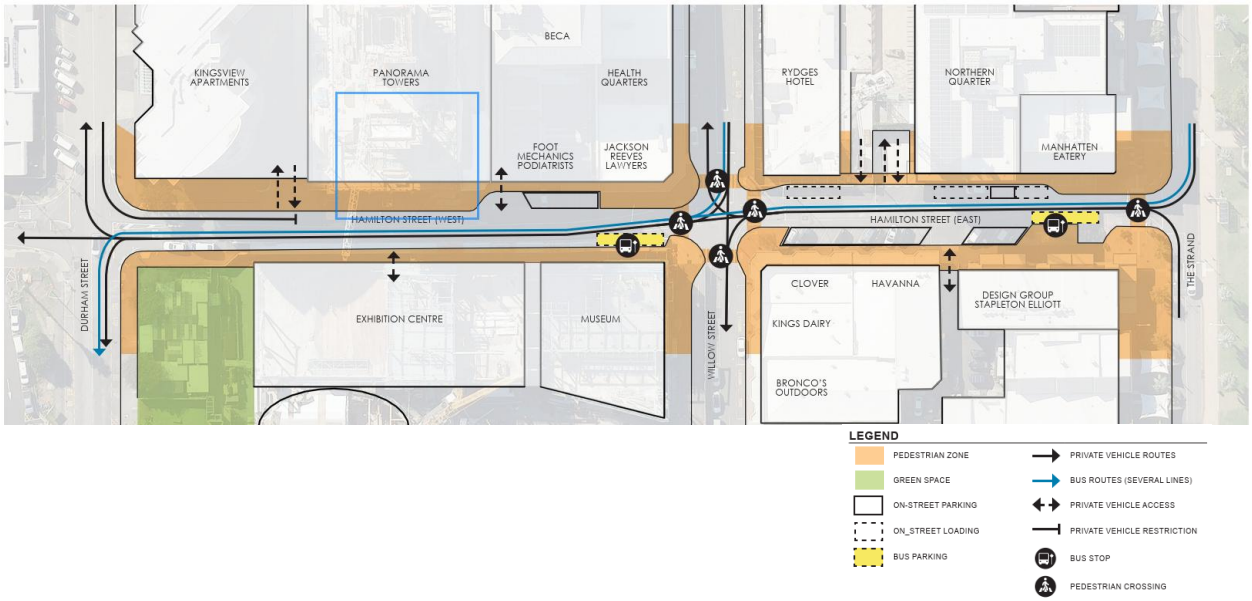


Panorama Towers Concept



Rydges Hotel Concept

16. Hamilton Street is currently operating as a one-way eastbound corridor since implementation as part of the city centre movement pilot in early 2024. Existing movements are as below:



17. The existing status of Hamilton Streets pavement is at end of life and due for significant rehabilitation. Renewal works have been deferred so that they could be coordinated with the various sites as they were completed which leads to a cost to Council and potential safety issues.







STRATEGIC ALIGNMENT

18. The proposed upgrades to Hamilton Street will contribute to the promotion or achievement of the following strategic community outcome(s):

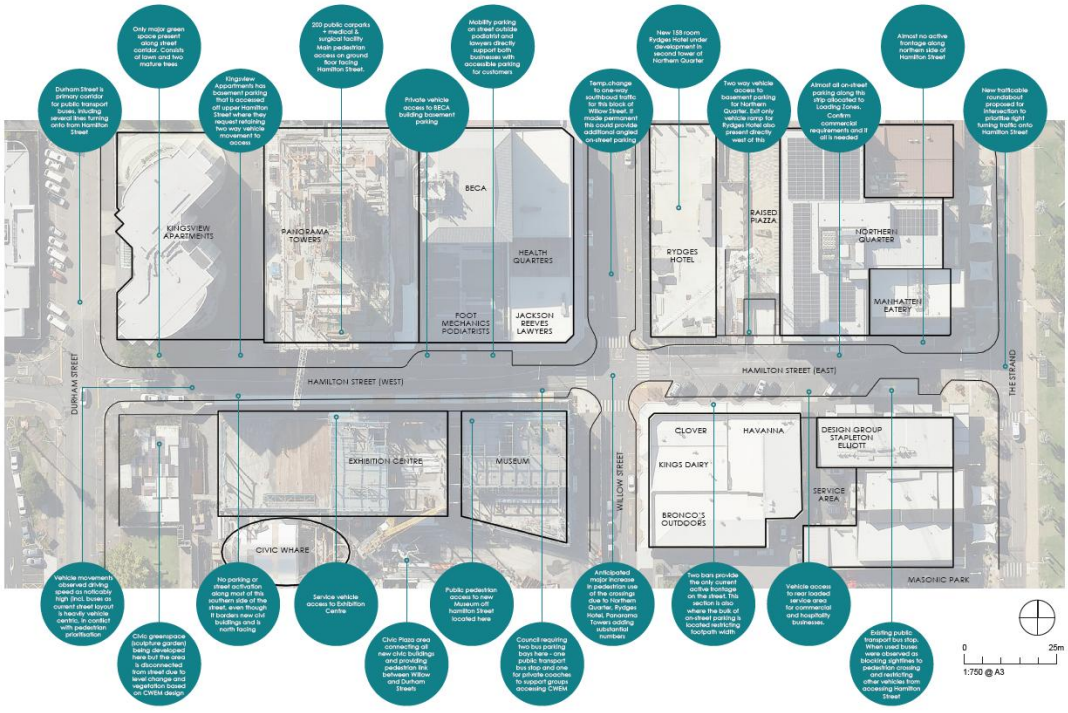
	Contributes
We are an inclusive city	✓

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

OPTIONS ANALYSIS

19. The upgrade is required to align with the programmed completion of the Civic Centre and there is benefit in aligning it with the completion of adjacent developments. The project intends to engage with the developers undertaking those development to explore opportunities for them to complete footpath works as part of their delivery – which enables optimisation of delivery timing and commercial outcomes, where council can make a contribution to the outcome (over and above the developers requirements) for reinstatement rather than fully funding the complete replacement and upgrade.

20. An assessment has been completed of current and anticipated functionality along the corridor and to identify potential opportunities to inform the concept. Key considerations include:



- **CWEM** to include two bus parking bays - one public transport bus stop and one for private coaches to support groups accessing the precinct. Civic greenspace (sculpture garden) being developed but the area is disconnected from street due to level change.
- **Panorama Towers.** Providing 200 public parking spaces and a medical and surgical facility, with the main pedestrian entrance facing Hamilton Street.
- **Kingsview Apartments** have basement parking that is accessed off upper Hamilton Street and have requested retaining two-way vehicle movement to access
- **BECA building** has private vehicle basement parking
- **Podiatrist and lawyers** on street parking directly outside including mobility parking - directly supports both businesses.
- **Willow Street**: Potential temporary change to one-way southbound traffic identified for Harrington to Hamilton block of Willow Street during Rydges construction. If made permanent this could provide opportunities for additional angled on-street parking on Willow Street and opportunity to further pedestrianise the Hamilton/Willow intersection.

- **Northern Quarter** Two-way vehicle access to basement parking, as well as exit only vehicle ramp for Rydges Hotel.
- **Rydges Hotel** under development in second tower of Northern Quarter including new 158 room hotel. Limited active frontage along Hamilton Street. Consent requires provision for loading bays on Hamilton Street
- **The Strand**: New trafficable roundabout proposed for intersection with The Strand to prioritise right turning traffic onto Hamilton Street.
- **Durham Street** is a primary corridor for public transport buses.
- **Existing public transport bus stop.** Current stops observed as blocking sightlines to pedestrian crossing and restricting other vehicles from accessing Hamilton Street.
- **Parking**: Currently 22 on-street parking spaces (incl. two mobility spaces) plus five loading zone spaces across three locations.
- **Clover and Havanna** bars provide the only current active frontage on the street. This section is also where the bulk of on-street parking is located restricting footpath width. No street activation along most of this southern side of the street, even though it borders new civic buildings and is north facing. Potential opportunity in this area for long-term on-street dining.
- **Hamilton Street Conditions:** Northern side generally colder and less sunny. Southern side more sunlight – difference will become further extenuated with additional high-rise buildings. Can become a wind corridor.
- **Vehicle movements** observed travelling at noticeably high speeds (including buses), as current street layout is heavily vehicle centric, in conflict with pedestrian prioritisation. Opportunity to design to reduce speeds.

21. Key design considerations include:
    - Retention of existing mobility parking
    - Retain the consented Rydges loading bays
    - Support two-way movements at the intersection with Willow Street (north)
    - Retain Kingsview parking access from Durham Street.
    - Ensure design including levels support the CWEM loading area, and access is retained throughout project delivery
    - Provide taxi, rideshare and cycle parking
    - Coordinate bus shelter design with the CWEM
    - Assess after-hours use of upper-level bus stops as loading bays.
    - Identifying value for money design and delivery options throughout the design process.

PROPOSED CONCEPT

22. An emerging spatial concept has been developed as below. This design seeks to address the key corridor issues and leverage some opportunities. Key features include:
    (a) Retain one-way movement (from The Strand to Durham Street) consistent with the centre city movement framework, which has been endorsed by Council, with the road width and alignment encouraging safe and appropriate speeds.
    (b) Maximising footpath width on the southern side of the street which receives the most natural light and mitigate wind effects through landscaping and corridor alignment changes.

(c) Retention of mobility parking, loading bays and key on-street parking. On-street parking retention proposed outside Clover/Havanna (noting opportunity in future to transition some of this area to potential on-street dining) and Foot Mechanics. Hamilton Street between The Strand and Durham Street currently has 22 on-street parks plus loading zones. The proposed revised concept would retain approximately 15 on-street parking spaces and 7 'loading zone' parking areas, in addition to 200 new public parking spaces within Panorama Towers.

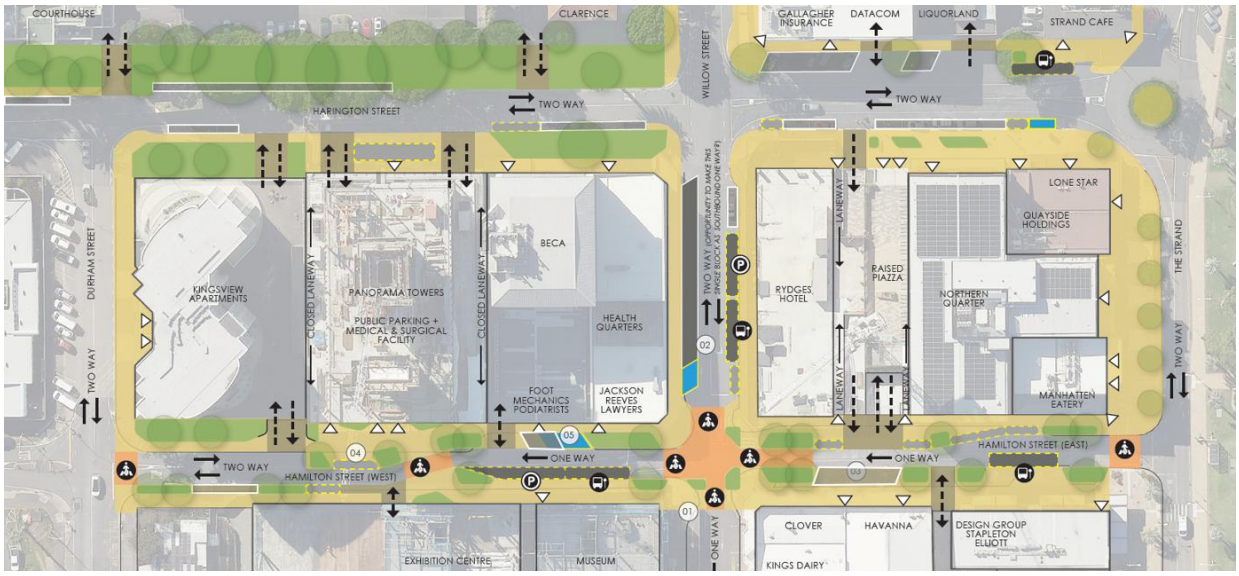
(d) Pedestrian focus at the Hamilton Street / Willow Street intersection and proposed pedestrian crossing facility between Panorama Towers and CWEM site as anticipated high demand pedestrian crossing points.

(e) Offline bus stops for both public transport network buses (x2) and coaches (x1). Propose to future-proof pavement in parking area outside Clover/Havanna as a potential future bus stop if future PT service demand requires additional bus stop infrastructure.

(f) Integration of 3-water utility renewals and upgrades

(g) Tactical urbanisation including landscaping – noting designs of these elements are yet to be developed.

(h) The general specification and treatment approaches for footpaths are intended to maintain consistency with the recently completed section of Harington Street adjacent to Northern Quarter while ensuring value for money.





Recently completed Harington Street upgrade

FINANCIAL CONSIDERATIONS

23. Funding for delivery of this upgrade was budgeted in the 2024/27 LTP within three areas:

    (a) City Centre Streetscapes - $83m programme across the 10 years to upgrade city centre streets

    (b) City Centre Waters Upgrades – budget allocation within activity renewals budgets

    (c) Te Manawataki o Te Papa – includes budget to deliver footpath replacement adjacent to the CWEM site to the existing kerbline between Willow Street and Durham Street.

24. Industry benchmarking of city centre streetscape upgrades in NZ in recent years is outlined below

Upgrade Type	Estimated Cost per m²	Typical Features
Modest Upgrade	$1,200–$2,000/m²	Basic concrete or asphalt paving, standard lighting, minimal landscaping, simple street furniture
Mid-Range Upgrade	$2,000–$3,000/m²	Decorative paving, improved lighting, trees and planting, upgraded furniture, minor underground works
Upscale Upgrade	$3,000–$4,500/m²	Premium materials (e.g. stone pavers), bespoke lighting, extensive landscaping, public art, integrated stormwater features, high-spec furniture

25. Budgeting for the Hamilton Street upgrade has been developed assuming a base cost of $1,500/m2. This compares with other Tauranga city centre upgrades and projects as below:

Upgrade	Date	Cost per m²
Durham St South	2019	$2,200
Wharf Street	2020	$3,139
Elizabeth St Linear Park	2023	$2,042
Elizabeth St East	2023	$2,884
Cameron Road Stage 1	2024	$1,135

26. The total funding sources to deliver the overall Hamilton Street Upgrade are outlined below:

Funding Source	Budget	Commentary & Status
Hamilton Street Upgrade – The Strand to Durham Street	$7,968,000	Previously within City Centre Streetscape programme in 2024-34 LTP. Included in draft 2027-37 LTP including

		20% descoping. Base estimate $6.86m + $1.1m contingency & escalation.
TMoTP works from CWEM building edge to existing kerbline	$1,250,000	Allocation within existing TMoTP budget for works immediately adjacent to CWEM between Willow & Durham including this section of footpath. Base estimate $780k + contingency.
Waters Upgrades	$280,000	Within waters activity budgets
Total	***$9,498,000***	

27. A budget of $500,000 is in the current FY 2026/27 to complete the detailed design.

28. A breakdown of the percentage component costs within the total delivery cost estimate is shown below to indicate what aspects of these types of projects form the greatest cost:

    (a) Road pavement, kerbs, signage and linemarking (~30%)

    (b) Utilities and Waters (~20%)

    (c) Footpaths (~20%)

    (d) Streetlighting (~10%)

    (e) Landscaping and street furniture incl. bus shelters (~10%)

    (f) Design and Professional Fees (~10%)

29. Renewing road carriageway areas is a significantly higher cost than footpath areas due to the road pavement needing to be suitable for anticipated vehicle load from buses.

30. Current revised project cost estimates are:

Element	Estimate
Construction Costs incl. Waters and CWEM works, Traffic Management & P&G Costs	$5,250,000
Contingency and Escalation (30%)	$1,575,000
Design, Construction MSQA and Internal TCC Costs	$800,000
Total Cost Estimate	***$7,625,000***

31. Council staff are recommending a budget of $7.625m is allocated to this project to deliver the full scope of works as per the above breakdown. This is against a currently allocated budget of $9.498m.

32. As part of consideration of the 2027-37 Long Term Plan, Council can consider delivery options to spread the cost of the improvements across the LTP period, including delivering full length (The Strand to Durham Street) – as per above cost profile, or to prioritise CWEM area (Willow to Durham) – requiring circa $4m in 2027/28, and deliver remaining section later in the LTP period.

33. To deliver as two separate sections with a delay in between would likely result in some additional overall costs with the most significant being in additional Preliminary and General and escalation. Depending on the length of the delay could add an additional 20% approx. to the cost of the project

34. Cost estimates have been developed on available information and based on a QS breakdown of construction costs and will be further refined as the project progresses. An updated cost estimate will be completed at the end of Concept Design stage and further refined at the end of Detailed Design.

RISKS AND LEGAL IMPLICATIONS

35. **Misalignment of delivery timing with adjacent development.** Construction of this corridor needs to be sequenced alongside construction and opening of other key sites, including Panorama Towers (opening 2027), CWEM (opening 2028) and Rydges hotel.

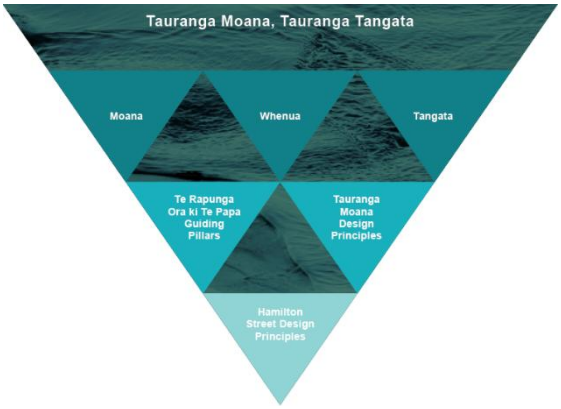
36. **Service programming and delivery.** Construction within a live transport corridor, alongside major adjoining developments, may disrupt the network, property access, businesses and public transport services. Mitigation will require coordinated staging, traffic management and regular communication with affected parties.

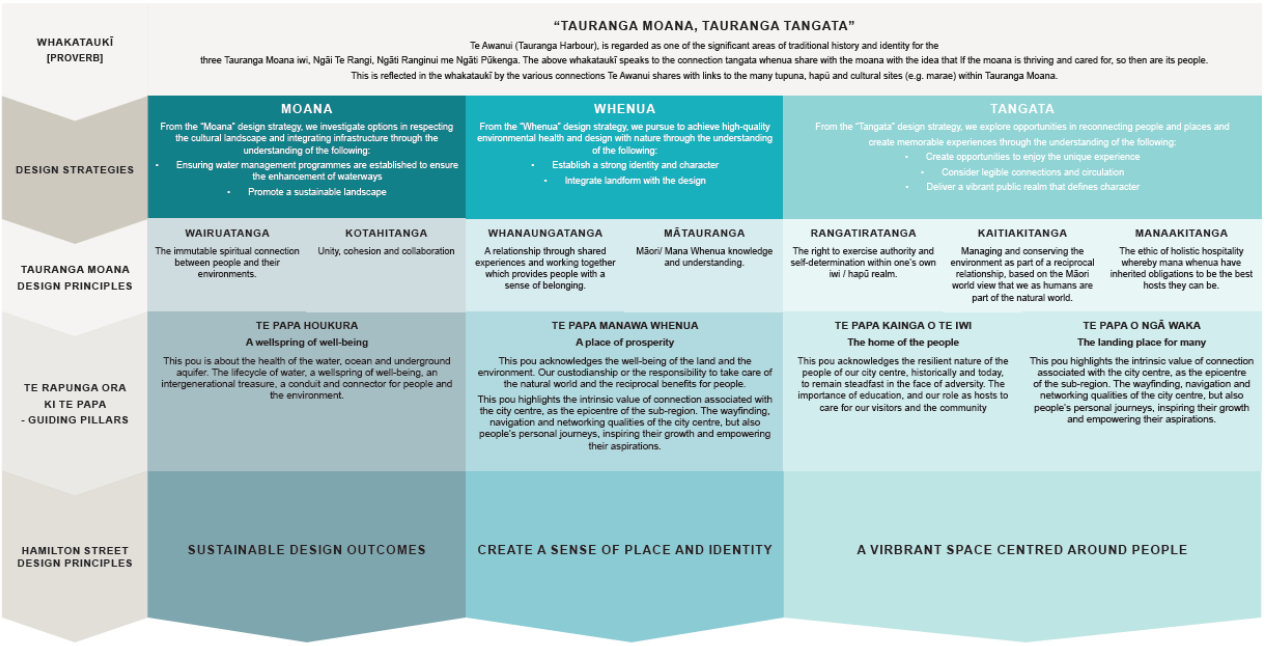
37. **Reputation and stakeholder confidence.** Parking changes, public transport disruption and intersection modifications may attract public concern. Clear decision-making, targeted consultation and ongoing engagement with mana whenua, businesses, residents and other stakeholders will be essential.

TE AO MĀORI APPROACH

38. The design is planned to be grounded in design principles developed in partnership with Tangata Whenua for the overall city centre development programme and Te Manawataki o Te Papa development.

39. A draft design framework has been developed incorporating the Tauranga Moana Design Principles and Te Rapunga Ora ki Te Papa Guiding Pillars.





40. The framework seeks an integrated approach that advances the social, economic, environmental and cultural aspirations of Tauranga Moana communities. As concept designs commence we will seek to further engage with mana whenua early.

CLIMATE IMPACT

41. Environmental conditions and limited green infrastructure along Hamilton Street are important design considerations.

42. New buildings on the northern side will shade much of the street and create cooler conditions on the adjacent footpath. The design should encourage pedestrian use of the sunnier, north-facing southern footpath beside the exhibition centre, museum and other civic amenities.

43. Tall buildings on both sides may intensify prevailing westerly winds, particularly toward the western end of the corridor. Trees and other landscape elements should be used to reduce wind exposure and improve pedestrian comfort.

44. The corridor currently has very limited trees, lawn and planted areas. The design would benefit from increased greenery, shade and amenity, and assess opportunities to incorporate rain gardens and other water-sensitive design measures.

45. Opportunities for low-carbon or sustainable construction materials will also be considered.

SIGNIFICANCE

46. 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.

47. In making this assessment, consideration has been given to the likely impact, and likely consequences for:

    (a) the current and future social, economic, environmental, or cultural well-being of the district or region

    (b) any persons who are likely to be particularly affected by, or interested in, the decision.

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

48. In accordance with the considerations above, criteria and thresholds in the policy, it is considered that the decision is of medium significance.

ENGAGEMENT

49. Taking into consideration the above assessment, that the decision is of medium significance, and that the proposed changes to Hamilton St have been signalled through the City Centre Movement Framework, officers are of the opinion that no further engagement is required prior to Council making this decision to endorse the concept.

50. During design development further engagement is planned. Staff intend to provide regular project updates and targeted communications and will hold stakeholder engagement sessions on the emerging design during the design development phase.

Click here to view the TCC Significance and Engagement Policy

NEXT STEPS

51. Subject to endorsement of the concept and approval of a cost envelope for the project, next stages of design development, procurement and delivery will be completed with a hold point if the final procured price is above the allocated cost envelope of $7.625m

52. Ongoing project progress and update reports will be provided via the regular Transport Major Projects update report to the City Delivery Committee.

53. The footpath adjacent to the CWEM site between Willow and Durham is required to be constructed as part of the TMoTP programme, and designs for this as part of the Hamilton Street upgrade are required by early 2027.

54. Detailed design for the corridor is programmed to be complete in the first half of 2027, with construction to be subsequently phased in alignment with other site development activities.

ATTACHMENTS

Nil

10 DISCUSSION OF LATE ITEMS

11 PUBLIC EXCLUDED SESSION

Resolution to exclude the public

RECOMMENDATIONS

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

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

General subject of each matter to be considered	Reason for passing this resolution in relation to each matter	Ground(s) under section 48 for the passing of this resolution
11.1 - Waste Strategic Direction - Council's Role in Tauranga's Waste System	s7(2)(b)(ii) - The withholding of the information is necessary to protect information where the making available of the information would be likely unreasonably to prejudice the commercial position of the person who supplied or who is the subject of the information s7(2)(h) - The withholding of the information is necessary to enable Council to carry out, without prejudice or disadvantage, commercial activities s7(2)(i) - The withholding of the information is necessary to enable Council to carry on, without prejudice or disadvantage, negotiations (including commercial and industrial negotiations)	s48(1)(a) - the public conduct of the relevant part of the proceedings of the meeting would be likely to result in the disclosure of information for which good reason for withholding would exist under section 6 or section 7
11.2 - Ohauiti - Transport Planning	s7(2)(h) - The withholding of the information is necessary to enable Council to carry out, without prejudice or disadvantage, commercial activities s7(2)(i) - The withholding of the information is necessary to enable Council to carry on, without prejudice or disadvantage, negotiations (including commercial and industrial negotiations)	s48(1)(a) - the public conduct of the relevant part of the proceedings of the meeting would be likely to result in the disclosure of information for which good reason for withholding would exist under section 6 or section 7
Confidential Attachment 4 - 9.1 - Marae Resilience and Emergency Readiness	s7(2)(c)(i) - The withholding of the information is necessary to protect information which is subject to an obligation of confidence or which any person has been or could be compelled to provide under the authority of any enactment, where the making available of the information would be likely to prejudice the supply of similar information, or information from the same source, and it is in the public interest that such information should continue to be supplied	s48(1)(a) the public conduct of the relevant part of the proceedings of the meeting would be likely to result in the disclosure of information for which good reason for withholding would exist under section 6 or section 7
Confidential Attachment 3 - 9.5 - Growth Planning - Western Corridor	s7(2)(b)(ii) - The withholding of the information is necessary to protect information where the making available of the information would be likely unreasonably to prejudice the commercial position of the person who supplied or who is	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

	the subject of the information s7(2)(h) - The withholding of the information is necessary to enable Council to carry out, without prejudice or disadvantage, commercial activities	withholding would exist under section 6 or section 7

12 CLOSING KARAKIA