



AGENDA

Ordinary Council meeting Tuesday, 12 May 2026

I hereby give notice that an Ordinary meeting of Council will be held on:

Date: Tuesday, 12 May 2026

Time: 9:30 am

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

**Marty Grenfell
Chief Executive**

Terms of reference – Council

Membership

Chair	Mayor Mahé Drysdale
Deputy Chair	Deputy Mayor Jen Scoular
Members	Cr Hautapu Baker Cr Glen Crowther Cr Rick Curach Cr Steve Morris Cr Marten Rozeboom Cr Kevin Schuler Cr Rod Taylor Cr Hēmi Rolleston
Quorum	<u>Half</u> of the members present, where the number of members (including vacancies) is <u>even</u> ; and a <u>majority</u> of the members present, where the number of members (including vacancies) is <u>odd</u> .
Meeting frequency	Three weekly or as required

Role

- To ensure the effective and efficient governance of the City.
- To enable leadership of the City including advocacy and facilitation on behalf of the community.
- To review and monitor the performance of the Chief Executive.

Scope

- Oversee the work of all committees and subcommittees.
- Exercise all non-delegable and non-delegated functions and powers of the Council.
- The powers Council is legally prohibited from delegating include:
 - Power to make a rate.
 - Power to make a bylaw.
 - Power to borrow money, or purchase or dispose of assets, other than in accordance with the long-term plan.
 - Power to adopt a long-term plan, annual plan, or annual report
 - Power to appoint a chief executive.
 - Power to adopt policies required to be adopted and consulted on under the Local Government Act 2002 in association with the long-term plan or developed for the purpose of the local governance statement.
 - All final decisions required to be made by resolution of the territorial authority/Council pursuant to relevant legislation (for example: the approval of the City Plan or City Plan changes as per section 34A Resource Management Act 1991).
- Council has chosen not to delegate the following:
 - Power to compulsorily acquire land under the Public Works Act 1981.
- Make those decisions which are required by legislation to be made by resolution of the local authority.

- Authorise all expenditure not delegated to officers, Committees or other subordinate decision-making bodies of Council.
- Make appointments of members to the council-controlled organisation Boards of Directors/Trustees and representatives of Council to external organisations.
- Undertake statutory duties in regard to Council-controlled organisations, including reviewing statements of intent, with the exception of the Local Government Funding Agency where such roles are delegated to the City Delivery Committee. (Note that monitoring of all Council-controlled organisations' performance is undertaken by the City Delivery Committee. This also includes Priority One reporting.)
- Consider all matters related to Local Water Done Well.
- Consider any matters referred from any of the Standing or Special Committees, Joint Committees, Chief Executive or General Managers.
- Review and monitor the Chief Executive's performance.
- Develop Long Term Plans and Annual Plans including hearings, deliberations and adoption.

Procedural matters

- Delegation of Council powers to Council's committees and other subordinate decision-making bodies.
- Adoption of Standing Orders.
- Receipt of Joint Committee minutes.
- Approval of Special Orders.
- Employment of Chief Executive.
- Other Delegations of Council's powers, duties and responsibilities.

Regulatory matters

Administration, monitoring and enforcement of all regulatory matters that have not otherwise been delegated or that are referred to Council for determination (by a committee, subordinate decision-making body, Chief Executive or relevant General Manager).

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1 OPENING KARAKIA

2 APOLOGIES

3 PUBLIC FORUM

- 3.1 Mr Anthony Ririnui - Submission on the Draft Annual Plan 2026/27, on behalf of Ngāti Hē Hapū Trust and the Maungatapu Marae community.

ATTACHMENTS

1. Ngāti He hapu Trust Submission to Tauranga City Council - A20213140 [↓](#) 



Submission to Tauranga City Council – Long Term Plan / Annual Plan

Ko te tāhūhū o ngā tīmatanga kōrero, he mihi whakahonore ki a Ihoa o ngā mano,

Tūāuriuri, whāioio ki te rangi me te whenua i te nui o tōna korōriatanga.

He kura i tangihia, he maimai aroha ki a rātou kua wehe atu ki tua o te ārai.

Moe mai, moe mai, moe mai rā.

E ngā rangatira, e ngā kaiwhakahaere, e ngā kaikōkiri kaupapa, tēnā koutou katoa.

Ko Mauao te maunga e tū whakahīhī ana i runga i tō tātou takiwā.

Ko Tauranga te moana e kawē nei i ngā kōrero tuku iho.

Ko Ngāti Hē te hapū e ū tonu ana ki ngā mahi o te marae.

Mai i Whareroa ki Maungatapu, puta atu ki Rangiaataua, koinei te kāinga o ngā tūpuna.

He uri ahau nō Ngāti Hē, e kawē nei i ngā mahi i runga i te aroha me te ngākau pono.

He mihi kau ana ki a koutou katoa e huihui mai nei i runga i te kaupapa o te rā.

Mā te mahi tahi, mā te ngākau pono, e koke whakamua ai tātou katoa.

Tēnā koutou i ngā āhuetanga o te wā,

1. Purpose

This submission is made on behalf of Ngāti Hē Hapū Trust to seek targeted investment in stormwater infrastructure upgrades that will materially improve:

- Flood resilience for the Marae and surrounding whenua
- Slope stability and land protection
- Water quality outcomes for Tauranga Moana

These matters are of immediate importance to Ngāti Hē given the direct and ongoing impacts of stormwater infrastructure constraints on our Marae, whenua, and harbour.

2. Context

Ngāti Hē acknowledges prior engagement and support from Council in relation to stormwater infrastructure within the Wikitoria Street and surrounding catchment.

However, current infrastructure capacity and configuration are no longer fit for purpose, particularly under increasing rainfall intensity and climate-driven events.

We have identified three priority areas where relatively targeted upgrades to existing Council assets would deliver significant resilience, cultural, and environmental benefits.

3. Priority Infrastructure Improvements

3.1 Wikitoria Street Pipe Upgrade (Asset ID: 82141012)

The existing pipe servicing Wikitoria Street is currently undersized, operating at less than a 2-year ARI capacity.

This results in:

- Frequent overtopping
- Stormwater flows spilling prematurely onto Marae grounds
- Inundation risks that current site drainage cannot adequately manage

Proposed Solution:

- Upgrade pipe (approx. 55m length) to minimum 450mm diameter
- Install a high-capacity inlet sump at the upstream end

Outcome Sought:

- Reduced flood risk to Marae
- Improved conveyance and system performance
- Better alignment with future rainfall intensity projections

Note:

While full upgrade through to outfall is an option, Ngāti Hē considers that targeted pipe upsizing at this critical section will provide meaningful improvement without requiring full network replacement.

3.2 Sports Club Stormwater & Slope Stability Improvements

Council has previously supported stormwater infrastructure and retaining works in this area.

However, uncontrolled stormwater discharge continues to contribute to slope instability, posing a risk to Marae land below.

Proposed Solution:

- Installation of low-profile kerb and channel collection systems
- Controlled discharge into a cutoff channel at the base of the slope

Outcome Sought:

- Improved slope stability and reduced erosion risk
- Protection of Marae land and assets
- More resilient stormwater management during peak events

3.3 Wikitoria Street Pump Station & Overland Flow Path / Treatment Swale

Ngāti Hē maintains a strong cultural and environmental obligation to protect the health of Tauranga Moana.

At present:

- There is limited defined overland flow path at the end of Wikitoria Street
- Overflow events result in stormwater traversing Marae grounds before entering the harbour
- There are known water quality concerns, including historical zinc exceedances at the outlet

Proposed Solution:

- Formalise an overland flow path away from Marae grounds

- Develop a dual-purpose treatment swale system to:
 - Manage excess flows
 - Improve water quality prior to discharge

Outcome Sought:

- Protection of culturally significant Marae land
- Improved stormwater treatment outcomes
- Reduction in contaminant loads entering Tauranga Harbour

4. Strategic Alignment

These proposals align strongly with Council's stated objectives around:

- Climate resilience and adaptation
- Infrastructure sustainability
- Environmental protection and water quality
- Partnership with mana whenua

They also reflect Ngāti Hē's role as kaitiaki, ensuring that infrastructure decisions today do not compromise future generations.

5. Key Requests

Ngāti Hē Hapū Trust seeks that Council:

1. Include funding within the Long Term / Annual Plan for investigation, design, and delivery of the above upgrades
2. Work in partnership with Ngāti Hē in the design and implementation of solutions
3. Recognise the Marae as critical infrastructure requiring enhanced protection
4. Incorporate nature-based solutions (e.g. treatment swales) where appropriate
5. Provide clear timelines and accountability for delivery

6. Closing Statement

The matters raised in this submission are practical, targeted, and achievable.

They represent an opportunity for Tauranga City Council to:

- Strengthen resilience for a valued community asset
- Improve environmental outcomes for Tauranga Moana
- Demonstrate meaningful partnership with mana whenua

Ngāti Hē Hapū Trust is committed to working constructively with Council to progress these solutions.

Nāku noa, nā



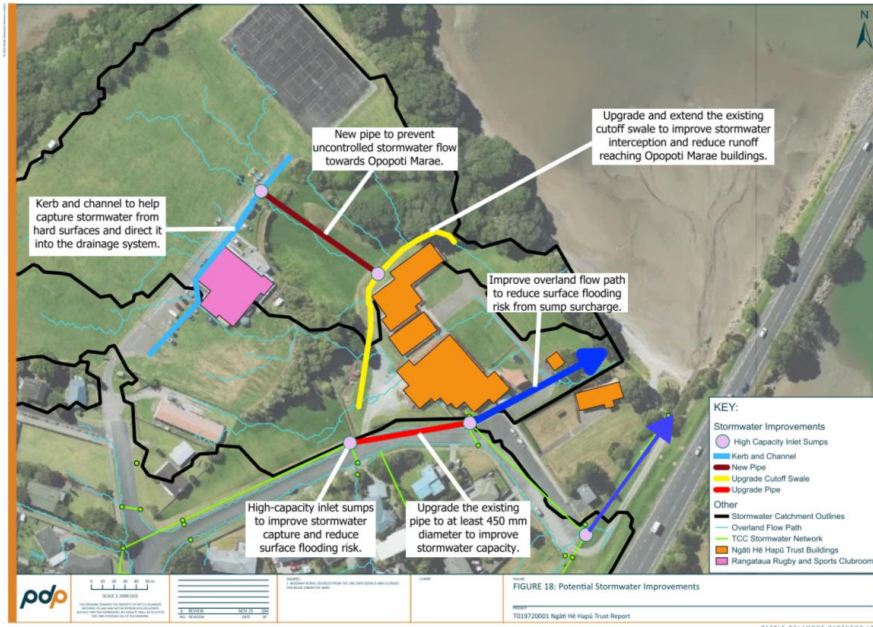
Anthony Rinui
Chair / Trustee
Ngāti Hē Hapū Trust

3.2 Mr Leigh Pettigrew - Closure of access to Mauao, the Surf Club and the boat ramp.

ATTACHMENTS

Appendix: Stormwater Improvements Map

Nil



4 ACCEPTANCE OF LATE ITEMS

5 CONFIDENTIAL BUSINESS TO BE TRANSFERRED INTO THE OPEN

6 CHANGE TO THE ORDER OF BUSINESS

7 CONFIRMATION OF MINUTES

Nil

8 DECLARATION OF CONFLICTS OF INTEREST

9 DEPUTATIONS, PRESENTATIONS, PETITIONS

Nil

10 RECOMMENDATIONS FROM OTHER COMMITTEES

Nil

11 BUSINESS

11.1 Badminton Multisport Centre

File Number: A19596423

Author: Ross Hudson, **Manager:** Strategic Planning and Partnerships, Spaces and Places

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

Please note that this report contains confidential attachments.

Public Excluded Attachment	Reason why Public Excluded
Item 11.1 - Badminton Multisport Centre - Attachment 1 - Financial Management Plan - BOP Badminton & Community Sports Facility	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.

PURPOSE OF THE REPORT

- To propose that Council confirms its commitment to invest in the Badminton Multisport Centre at Tatua Reserve and gives initial consideration to a capital co-investment of \$8m.

RECOMMENDATIONS

That the Council:

- Receives the report "Badminton Multisport Centre "
- Notes that a 'loan-funded opex grant' for the Badminton Multisport Centre at Tatua Reserve is considered unachievable if Council is to maintain a 'balanced budget'.
- Notes that funding for the project is currently allocated as capex and confirms its intention to invest at least \$5m of capex in the facility, with that funding to be available from 1st July 2028, and
- Requests staff to undertake financial and legal due diligence on the option to invest capex via a 'limited partnership agreement' with Bay of Plenty Badminton Trust, with Council as a co-owner of the building.
- Requests staff report to Council in September, following financial due diligence, on the option to increase the capex investment to \$8m in FY28, noting that a commitment at that level would enable construction to begin during FY27 using external funding.

The confidential attachment is to remain in the public excluded section to protect the commercial position of the person who supplied the information.

Attachment 1 can be transferred into the open not to be released

EXECUTIVE SUMMARY

- It is a long-standing ambition of Bay of Plenty Badminton to create a suitable home for the sport in Tauranga, to bring together the various clubs across Tauranga and the Western Bay and to grow the sport through training, structured leagues, informal 'pay to play' opportunities

and events. Bay of Plenty Badminton first approached Council circa 15 years ago, seeking a suitable parcel of land.

3. Badminton is a growing sport in the city and the wider sub-region with students consistently expressing a desire to participate in the sport when surveyed by Sport Bay of Plenty. It fits less well than some sports within the multi-use courts network due to bespoke lighting, wall colouring and air movement requirements and is often unable to secure the hours of peak-time use it would prefer due to the popularity of basketball and volleyball in particular. Several other cities and regions have dedicated badminton centres that run successfully, with North Shore and Rotorua being comparable examples.
4. On 23 November 2023, the Crown Commission agreed to grant the Bay of Plenty Badminton Facility Trust (Badminton Trust) \$5m towards the development of a Badminton Multisport Centre at Tatua Reserve on Newton Street. The facility, which is now designed and consented, will provide 8 dedicated badminton courts and two multi-use community courts. We are working towards a land lease agreement and agreement on the prioritisation of general community use of the multi-use courts.
5. The total project cost is estimated at circa \$16m. Apollo Projects were the contractor through the design and consenting phase, with the Badminton Trust now testing the market to ensure price-competitive delivery. The facility represents a cost-effective opportunity for Council to secure additional indoor court capacity with two additional multi-use courts and with the extraction of Badminton demand (equivalent to a further approximately 0.75 of a court) also freeing up space across the city's network of courts.
6. TECT has confirmed its commitment of \$5m towards the project. Charitable funding applications are underway that are expected to provide \$1m with private benefactors contributing \$1.5m. With the Crown Commission's commitment to \$5m, this leaves \$3.5m to secure.
7. Through the 2024-34 LTP, Council's investment was structured as a loan-funded opex grant, with a 10-year loan retirement. Since then, the following have given cause for consideration of additional and alternative funding options –
 - (a) Request from the Badminton Trust on the prospects and structure of a larger (\$8m) investment from Council that would secure timely delivery of the project.
 - (b) Opex and balanced budget pressure compromising the prospects of the 'loan-funded opex grant' option.
 - (c) Reconsideration of Level of Service and the application of Development Contributions to investment in the indoor courts network, in particular the potential financial benefits / value for money of capex investment in both the Badminton Multisport Centre and the Mercury Arena Expansion.
8. We now consider that a capex investment of \$8m is an option that could be considered for the following reasons –
 - (a) Accelerated delivery of the project, mitigating cost increases, increasing indoor court capacity, providing a long-sought after home for Badminton that will also be able to host national and international badminton events.
 - (b) Note also that Council is not being asked to make an ongoing operating cost contribution to the facility, so the capital investment is a one-off.
 - (c) If Council revises its Level of Service to 10,000 people per court to better reflect demand for indoor courts, then enabling early delivery of the facility and treating the two multi-use courts as part of Council's network would bring the network up to the new Level of Service. This would then enable the proposed Arena Expansion to access a greater sum of development contributions, with a realistic DC funding period. DCs would be applied to the Arena Expansion from 2032 once the Haumaru funding period concludes.

- (d) Provisional analysis suggests that under the option of an \$8m depreciated capex investment for the Badminton Multisport Centre and co-investment in the Arena Expansion, a value for money outcome is potentially achieved where 8 courts are delivered for \$14.7m of rates-funded capex versus 6 courts for \$12.7m.
- 9. More detailed financial modelling of options at \$5m and \$8m investment levels that account for Levels of Service and DCs and consider the combined effects of both Badminton Multisport and the Arena Expansion will be brought to the September Council meeting.
- 10. A 'loan funded opex grant' is now considered unfeasible if Council is to stay within its 'balanced budget' obligations. We have initial legal advice that proposes a simple 'limited partnership agreement' model where Council takes a co-ownership stake in the building as a viable means for Council to invest capex instead. With the proposed land lease and community access agreement, this appears to constitute a low risk, cost-effective means for Council to invest and secure access to the facility on behalf of the sporting community.
- 11. With TECT having committed \$5m and the project having building consent, construction could commence in FY27, with Council funding becoming available in FY28. This approach suits the indoor courts network from a Level of Service and network planning perspective and the overall sports investment programme (see Baypark & Sports Facilities Programme Sequencing report to this meeting) from both a Council investment and a delivery perspective, with the facility opening in FY28.
- 12. Council funding is currently allocated as capex with \$1.9m to be carried forwards from FY26 with the remaining \$3.1m sitting in FY28. Note that Council has already contributed \$619k of opex to the design and consent phases of the project.
- 13. We identify the following risks that would need to be mitigated through the proposed due diligence phase before Council confirmed its funding level and model –
 - (a) a final project cost and confirmation of external funding
 - (b) the extent of community access to the facility and a level of comfort with the operating model (see confidential attachment)
 - (c) the legal structure and any residual risks and set up costs of a capex investment
 - (d) indoor court levels of service and their translation to the DC policy
 - (e) indicative overall LTP sports facilities investment programme, including consideration of the Arena Expansion business case and Baypark programme
- 14. We propose undertaking the due diligence above before returning to Council in September.

STRATEGIC ALIGNMENT

- 15. 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	✓

- 16. The facility enables us to retain some geographical distribution in the courts network, complementing the hubs at Baypark and in the Avenues, supporting 'well-planned city' outcomes. It improves inclusivity by adding a dedicated badminton space and encouraging physical and social activity across badminton's ethnically diverse player base. The facility is expected to attract national and international badminton events.

OPTIONS / FINANCIAL CONSIDERATIONS

17. The table below summarises provisional estimates of the financial implications of investment options. Note that these estimates exclude any ongoing operational grant for the Arena and require due diligence by the Finance team, which would be undertaken before coming back to Council. As is noted above, we also intend to bring financial details on the potential financial benefits of combined investment options in the Badminton Multisport Centre and the Arena Expansion that account for revised Levels of Service and Development Contributions.

	Badminton Investment Options	contribution (\$m)	debt retirement (yr)	funding life total (\$m)	annual (\$m)	funding life total if not depreciated (\$m)	annual opex if not depreciated (\$m)	comment
1	loan funded opex grant	5.0	10	6.9	0.69	6.9	0.69	balanced budget issue, likely unachievable
2	capex	5.0	30	14.6	0.49	9.7	0.32	higher total, lower annual, project delayed
3	capex	8.0	30	23.3	0.78	15.5	0.52	higher total, lower annual, project delivered

18. Note that progressing capex decisions outside of the LTP process introduces a risk to Council’s overall financial flexibility through that process.

LEGAL IMPLICATIONS / RISKS

19. Legal implications depend on the investment approach adopted. Initial legal advice is that a simple ‘limited partnership agreement’ enables Council to enter into co-ownership of the facility with the Bay of Plenty Badminton Trust. Costs associated with this partnership approach would be relatively low. In combination with the land lease and a ‘community access agreement’ with appropriate annual reporting requirements should provide Council with sufficient certainty and rights in regard to its investment, whilst enabling the facility to be run by Bay of Plenty Badminton. Further due diligence is proposed should this approach be agreed as this Council has not used this model previously for this type of facility investment.

TE AO MĀORI APPROACH

20. Formal engagement with mana whenua will be undertaken through the notification of the intention to lease Tatua Reserve.

CLIMATE IMPACT

21. The facility will compromise the open space currently at Tatua Reserve and will have carbon emissions embedded in its construction materials. More positively, it will contribute to a distributed network of indoor courts which may reduce some vehicle movements.

CONSULTATION / ENGAGEMENT

22. Some engagement was undertaken by Bay of Plenty Badminton through the notified building consent process. The project formed part of the 2024 Long Term Plan, which was publicly consulted.

SIGNIFICANCE

23. 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.

24. 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.
25. In accordance with the considerations above, criteria and thresholds in the policy, it is considered that the proposal is of low significance.

ENGAGEMENT

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

NEXT STEPS

27. Depending on Council's resolution, due diligence on investment options.

ATTACHMENTS

1. **Financial Management Plan - BOP Badminton & Community Sports Facility - A20215216 - Public Excluded**

11.2 Baypark Implementation & Sports Programme Sequencing

File Number: A19834970

Author: Amanda Davies, Manager: Spaces and Places Project Outcomes
Ross Hudson, Manager: Strategic Planning and Partnerships, Spaces and Places
Alison Law, Head of Spaces & Places

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

PURPOSE OF THE REPORT

1. To propose a sports facilities investment programme to 2030 that takes advantage of co-investment from TECT, sequences the programme efficiently and with consideration to budget constraints and delivers significant court sport and aquatics outcomes for our current and future residents. The report also provides updated cost estimates for the Netball Multisport Centre as requested by Council in July 2025.

RECOMMENDATIONS

That the Council:

- (a) Receives the report "Baypark Implementation & Sports Programme Sequencing".
- (b) Agrees to proceed to the consenting and construction of the Netball Multisport Centre at Baypark and to increase the total capex allocation to \$19.4m, consisting of \$15.6m construction costs (including the central road and landscaping) and \$3.8m of risk and contingency, with TECT's committed contribution reducing these costs to Council by \$2m.
- (c) Endorses the proposed sequencing of the Sports Facilities Programme, including integrated and prioritised implementation of the Baypark masterplan, subject to confirmation of Annual Plan and Long Term Plan budgets.
- (d) Agrees to proceed with the design, consenting and pre-construction phases of the Baypark programme and allocates \$2m of capital investment in FY27 for that purpose, noting the offer of \$4m over the same period from external funding partners to the start-up stages of the Netball Multisport and Arena Expansion projects.
- (e) Allocates \$4m of capital investment in FY27 for the decommissioning of the existing Memorial Pools and the design and consenting phase of the Memorial Park Aquatics Centre, noting a further decision on the scale and phasing of the project is proposed for September 2026.
- (f) Agrees to defer \$1.94m of carried forward capex for the Badminton Multisport Centre to FY28, freeing up capacity in FY27 and agrees the carry forward of \$0.85m of capex for Baypark from FY26, offsetting the additional costs above, leaving \$3.21m to be added to the capex programme to enable recommendations (d) and (e) above.
- (g) Requests staff provide Council with refined cost estimates and a refined implementation programme to inform the Long Term Plan 2027-37.
- (h) Acknowledges the commitment from TECT towards the implementation of this programme.

EXECUTIVE SUMMARY

2. Opportunities for sport and recreation are essential to the wellbeing of our community and are clearly highly valued by Tauranga residents. Demand for the city’s courts and aquatics facilities continues to grow while investment has lagged. Netball has outgrown Blake Park and is stifling the growth of field sports and events there. The Haumarū courts are already at 91% capacity within a year of opening, despite the retention of the QEYC. Baywave receives over three times the number of leisure visits that would be expected of a facility that size.
3. With offers of co-investment from funding partners in the region of \$33m (depending on final scopes and costs), combined with potential development contributions of circa \$34m, Council has the opportunity to deliver a national scale courts and events hub at Baypark and a major new aquatics centre at Memorial Park for significantly less than the \$190m currently allocated in the Long Term Plan. This report proposes a sequenced investment programme over the coming financial years, delivering the Baypark projects in an efficient, integrated manner, utilising upfront partner funding to support Baypark and the aquatics centre through their design, consent and pre-construction phases and delivering on stakeholder and community expectations to provide future-proofed facilities while minimising the ratepayer burden.

Baypark & Memorial Aquatics	Current LTP funding stack	Indicative funding stack
Rates funded debt	\$158m	\$91m
DCs	\$17m	\$34m
Partner funding	\$15m	\$33m
Total	\$190m	\$158m

4. The table below gives an estimate of Council and external funding partner contributions for the proposed programme at Baypark and Memorial Park Aquatics Centre. Key assumptions are –
 - (a) Balance sheet and rates capacity – if the phasing below is considered unachievable financially, the proposed fallback option would be to defer the Memorial Park Aquatics Centre programme by a year.
 - (b) Netball Multisport – assumes the full contingency is required.
 - (c) Baypark Enabling Works – partial refinement of initial concept estimate, requires further analysis, but cost is not currently expected to increase.
 - (d) Arena Expansion – includes an indicative \$4m allocation for contingency and/or enhancements beyond the base ‘community courts’ model (such as event seating and event logistics improvements).
 - (e) Memorial Aquatics – assumes ‘indoor and outdoor’ concept with circa \$3m of savings from scope refinement and cost management.

	FY27 \$M	FY28 \$M	FY29 \$M	FY30 \$M	Total \$M
Netball Multisport	1.0	16.5			17.5
External funding	2.0				2.0
Baypark Enabling Works	1.0	8.0	4.0		13.0
External funding					0.0

Arena expansion			15.0		15.0
External funding	2.0	13.0			15.0
Memorial Aquatics	4.0	12.0	31.0	34.0	81.0
External funding		10.0	6.0		16.0
TCC total	6.0	36.5	50.0	33.0	126.5
External funding total	4.0	23.0	6.0	0.0	33.0

5. With regard to the aquatics centre, it would not be advisable to invest \$4m in FY27 if Council did not expect to follow through to the delivery phase from FY28 as this would create cost-escalation uncertainties. Council could make the \$4m allocation and then review the budgetary capacity over FY28 – FY30 in the context of emerging LTP scenarios in September before committing the full \$4m or deferring some funding by a year. Revised concepts and demolition of the current pools in FY27 could still occur under that scenario for circa \$1m. The conclusions of the review by the project Steering Group and revised business case can inform that decision, along with emerging LTP budgets.
6. The table below summarises the proposed capex (re)allocations in FY27 noted in the Recommendations.

Capex required to undertake design and consenting of Baypark and Memorial Park Aquatics in FY27	\$6m
Badminton Multisport capex carried forwards to FY27, to be deferred to FY28	\$1.94m
Baypark capex carry forward to FY27	\$0.85m
Residual additional capex requirement in FY27	\$3.21m

Arena Expansion

7. Demand for indoor court space has outstripped population growth. Council’s Level of Service of 13,000 people per court is considered too low. Sport NZ recommends 7,800 people per court including non-Council court use, which roughly equates for Tauranga to 10,000 people per Council court. At that Level of Service, which we propose Council considers amending its policy to through the Long Term Plan, the Council network requires at least six more courts by 2043 (and more if the Mount Sports Hall and QEYC were to close through that period). As has been noted previously, it generally makes financial sense for Council to invest ahead of growth to enable the application of Development Contributions (DCs). The Badminton Multisport Centre report to this meeting outlines how investment to enable construction of that facility over the next 18 months supports the application of DCs to the Arena Expansion.
8. A six-court expansion of the Arena by 2029 will have multiple benefits –
 - (a) provision of indoor courts to meet current and future community demand
 - (b) enabling more multi-court events and more non-sporting indoor events at Baypark
 - (c) an integrated sequencing of development of the Baypark site
 - (d) access to partner funding for up to 50% of the build costs and, indicatively, at least 25% of the costs recovered through DCs

9. A business case and geotechnical assessment are underway and we expect to be in a position to report back to Council with refined costs by September.

Netball Multisport & Baypark Sequencing

10. In July 2025, Council resolved to proceed with the detailed design and consenting phase for the Netball Multisport Centre and requested staff bring back refined costs and a delivery programme with the focus on value for money with a budget of \$15.34m (including the central road and landscaping).
11. Since that time, a cost and design review has been completed and we have worked closely with Tauranga Netball Centre, Ngā Pōtiki and Bay Venues on the design and pre-consenting processes. This has included targeted re-scoping and refinement of design solutions, along with early contractor involvement to test and price proposed construction methodologies and assumptions. As a result of this process, the updated cost estimate indicates that the project can be delivered for an estimated construction cost of \$15.56m (including the central road and landscaping), excluding risk and contingency. Project risks have been identified and quantified at \$1.9m through a quantitative risk assessment with an additional \$1.9m contingency. The TECT funding commitment of \$2m remains in place, offsetting the above costs. Further details on cost allocations are below under paragraph 24.
12. This cost estimate does not account for additional enabling works required for the wider Baypark site to function with the retention of Speedway and the proposed expansion of the Mercury Arena. These works include Truman Lane access improvements, Speedway pit area / carpark, Eastern Carpark and potential infrastructure upgrades. The Speedway pit area / carpark also delivers on the agreements with Speedway Racing Ltd. These works are budgeted for in the Long Term Plan (LTP). Paragraphs 14-15 explain the proposed sequencing of works further.
13. We expect to be able to deliver the full programme – Netball Multisport, Arena Expansion and the site enabling works – for significantly less than the \$60m of rates funded capex currently allocated in the LTP, in part through the co-investment offered by funding partners, in part through the application of development contributions to the Arena Expansion and in part through cost refinement and value engineering. We provisionally estimate \$36m of rates funded capex to be required to deliver the full programme.
14. Further consideration has been given to the sequencing of works on the site. Sequencing will preferably need to account for –
- continuity of existing activities and events such as Speedway through the construction period(s)
 - the loss of parking created by the Netball Multisport Centre and the need for laydown areas
 - commitments to Speedway stakeholders
 - the proposed early delivery of the Arena Expansion
 - opportunities for efficient, integrated and sequenced delivery of the programme
15. This leads us to the view that the detailed design, cost refinement and consenting of the Enabling Works package and the Arena Expansion are necessary next steps that should be undertaken in FY27 alongside the next stages of the Netball Multisport Centre. We propose that Council allocates \$2m in FY27, alongside \$4m from funding partners to complete the pre-construction phases of the programme.
16. It is important to note that funding partner offers to 'front-load' their investments are predicated on Council committing to deliver the projects and they are likely to require a 'clawback' clause in funding agreements to mitigate the risk of Council not following through to delivery. We envisage utilising the proposed Council investment in FY27 first in order to refine costs and allow consideration of the emerging LTP context before seeking a further commitment to construction to release the partner funding. We will inform funding partners of

Council's decisions at this meeting and continue to work closely with them as costs and programme are refined.

17. Netball and Speedway stakeholder expectations are also that Council follows through on its commitments. Any deferrals to delivery may meet some resistance. Tauranga Netball has not undertaken renewal works at Blake Park on the assumption that they are relocating.

Remainder of programme

18. The Financial Considerations section provides a comparison of the current capex allocations for the sports facilities programme with the proposed programme. We propose to report to Council with 'whole of life' cost modelling in September in the context of the formation of the LTP.
19. As is noted above, the proposed programme reduces the overall funding required versus the current LTP, and particularly the rates-funded component, in FY27 – FY31. This is important in itself, particularly in the context of financial pressures, but also because it provides budget capacity for the remainder of the Sports Facilities programme. Alongside the proposed programme above this would include –
 - (a) The upgrade of the Otūmoetai Pools
 - (b) Sequencing the development of the first phase of Pōteriwahi to align with budget capacity over the next five years – design and consenting, site access and enabling works, earthworks, growing in and settling of new sportsfields etc. can sensibly staged over that period.
 - (c) Delivering works at Blake Park once the Netball Centre has relocated
 - (d) Retaining capacity to support club facilities and continue to upgrade the existing active reserves network.
 - (e) Securing land for and then constructing new reserves and facilities in the Eastern and Western corridors.
 - (f) Making improvements to key spaces to enable more major events.
20. Next steps are focused on the design, cost refinement and consenting phases of the agreed programme.

BACKGROUND

Netball Multisport Centre cost refinement

21. The Baypark masterplan relocates Tauranga Netball from Blake Park to a new Netball Multisport Centre at Baypark to -
 - address parking issues at Blake Park
 - increase sports field capacity at Blake Park
 - provide for anticipated growth in demand for netball court space
 - provide for some all-weather play and a centre that can provide for more events
 - provide more outdoor court space for other court sports, when not used for netball
22. In July 2025, Council resolved to proceed with the detailed design and consenting phase for the Netball Multisport Centre and requested staff bring back refined costs and a delivery programme with the focus on value for money with a budgeted project cost of \$15.3 million.
23. Since that time, a cost and design review has been undertaken. This has included re-scoping and refinement of design solutions, along with engagement with an early contractor involvement (ECI) contractor to test construction methodologies and pricing assumptions. While the overall project scope has remained unchanged, several individual components have been amended to improve constructability and cost efficiency, including:

- (a) changes to the make and model of court lighting.
- (b) removing some internal fencing.
- (c) adjustments to court layouts
- (d) reduction in the length and width of the road; and
- (e) updates to the pavement design, supported by additional geotechnical investigations to confirm pavement thickness, and structure.

24. The project has an estimated construction cost of \$15.56m, with a further \$3.8m additional budget provided for risk and contingency, equating to an overall risk and contingency allowance of 25 per cent. Key risks of \$1.9m have been identified and quantified through a quantitative risk assessment (of the additional \$3.8m). The table below summarises the cost allocations.

Netball Multisport Centre			
Item	Cost Estimate - 14 July 2025 (\$m)	Updated Cost Estimate – 30 March 2026 (\$m)	Comment
Netball Courts	7.47	8.50	<ul style="list-style-type: none"> • Updated power supply costs, and lighting costs • Refined layout of internal and external fences • Undertook additional geotechnical investigations to inform the pavement design • Rationalised court layout to deliver same number of courts over smaller area • Reviewed and consolidated warm up areas • Includes allowance for construction administration and monitoring • Confirmed requirements with netball •
Cover 3 Courts	1.73	0.96	<ul style="list-style-type: none"> • Updated cost estimate received from supplier
Plaza and Landscaping	0.76		<ul style="list-style-type: none"> • Included in court costings
Permaloo		0.35	<ul style="list-style-type: none"> • Publicly accessible toilets at courts, additional to main building for afterhours public use of courts
Netball Building	4.01	3.98	<ul style="list-style-type: none"> • Scope and requirements confirmed with Netball • Total cost estimate includes consent fees and infrastructure requirements • Building has been simplified with revised estimated build price of \$3.3m (\$4,216/M²)
Central Road and landscaping	1.37	1.32	<ul style="list-style-type: none"> • Design has been refined • Additional geotechnical investigations undertaken
Escalation		0.45	<ul style="list-style-type: none"> • Escalation provision for multiyear project build
TOTAL	15.34	15.56	
Risk		1.90	<ul style="list-style-type: none"> • Based on QRA undertaken or project.

Contingency		1.90	
Total - including risk and contingency	15.34	19.36	

25. Key risks include geotechnical uncertainty within pavement areas, the potential for further cost escalation arising from global market conditions, and programme delays associated with a potential notified consenting pathway. The remaining provision is held as contingency to reflect the current level of design development. As the project progresses through detailed design, it is expected that these risks will be better understood and potentially mitigated, allowing the overall risk and contingency allowance to potentially reduce. Details on the principal risks are below:

- (a) **Geotechnical risk** – Ground conditions across the site are variable and inconsistent. This creates uncertainty around pavement performance and may require additional ground improvement in some locations. The extent of any additional works will not be fully known until construction is underway. A risk provision of \$760,000 has been allowed.
- (b) **Earthworks and fill disposal** – The project allows for surplus fill to be cut to waste and disposed of on adjacent Tauranga City Council land currently used by the Waters team, as well as through on-site landscaping. Work is ongoing to confirm the approvals required to dispose of material at the neighbouring fill site, This is also dependent on confirming a construction programme to confirm availability of fill site. A risk provision of \$146,000 has been allowed.
- (c) **Stormwater** – There is a risk that additional stormwater treatment requirements may be imposed through the resource consenting process. A risk provision of \$168,000 has been allowed.
- (d) **Power supply** – There is uncertainty regarding the extent of power supply upgrades that may be required, pending confirmation from Powerco. While initial advice has been provided by an electrical specialist, Powerco has recently implemented a new process that requires design assumptions to be confirmed. A risk provision of \$252,000 has been allowed.
- (e) **Price escalation** – Some cost escalation has been included in the current project estimates; however, these estimates were prepared prior to the current geopolitical situation in the Middle East, which is impacting the cost of materials and construction activities. A risk provision of \$613,000 has been allowed.

Enabling works, carparks and sequencing

- 26. The Netball Multisport Centre is one component of the broader Baypark programme. Wider site functionality and future proofing indicate a need to take a holistic approach to parking supply, Truman Lane access, site circulation, and sequencing of work to reduce disruption.
- 27. The updated costs above do not include additional carparking (Eastern Carpark), Truman Lane access or the Speedway pit area / carpark required to unlock the full potential of the site. Council requested further information about the Truman Lane entrance. Initial high-level costs are \$3.9 million. The benefits of this access include:
 - (a) Separating different site users (when multiple events are on) and improving access and circulation for buses, including enabling public transport enabling maximum utilisation of the site.
 - (b) Enabling quicker exit of the site after big events by having multiple entry and exit points.

- (c) Early delivery would limit disruption to Netball and the Arena when other construction is required (e.g. Arena expansion).
- 28. An estimated 1050 carparks will be removed from the Western side to accommodate the new Tauranga Netball Multisport Centre. Council has committed in its agreements with Speedway Racing Ltd that it intends to construct a new pit area / carpark on the East of the site. Early delivery of this would meet those expectations would also benefit the construction of the Netball Multisport Centre and long-term site plans by freeing up the central carpark and providing an additional overflow parking area (370 parks) when Speedway events are not on.
- 29. The proposed Eastern Carpark, adjacent to the new pit area/carpark would provide a further 354 carparks, with additional overflow parking retained. The table below shows the net parking provision on the site after the full programme of works is delivered. Events and site logistics modelling suggests this is sufficient, noting in particular that Netball and Speedway are generally across different seasons.

	Current Carpark Numbers	Post Development Carpark Numbers	Net Difference at completion of development	Comment
Western Carpark	1161	1161	0	No change
Netball Development Site	1050	0	-1050	Net loss of carparks with Netball development
Truman Lane Entrance	121	121	0	No change
Arena Carpark	628	628	0	No change
Arena South	200	0	-200	Net loss with Arena extension
New Eastern Carpark	0	354	354	Addition of new parking area
New Speedway Pits	0	370	370	Addition of new parking area
TOTAL	3,160	2,634	-525	

- 30. Successful functioning of the site, particularly in looking to realise its potential to host multiple events/activities simultaneously, will ultimately require the Truman Lane access, the Eastern Carpark and the Speedway pit area. If the Arena Expansion is to be delivered per option 1 above in addition to the Netball Multisport Centre, it is recommended that the carparking works are undertaken early in the programme to limit site disruption during and post facility construction. This would also ensure construction efficiencies, cost mitigation, site functionality and support a positive public experience once facilities open.
- 31. To minimise disruption and enable the site to function efficiently during construction, it is recommended that the Eastern Carpark, along with the pit area/carpark, is completed in advance of any Arena Expansion. This sequencing would assist in maintaining adequate parking provision and support Speedway operations during the construction period. These enabling works could be started while the Arena Expansion progresses through an estimated 12–18 month design and consenting process.

STATUTORY CONTEXT

- 32. Consenting will be progressed under the RMA as applicable at the time of lodgement.
- 33. Resource consents for the Netball Multisport Centre have not yet been lodged. A draft cultural impact assessment (CIA) has been received from Ngā Pōtiki, with finalisation pending confirmation of the project scope and deliverables. Matters raised through the draft CIA indicate that a limited notification consenting pathway may be required. The project team is currently working with Ngā Pōtiki to address these matters, with the objective of progressing the consent application towards a non-notified pathway where practicable.

STRATEGIC ALIGNMENT

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

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

FINANCIAL CONSIDERATIONS

- 35. The table below shows the indicative proposed total Capex (net of external contributions) across the LTP 2027-37 and compares to the current capex allocations. As is noted above, cost refinement and whole of life cost modelling is proposed to be brought to Council in September.

\$m	FY27	FY28	FY29	FY30	FY31	FY32	FY33	FY34	FY35	FY36	FY37	total
Current Programme	4.5	71.7	54.9	86.3	44.6	25.1	15.9	14.9	0.0	0.0	0.0	317.9
Baypark (combined) TCC	2.0	23.0	19.0									44.0
Memorial Aquatics TCC	4.0	12.0	31.0	34.0								81.0
Badminton Multisport		8.0										8.0
Otūmoetai Pool		3.5										3.5
Pōteriwahi	0.5	0.5	0.5	2.0	8.0	17.5						29.0
Wairakei - land and active reserve						13.0	12.0					25.0
Blake Park				1.0	11.5							12.5
Tauranga Domains / Events Upgrades								11.0				11.0
Active Reserve upgrades	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0	11.0

Merricks Farm + Tauriko West						1.0	18.0	4.0	6.0			29.0
Wairakei - Aquatics									1.0	28.0	26.0	55.0
Total	7.5	48.0	51.5	38.0	20.5	32.5	31.0	16.0	8.0	29.0	27.0	309.0
net vs current	3.0	-23.7	-3.4	-48.3	-24.1	7.4	15.1	1.1	8.0	29.0	27.0	-8.9

LEGAL IMPLICATIONS / RISKS

36. Legal agreements with Tauranga Netball Centre are underway in alignment with Council’s resolutions of July 2025. Remaining legal risks pertain to the consenting process as described above.

TE AO MĀORI APPROACH

37. Staff have been working closely Ngā Pōtiki. Other iwi and hapū are supportive of Ngā Pōtiki representing mana whenua for the project. The implications of the cultural impact assessment will be worked through with Ngā Pōtiki before resource consent is submitted, while Ngā Pōtiki will be involved with the ongoing work at the site in general.

CONSULTATION / ENGAGEMENT

38. Staff have been working closely Ngā Potiki, the Tauranga Netball Centre and Bay Venues through this process and will continue to do so through design and implementation.

SIGNIFICANCE

39. 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.

40. 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.

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

ENGAGEMENT

42. 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.

NEXT STEPS

43. Next steps include –

- (a) Confirm design, consenting pathway and lodge consents for Netball Multisport Centre.

- (b) Develop procurement approach and tender documentation for Netball Multisport Centre.
- (c) Undertake design, consenting and sequencing for the Baypark and Memorial Aquatics programmes.

ATTACHMENTS

1. **Attachment 1 - Baypark Masterplan (09 04 26) - A20113374** [↓](#) 
2. **Attachment 2 - Netball Multisport Location Plan - A20112525** [↓](#) 

11.3 Private Plan Change 40 - Mount Maunganui Golf Club Incorporated - Recommendation on Private Plan Change Request

File Number: A20114001

Author: Brent Musk, Intermediate Planner (Policy)

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

PURPOSE OF THE REPORT

1. This report seeks Council direction on a private plan change request to the Tauranga City Plan, lodged by Mount Maunganui Golf Club Incorporated, to rezone 11 Fairway Avenue, Mount Maunganui.

RECOMMENDATIONS

That the Council:

- (a) Receives the report "Private Plan Change 40 - Mount Maunganui Golf Club Incorporated - Recommendation on Private Plan Change Request".
- (b) Accepts, in whole, the private plan change request by Mount Maunganui Golf Club Incorporated in accordance with clause 25(2)(b) of Schedule 1 of the RMA, and approves that the request be notified as soon as practicable.
- (c) Delegates authority to the General Manager: Strategy, Partnerships & Growth to approve the notification of the request in accordance with the provisions of the First Schedule to the Resource Management Act 1991.
- (d) Adheres to Council's policy of full recovery of costs associated with processing the private plan change request: Private Plan Change 40 (PC40).

EXECUTIVE SUMMARY

2. Mount Maunganui Golf Club Incorporated (MGC) have made a request to change the Tauranga City Plan ('the request') to rezone land at 11 Fairway Avenue, Mount Maunganui.
3. The request seeks to have approximately 4,378m² of land near the western corner of the golf club rezoned from Passive Open Space Zone to Medium Density Residential Zone. Approximately 2780m² could be utilised for the purposes of medium density residential housing. The remaining land would be utilised for carparking, access and manoeuvring. This equates to a potential practical yield of up to 15 dwellings, and a maximum potential yield of 36 dwellings. MGC has also considered options for eight standalone dwellings.
4. The request sets out the reasons for the change and contains an evaluation report prepared in accordance with section 32 of the Resource Management Act 1991 (RMA). It also includes associated assessments of the environmental effects anticipated by the change, such as infrastructure capacity.
5. The request has been prepared to the point where it is now appropriate to consider how it will be dealt with. The level of information provided with the request is considered satisfactory to make this determination in that it sets out the effects the rezoning will have on the environment, the ways in which adverse effects may be mitigated, the benefits and costs and effectiveness of the request, and finally, the nature of consultation that has been undertaken.

6. It is recommended that the request be accepted in whole and is notified in accordance with Schedule 1 of the RMA. The statutory RMA plan change process includes notification, submissions, further submissions, hearing, recommendations, and decisions (and appeals, if relevant).
7. The request, along with supporting technical reports, is included as Attachment 1.
8. The request is for a private plan change, and therefore all costs associated with the request can be recovered from the applicant (including notification and any subsequent hearing).

BACKGROUND

9. The site subject to this request is located at 11 Fairway Avenue, near the western corner of the Mount Maunganui golf club, adjoining Mount Maunganui Intermediate School and the existing residential zone on Fairway Avenue. The site is shown in Figure 1.



Figure 1: Aerial Photo and Site Location shown in red dotted line

10. The site is currently zoned Passive Open Space Zone in the Tauranga City Plan. The site is currently vacant and an existing access track from Fairway Avenue runs through part of the site, which will need to be relocated.
11. The golf course requires a significant investment to enhance environmental and sustainability outcomes across the site, including considerations such as future water use, turfs, and course layout. The club's members have been considering options to ensure the long-term sustainability of the club. Planning has been undertaken by MGC to identify areas of land which are surplus to the golf course layout and operational requirement.
12. The request seeks to rezone land identified as surplus to the golf club's operational requirements to enable residential development, supporting the club's future use of the site, and provide housing capacity within an existing urban area.
13. A number of technical assessments have been provided with the request, that cover the key matters required to consider the plan change. At a high level the detail provided with this request sets out these matters to an acceptable standard and would be considered further as part of the notification, submissions, and hearings process.
14. There is potential maximum yield of up to 36 dwellings able to be realised on the site. Any future yield of four or more dwellings would also be subject to future resource consent requirements under the Tauranga City Plan.
15. MGC has considered a number of development options on the site. Based on the site's constraints in terms of the site shape, providing for carparking, access, manoeuvring, an

anticipated yield of 15 attached dwellings is reasonable for the site. MGC is also considering eight standalone dwellings.

- 16. As the site is currently held in one title, enabling up to three dwellings could be developed as a permitted activity if the plan change is successful, with additional dwellings requiring a restricted discretionary resource consent under the Tauranga City Plan.
- 17. The request seeks to adopt the Medium Density Residential Zone provisions in the Tauranga City Plan without amendments. The only changes to the City Plan would be to the ePlan maps to rezone the land.

STATUTORY CONTEXT

- 18. Tauranga City is a Tier 1 urban environment under the National Policy Statement on Urban Development (NPS-UD). Tauranga City Council (TCC), as a Tier 1 local authority, must satisfy the requirements of the NPS-UD with respect to providing sufficient development capacity within the city to meet the expected demand for housing in existing and new urban areas in the short term, medium term, and long term.¹
- 19. TCC does not meet the residential development capacity requirements set out in the NPS-UD in the short, medium or long term. This is set out in detail in the SmartGrowth Housing & Business Capacity Assessment.²
- 20. An evaluation report in accordance with section 32 of the RMA has been prepared and considers whether the content of the change request is the most appropriate course of action. This evaluation report is included as Attachment 1.

STRATEGIC ALIGNMENT

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

	Contributes
We are an inclusive city	<input type="checkbox"/>
We value, protect and enhance the environment	<input type="checkbox"/>
We are a well-planned city that is easy to move around	<input checked="" type="checkbox"/>
We are a city that supports business and education	<input type="checkbox"/>
We are a vibrant city that embraces events	<input type="checkbox"/>

- 22. Accepting the request directs housing growth to an accessible urban location, supports a compact urban form, and makes for an efficient use of infrastructure.

OPTIONS ANALYSIS

- 23. Requests to change a district plan can be made by any person under clause 21(1), Part 2, Schedule 1 of the RMA. They are not overly dissimilar to a council-initiated plan change but often fit a timeline more suited to the requestor and typically provide some type of private benefit. The ‘Plan Stop’ policy introduced by Government is addressed in paragraphs 29-30 in this report.
- 24. Figure 2 shows the existing City Plan Zones. Figure 3 shows the changes requested to the zoning for this site.

¹ Section 3.2 NPS-UD

² Housing and Business Capacity Assessment 2022 Summary, SmartGrowth, April 2023.

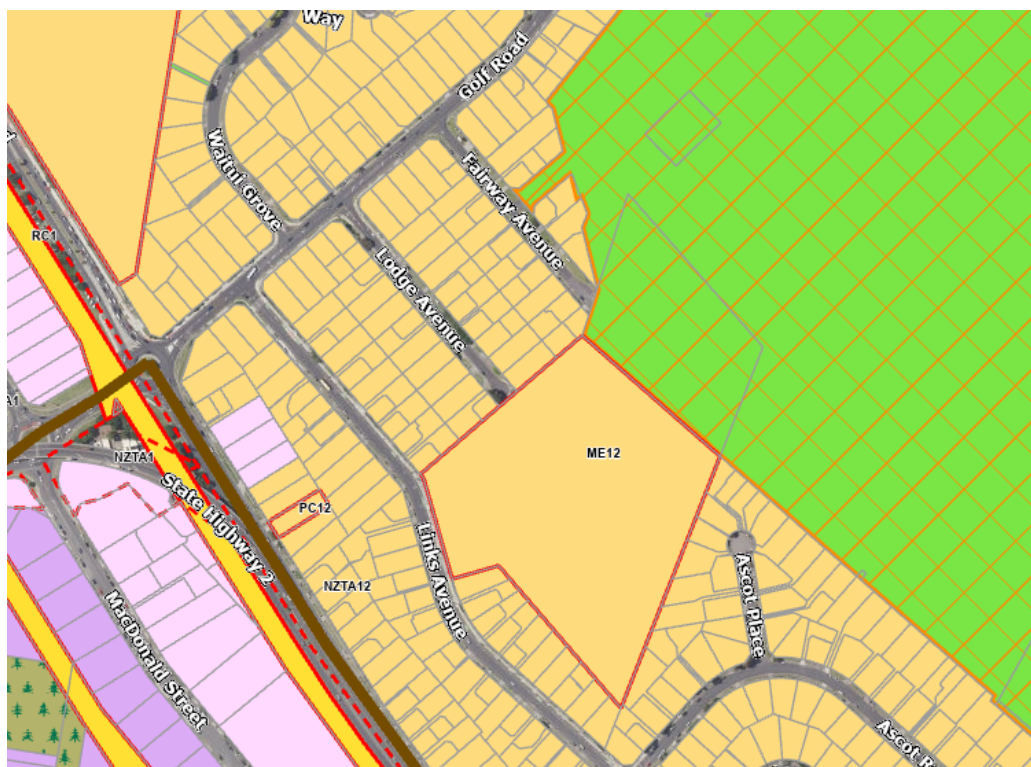


Figure 2: Existing City Plan Zoning

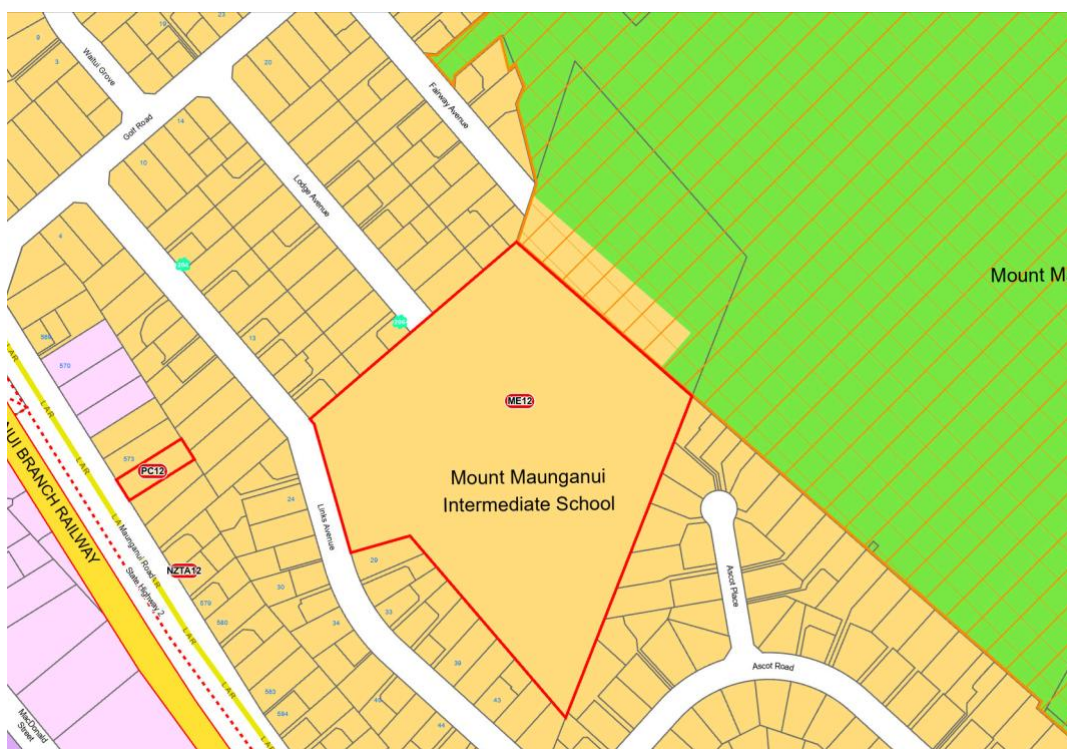


Figure 3: Proposed Changes to Zoning

25. Clause 25 of Schedule 1 of the RMA requires a local authority to consider the request and make a decision on how the request will be dealt with. The four options available to TCC under clause 25 include:

- To 'adopt' the request, or part of the request, as if it were a plan change made by the local authority itself;

- To 'accept' the request in whole or in part, in which case it remains a private plan change;
 - To deal with the request as if it were an application for resource consent; or
 - To 'reject' the request in whole or in part but only on the matters set out under paragraph 29.
26. The option to accept the request does not mean that TCC has approved the plan change. There is still the requirement to notify the request for submissions and then subsequently hold a hearing before recommendations are made and subsequently a decision to approve, approve with modifications, or decline the plan change occurs.
27. To determine which of these options should be progressed, it is appropriate to consider the information provided with the request, including the evaluation report prepared and any other relevant matters set out in the RMA. In this regard, the following comments are made:
- (a) Adopt the request, or part of the request – the request is dealt with as if it were a council-initiated, or public plan change. This option implies that TCC generally supports the change proposal (subject to the hearings process) and will bear the cost of managing the plan change from the date of adoption, including providing all necessary technical support for the hearing. In this instance the request relates to a discrete and confined area with private benefit. The request is not part of TCC's current policy work programme and while it is acknowledged that this request does seek to increase residential development capacity, the rezoning would be site specific and not have broader application across the city. The 'Plan Stop' policy introduced by Government is addressed in paragraphs 29-30 in this report.
 - (b) Accept the request – the request remains a private plan change, and it is notified in accordance with clause 26 (Notification timeframes) of Schedule 1 (RMA). All costs associated with the request (including notification and any subsequent hearing) can be recovered from the applicant. As noted above, the request has private benefit and relates to a discrete area of land.
 - (c) Convert plan change request to a resource consent – the request is processed under the relevant resource consent provisions of the RMA. Advancing this proposal as a resource consent would rely on the existing Passive Open Space provisions in the City Plan, which do not support the level of development being advocated for under the request proposal. Such an approach would not be efficient and would be unlikely to result in a positive outcome for the applicant.
 - (d) Reject the request – the request is considered to meet any of following grounds:
 - (i) The request or part of the request is frivolous or vexatious; or
 - (ii) Within the last two years, the substance of the request or part of the request
 - (1) has been considered and given effect to, or rejected by, the local authority or the Environment Court; or
 - (2) has been given effect to by regulations made under Section 360A³; or
 - (iii) The request or part of the request is not in accordance with sound resource management practice; or
 - (iv) The request or part of the request would make the policy statement or plan inconsistent with Part 5⁴; or

³ Power for central government to directly amend regional coastal plans for aquaculture by regulation

⁴ The core regulatory powers of the RMA that makes land use, subdivision, coastal activities, water use and discharges unlawful unless permitted or consented

- (v) In the case of a proposed change to a policy statement or plan, the policy statement or plan has been operative for less than two years.
28. None of the grounds set out above in paragraph 27 are considered to apply to this request. It is noted that the request includes an evaluation report that has considered the zoning options for the site. This work is supported by a series of technical assessments which have been reviewed by Council staff. It is considered that this request is in accordance with sound resource management practice and that rejection of the request is not appropriate in this instance.
29. In addition to the matters outlined above, it is relevant to note that a 'Plan Stop' was introduced by Central Government in July 2025 which largely stops councils from progressing plan changes to focus on the transition to the new resource management system. Councils can progress plan changes if those plan changes are either part of an exemption list or seek and receive permission from the Minister.
30. Private plan changes are specifically exempt from this policy as they are initiated by landowners/developers and costs can be recovered by councils. However, to be exempt from the 'Plan Stop' policy, private plan changes need to remain private. Councils cannot adopt them as a council-led plan changes without triggering the 'Plan Stop' and seeking an exemption from the Minister.
31. Accepting the request as a private plan change is the preferred option (Option b) above). This option recognises the potential advantages that can come from a rezoning outcome but also acknowledges that this request is confined to a specific land area with private benefits. This option also retains the ability for TCC to make a separate submission to this plan change if it is determined that further refinements would be appropriate.
32. Notwithstanding this, the information accompanying this request is considered to be in a form that is acceptable and includes an appropriate level of detail for the purposes of making this decision and for the public to understand the nature of the request and make submissions on the request if they choose.
33. Under this option, the default position is that MGC would be responsible for the costs of this process, in line with TCC policy being to recover staff time on processing this request. These costs will also include TCC responsibilities under the RMA to hear submissions and give a decision on the matter.

FINANCIAL CONSIDERATIONS

34. TCC policy is to recover costs associated with private plan changes as provided for in the RMA.

LEGAL IMPLICATIONS / RISKS

35. The risks associated with this plan change request sit primarily with the applicant. Whilst the outcome is of relevance to all parties, given it provides for housing, in this instance Council's risk is considered low as processing requirements are set out under the RMA and TCC's own Procedure and Process Manual.

TE AO MĀORI APPROACH

36. There is currently one iwi and two hapū who have an identified interest in the request. There are several iwi and hapū management plans lodged with TCC that are relevant to the planning and future development of the site.
37. Consultation and engagement associated with this plan change request is required by the RMA. This has been undertaken by the applicant as part of preparing their section 32 report which has involved ongoing efforts by the applicant with both iwi and hapū. No issues have been raised.

38. Schedule 1 clause 4A of the RMA also requires pre-notification with iwi authorities. This would be required to occur in the time between TCC accepting the plan change request and public notification.

CLIMATE IMPACT

39. Climate impacts and the effects of climate change are important considerations under the RMA, reinforced through national direction including the National Policy Statement on Urban Development and the recently released National Policy Statement on Natural Hazards.
40. The effects of climate change have been considered in terms of stormwater disposal for the request and the future platform level of dwellings. All relevant natural hazards have been considered in the request which takes into account climate change.
41. The request supports a compact urban form, is well serviced by both public and active modes of transport, and utilises an existing land resource supporting the reduction of carbon emissions.

CONSULTATION / ENGAGEMENT

42. Consultation and engagement associated with this plan change request is required by the RMA. This has been undertaken by the applicant as part of preparing their section 32 report as required by Schedule 1 of the RMA. If approved for notification further public input is enabled through the submissions, further submissions and hearings processes.

SIGNIFICANCE

43. 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.
44. 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.
45. In accordance with the considerations above, criteria and thresholds in the policy, it is considered that the decision is of medium significance.
46. This decision is considered to be of medium significance as it affects a defined but multiple-interest subgroup, not just individuals, is likely to attract some public and localised interest, and it would be procedurally and practically difficult to reverse, as it would require a formal plan change process.
47. Further, it is important to note that the statutory RMA plan change process provides an appropriate and proportionate engagement mechanism, which includes public notification, the ability to make submissions and further submissions, and the opportunity to be heard at a hearing.

ENGAGEMENT

48. Taking into consideration the above assessment, that the decision is of medium significance, it is recommended that the request is publicly notified. Public notification allows all interested parties to submit. All submissions would be considered at a Hearing.

49. Schedule 1 clause 4A of the RMA also requires pre-notification with iwi authorities. This would be required to occur in the time between TCC accepting the plan change request and notification.

NEXT STEPS

50. Pre-notification is to occur with the relevant iwi authorities in accordance with the RMA. This will include reviewing feedback from iwi authorities on this request and making any necessary changes to the request, in consultation with the application, prior to notification.
51. A decision on notification of this plan change request is required. Notification can then be completed in accordance with that decision and the requirements of Schedule 1 of the RMA. Whilst limited notification of the request is an option available under Schedule 1, public notification would be more appropriate, due to the nature of the request and its significance.
52. Following the submission and further submission process, the plan change request will proceed to a hearing and associated decision process.
53. During the submissions and further submissions process, approval will be sought from Council for the appointment of a Hearings Panel or an Independent Hearings Commissioner to hear and make recommendations on the Plan Change to Council. This will include whether there is elected member involvement as part of a Hearings Panel.
54. The decision to adopt the Hearing's recommendations will rest with Council following the hearing of submissions and receipt of the Hearing Panel or Independent Hearings Commissioner's recommendation report.

ATTACHMENTS

1. **Mount Maunganui Golf Club Incorporated Private Plan Change 40 Request - Final version - 02.04.2026 - A20218620** [↓](#) 

11.4 Papakāinga housing funding support

File Number: A20098854

Author: Keren Paekau, Team Leader: Takawaenga Māori
Anne Payne, 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 11.4 - Papakāinga housing funding support - Attachment 2 - Papakāinga projects overview - 31 March 2026	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.
Item 11.4 - Papakāinga housing funding support - Attachment 3 - Papakāinga projects map - 31 March 2026	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.

PURPOSE OF THE REPORT

1. To confirm Council's approach to distribution of the Papakāinga Fund, which aims to help reduce barriers to papakāinga housing development on multiple-owned Māori land.
2. The proposed approach has implications for the Grant Fund for Development Contributions on Papakāinga Housing.

RECOMMENDATIONS

That the Council:

- (a) Receives the report "Papakāinga housing funding support".
- (b) Approves distribution of the Papakāinga Fund as follows (Option 1A):
 - (i) Eligibility criteria to include threshold eligibility (meets definition of papakainga of Development Contributions grants policy, located in Tauranga City Council boundaries, appropriate governance arrangements and commitments, multi-dwelling project at detailed planning and consent stage), readiness to progress, readiness to build, funding use planning and resource consent services (including land use resource consent costs for enabling works & infrastructure); engineering and technical investigations; surveying and geotechnical work and reporting requirements.
 - (ii) Process to include an Expression on Interest (May / June 2026), senior staff Assessment Panel review EOIs against assessment criteria, refinement work by the Papakāinga Advisor and relevant technical staff with EOI parties assessed as meeting the criteria, resulting in staff recommendations for funding to the Assessment Panel and the General Manager Strategy, Partnerships and Growth, with final approval by the General Manager Strategy, Partnerships and Growth.
 - (iii) Any remaining balance being unallocated from the Papakainga Fund will rollover to the following financial year.
 - (iv) Release of the second tranche of the Papakāinga Fund budget, being a further

\$200,000, for the 2026/27 financial year, to be applied in accordance with resolutions (b)(i) to (b) (iii) above.

- (c) Approves changes to the Grant Fund for Development Contributions on Papakāinga Housing as follows (Option 2A):
- (i) Transfer budget to the Papakāinga Fund on an as-needed basis, ensuring an acceptable balance remains in the Grant Fund for Development Contributions on Papakāinga Housing to meet its purpose.
 - (ii) Reduce the proportion of development contributions funded from 100% to 50-75% (level to be determined subsequent to engagement process).
 - (iii) Receive an annual outcome and process review undertaken by council staff to ensure the aims of both funds are being achieved, and to improve the process over time.
 - (iv) Notes that staff will update the Grants for Development Contributions on Papakāinga Housing Policy, including undertaking appropriate engagement, for consideration and approval by Council on 21 July 2026.
- (d) Delegates financial authority to the Chief Operating and Financial Officer (COFO) to transfer the budget from the Grant Fund for Development Contributions on Papakainga Housing to the Papakainga Fund (on advice from the GM: Strategy, Partnerships & Growth).
[Resolution (d) only required if (c)(i) approved]
- (e) Notes that staff will provide options for continuation or otherwise of both funds (Papakāinga Fund and Grant Fund for Development Contributions on Papakāinga Housing) for Council consideration during the Long-term Plan 2027-2037 development process.
- (f) Notes that should the Papakāinga Fund continue post-2026/27, a guiding framework or policy will be developed by 1 July 2027 to ensure a structured and transparent approach to the fair distribution of this fund.
- (g) **Attachment 2** is to remain in the public excluded section as it contains confidential financial and other information relating to other parties.
- (h) **Attachment 3** is to remain in the public excluded section as it contains confidential financial and other information relating to other parties.
-

EXECUTIVE SUMMARY

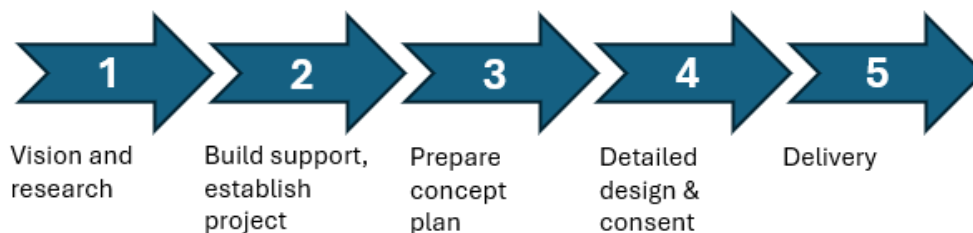
3. For the purposes of this report, 'papakāinga housing' refers to housing on multiple-owned Māori land. Establishing authentic papakāinga is viewed by tangata whenua as a source of wellbeing for whānau and the wider community.⁵

Context

4. Māori landowners face specific challenges to developing their land for any activity. These primarily arise from the land being multiple-owned (requirements to identify and contact all owners, to build consensus, and to establish collectively owned management entities), financing limitations (difficulty raising capital on land that cannot be sold, and for not-for-profit developments such as papakāinga housing), and lack of a significant asset base to leverage or offset risk related to development.

⁵ [Te Keteparaha mo ngā Papakāinga](#) (the toolkit for Papakāinga development)

5. The development steps for delivery of papakāinga housing, used throughout this report, are shown in the diagram below, which is taken from [Te Keteparaha mo ngā Papakāinga](#) (the toolkit for Papakāinga development):



6. Contextual information was provided to Elected Members through a staff briefing on 4 December 2025, updated extracts are provided as [Attachment 1](#) to this report.

Background

7. Over time, the Council has sought to support papakāinga housing development within the city by focusing on reducing barriers that are within the council's sphere of influence. These include navigating council processes, capacity and capability limitations, and financial barriers at most stages of the development process.
8. The Grant Fund for Development Contributions (DCs) on Papakāinga Housing was established in 2021, through the 2021-2031 Long-term Plan. This fund has a total value over six years to 2026/27 of \$3m, and:
- Can only be used to provide 100% subsidies for citywide DC costs on papakāinga housing developments. It operates on a first-come-first-served basis and has clear eligibility criteria within its underpinning policy.
 - Continues to be underutilised because developments are rarely able to raise sufficient funding to get to the build stage. By July 2026, it is likely that less than \$500,000 of the total \$3m six-year budget will have been distributed.
9. The Papakāinga Advisor role is a contracted part-time role established from existing operational budgets in mid-2023, to address gaps in current service delivery. The key focus of the role is to create a pipeline of papakāinga housing projects and stimulate progress to add housing supply on Māori land. The role requires a strong background in planning and construction on Māori land, and strong relationship building skills as it works closely with local Māori land entities. The Papakāinga Advisor is currently contracted for an average of 15-20 hours per month and has provided the project information included in this report.
10. Ongoing council staff support for papakāinga housing is provided particularly from Te Pou Takawaenga and the City Planning & Growth, Environmental Planning, and Building Services teams.

Direction from the current Council

11. In late 2024 – early 2025, several ward councillors attended hui and/or site visits with Māori land entities working to progress papakāinga housing projects in their constituencies.
12. Council established the Papakāinga Fund through the Annual Plan 2025/26, approving a total budget of \$400,000 in two tranches over two years (requiring a review prior to release of the second \$200,000 for 2026/27). This fund:
- Aims to work with Tangata Whenua to reduce barriers to papakāinga housing development, such as funding detailed design and technical reports – i.e. barriers faced earlier in the development process than the Grant Fund for DCs on Papakāinga Housing.
 - Staff delegation to approve expenditure from this fund was not considered at its establishment, as staff were directed to first develop criteria and a process for distribution of the fund. No distributions have yet been made from this fund.

13. On 18 November 2025, Council approved four priorities for development of the 2027-2037 Long-term Plan, including “delivering for our people: enabling housing”.
14. On 4 December 2025, staff briefed Elected Members on papakāinga housing development and a potential approach to allocating the Papakāinga Fund, including potential eligibility and assessment criteria. Direction from Elected Members has been incorporated into the proposed approach put forward in this report.

Proposed approach to distribution of the Papakāinga Fund

15. Assessment criteria for the fund have been refined, with review from Te Rangapū Mana Whenua o Tauranga Moana and Cr Rolleston. The criteria include specifications for eligibility, readiness to progress, readiness to build, how the funds may and may not be used, and accountability requirements.
16. In short, the Papakāinga Fund is proposed to be targeted to enabling larger-scale papakāinga housing developments to progress from concept plan (Step 3) to ‘shovel ready’ stage (Step 4), by providing funding for detailed design, technical reports and land-use resource consents for enabling earthworks and infrastructure. Enabling works and actual build costs, including building consent fees and DCs would not be eligible for the Papakāinga Fund.
17. The proposed process, including provisional assessment timeframes for the first round, is:
 - (a) Open invitations issued for expressions of interest (EOI) in applying to the Papakāinga Fund. For the initial round, EOIs would be requested by 22 May 2026 with a closing date of 19 June 2026.
 - (b) An Assessment Panel, comprising 3-4 senior staff from relevant disciplines and excluding the Papakāinga Advisor, to assess each EOI project against the criteria. Those meeting the criteria would proceed to the next step (by 3 July 2026 for the initial round).
 - (c) The Papakāinga Advisor and relevant technical staff to then work with EOI applicants that have met the criteria to clearly identify what type and level of support would be of most benefit in progressing their projects. Working together would also enable potential operational efficiencies to be identified and acted on to reduce costs for all involved. Recommendations for funding would then be made to the Assessment Panel and GM: Strategy, Partnerships and Growth (by 14 August 2026 for the initial round).
 - (d) The Assessment Panel and GM: Strategy, Partnerships & Growth would consider the recommendations, with final approval by the GM: Strategy Partnerships & Growth (by 28 August 2026 for the initial round).
 - (e) Staff-based assessment panel (excluding the Papakāinga Advisor) would assess each project against the criteria, and make allocation recommendations to the GM: Strategy, Partnerships & Growth for approval (by 28 August 2026 for the initial round).
 - (f) Approved allocations would then be distributed to successful applicants within one month of approval. Staff recommend that the GM: Strategy, Partnerships & Growth is delegated financial authority to release payments from the Papakāinga Fund.
18. Principles proposed for the Papakāinga Fund are that: the council has discretion over the amount approved for each successful application (not necessarily 100% of costs); allocations would be for gst-inclusive amounts unless the Māori land entity is gst-registered, in which case allocations would be gst-exclusive; and any unallocated fund balance at year-end would be rolled over to the following year.
19. Alongside approval of this approach, staff also propose that Council approves the 2026/27 Papakāinga Fund budget of \$200,000 so that it can be distributed within the initial funding round.

Papakāinga housing projects currently at concept plan stage: potentially eligible

20. The Papakāinga Advisor has identified five papakāinga housing development projects that aim to deliver a total of 61 new homes, which could be ready to build by early 2027. All five developments are at concept plan stage and are facing financial barriers preventing progress through the detailed design and land-use consent stages. Applications for funding for these professional services costs across all five developments are estimated to come to around \$842,000 (incl gst).
21. In the Papakāinga Advisor's view, and without pre-empting the EOI or assessment processes, these five developments are all potentially eligible for Papakāinga Fund support and would be ready to move once funding was received.
22. A summary of financial and timeline information for these five developments is provided as (public excluded) Attachment 2 to this report, and a map showing the location of the developments is provided as (public excluded) Attachment 3.

Proposed amendments to the Grant Fund for DCs on Papakāinga Housing

23. Staff are seeking Council approval to transfer sufficient budget from the Grant Fund for DCs on Papakāinga Housing to the Papakāinga Fund to meet approved Papakāinga Fund distribution in any given year. For example, if all five of the projects identified in (public excluded) Attachment 2 were approved and their Step 4 costs (professional services to move to 'shovel ready' stage) were fully funded, an initial transfer of around \$442,000 is anticipated to be required in 2026/27.
24. Staff are also seeking Council approval to reduce the proportion of citywide DCs that can be funded from this grant fund from 100% to 50 – 75%, with the exact proportion to be determined subsequent to engagement on proposed policy amendments. The rationale for this proposed reduction is to benefit a greater number of developments, to recognise that the council is now also supporting projects earlier in the process, and that the financial barriers are lower for smaller scale papakāinga housing projects.
25. To implement these changes, should Council approve them, the underpinning Grants for DCs on Papakāinga Housing Policy would need to be amended. Council staff would engage with key stakeholders, including Māori land entities and Te Rangapū Mana Whenua o Tauranga Moana, and bring the amended policy to Council for approval on 21 July 2026.

Longer term

26. Longer term, there is currently no budget for either the Grant Fund for DCs on Papakāinga Housing or the Papakāinga Fund post-2026/27. Both were funded from the Elder Housing Reserve.
27. Council staff recommend that options for continued support for papakāinga housing are considered through the upcoming Long-term Plan development process.

Next steps

28. If the Council approves the proposed approach outlined in this report, next steps would be:
 - (a) By 22 May 2026, council staff to invite expressions of interest (EOIs) for applications to the Papakāinga Fund. EOIs to be received by 19 June 2026, decisions confirmed by 28 August 2026, and approved funding – with associated terms and conditions – to be released by 25 September 2026; and
 - (b) Council staff to provide proposed amendments to the Grant Fund for DCs on Papakāinga Housing Policy to the Council for approval on 21 July 2026, following engagement with relevant parties.

BACKGROUND

29. Papakāinga is used to refer to housing on ancestral Māori land, but may also refer to other related activities such as kohanga reo, kura kaupapa, horticulture or agriculture, sports

and/or recreational areas, urupā etc. For the purposes of this report, 'papakāinga housing' refers to housing on multiple owned Māori land.

30. Over time, the Council has sought to support papakāinga housing development within the city by focusing on reducing barriers that are within the council's sphere of influence. These include navigating council processes, capacity and capability limitations, and financial barriers at most stages of the development process.
31. Support the council currently provides for papakāinga housing development includes:
 - (a) The Grant Fund for Development Contributions (DCs) on Papakāinga Housing, established in 2021/22 with a total value over six years to 2026/27 of \$3m. This fund can only be used to provide 100% subsidies for citywide DC costs and has clear eligibility criteria within its underpinning policy.
 - (b) The contracted, part-time Papakāinga Advisor role, approved in 2023/24, with a key focus of creating a pipeline of papakāinga housing projects and stimulating progress to add housing supply on Māori land. This role is currently contracted for 15-20 hours a month, around a third of the initial two years' contracts.
 - (c) Ongoing council staff support for papakāinga housing is provided particularly from Te Pou Takawaenga and the City Planning & Growth, Environmental Planning, and Building Services teams.
 - (d) The Papakāinga Fund, established by this Council for 2025/26 – 2026/27 with a total value of \$400,000 over two years. Further information on this fund is provided below.
32. Further information about development of papakāinga housing and the support currently provided by the council is provided in [Attachment 1](#).

Direction from the current Council

33. In late 2024 – early 2025, several ward councillors attended hui and/or site visits with Māori land entities working to progress on papakāinga housing projects in their constituencies.
34. Council established the Papakāinga Fund through the Annual Plan 2025/26, with a total budget of \$400,000 over two years. This fund's purpose is to help reduce barriers to building papakāinga housing within the Tauranga City Council area.
35. On 27 May 2025, Council resolved ([CO/25/14/18](#))⁶ to:
 - *'Allocate \$400,000 to establish a Council managed fund focused on assisting Tangata Whenua to progress papakāinga [housing] development, being \$200,000 in 2025/26 funded from the unapplied allocation of elder housing proceeds included in the 2024/25 budget, with a review before allocating a further \$200,000 in 2026/2027 also funded from the elder housing sale proceeds.*
 - *Approve staff also undertaking further work to identify the criteria on when and how the fund will be allocated to provide assistance for tangata whenua to overcome current barriers to develop papakāinga [housing].'*
36. Staff delegation to approve expenditure from the Papakāinga Fund was not considered at that time, and no funding has been distributed to date.
37. On 18 November 2025, Council considered the 2027-2037 Long-term Plan process (Agenda item 11.4), and approved "delivering for our people: enabling housing" as one of its four priorities that are to guide the Long-term Plan development ([CO/25/27/9](#)).
38. On 4 December 2025, council staff briefed Elected Members on a potential approach to distribution of the Papakāinga Fund. Direction from Elected Members following the briefing has been incorporated into the proposed approach presented for consideration in this report.

⁶ Council Minutes 26-27 May 2025 (page 14), Agenda item 11.6 m-n.

DISCUSSION

- 39. Elected Members have signalled their interest in the council providing targeted project-specific support to help remove barriers to getting papakāinga housing built, recognising that the council can influence only some of the barriers faced.
- 40. The Papakāinga Advisor, and other teams within council, support Māori land entities as far as possible to navigate their proposed papakāinga housing developments through to concept plan stage (Steps 1 – 3 of the papakāinga toolkit).
- 41. Council staff’s view is that the best use of the Papakāinga Fund will be to support multi-dwelling developments that have reached concept plan stage (Step 3) but are prevented from progressing to detailed design and consent stage (Steps 4 – 5) due to financial constraints.
- 42. This would ensure that the council’s focus is clearly on the areas that it can influence and which will provide the greatest benefit, as summarised in the table below:

Barriers encountered	Lead agency (solutions)	Challenge / Solution
Access to land	Māori Land Court	<i>Backlog</i>
Feasibility & concept design	Te Puni Kōkiri	<i>Fund exhausted</i>
Finance	Banks	<i>Criteria unachievable</i>
Technical reports incl land use resource consents	Māori land entity with potential TCC financial support.	Papakāinga Fund (proposal)
Detailed design	Māori land entity with potential TCC financial support.	Papakāinga Fund (proposal)
Civil construction works (e.g. enabling earthworks, transportation & utilities infrastructure)	Māori land entity (potentially MHUD)	<i>Financing</i>
Building consents	Māori land entity / Homeowner	<i>Financing</i>
Development contributions	TCC + Māori land entity / Homeowner	Grant Fund for DCs on Papakāinga Housing (proposal)
Home build	Māori land entity / Homeowner	<i>Financing</i>

Proposed approach to administration of the Papakāinga Fund

Assessment criteria

- 43. Council staff have refined the assessment criteria for the Papakāinga Fund, incorporating direction received from Elected Members following the December 2025 briefing. The assessment criteria have been reviewed by Te Rangapū Mana Whenua o Tauranga Moana and Cr Rolleston, and are outlined below:
 - (a) *Threshold eligibility (must meet all)* – papakāinga housing, as defined in the Grants for DCs on Papakāinga Housing Policy; located within TCC boundaries; appropriate governance in place; formal governance commitment made to progress; multi-dwelling project stage; project at Step 4 (detailed planning and consent) of the papakāinga toolkit.

- (b) *Readiness to progress (assessment considerations)* – early groundwork completed; clear barrier identified; funding will remove the identified barrier; ability for the project to progress once funding is provided.
- (c) *Readiness to build (priority considerations)* – credible pathway to construction; staged delivery approach where applicable; level of scale and impact; infrastructure considerations understood.
- (d) *Use of funds and accountability* –
 - (i) *funding to be used for:* planning and resource consent services (including land use resource consent costs for enabling works & infrastructure); engineering and technical investigations; surveying and geotechnical work.
 - (ii) *funding not to be used for:* civil construction works (earthworks, transportation & utilities installation to site); building consent fees; development contributions; house construction works; retrospective costs; general operating expenses.
 - (iii) Requirement to provide progress updates and outcomes reporting to the council.

Proposed approach – process, timelines and principles

- 44. Staff are now seeking Council approval of the following proposed approach to allocation and distribution of the Papakāinga Fund, with improvements to be incorporated into any funding rounds that may occur in the future.
- 45. The proposed process, with timeframes for the initial round, is outlined in the table below:

Initial Round Timeframe	Process
By 22 May 2026	Council staff call for expressions of interest (EOI) in applications to the Papakāinga Fund.
On 19 June 2026 (four weeks)	EOI period closes.
Provisional timing: by 3 July 2026 (two weeks)	<p>Assessment Panel – assesses each EOI against the criteria to identify which EOIs should proceed further.</p> <ul style="list-style-type: none"> • Assessment Panel to comprise 3-4 senior staff representing the planning, building and Takawaenga Māori teams. • The Papakāinga Advisor role will <u>not</u> be part of the Assessment Panel, as this role will support EOI parties throughout the process.
Provisional timing: by 14 August 2026 (six weeks)	<p><i>For EOI projects that have been approved by the Assessment Panel to proceed further:</i></p> <p>Papakāinga Advisor and other technical staff as required – work with EOI parties to ascertain the projects’ detailed requirements and assist wherever possible with progress towards achieving the Papakāinga Fund criteria.</p> <ul style="list-style-type: none"> • During this period, operational efficiencies are to be identified and taken up wherever possible, while also ensuring that the EOI parties continue to be empowered to lead and manage their projects (e.g. sharing information across projects*, or TCC commissioning or facilitating consultancy services from one provider on behalf of multiple projects). <p>* noting that Māori land entities already share some information, such as house designs, to achieve cost efficiencies.</p> <p>Papakāinga Advisor and technical staff make final</p>

Initial Round Timeframe	Process
	recommendations to Assessment Panel and GM: Strategy Partnerships & Growth.
By 28 August 2026 (two weeks)	<p><i>Final decisions:</i></p> <ul style="list-style-type: none"> Recommendations considered by the Assessment Panel and GM: Strategy, Partnerships & Growth, with final approval by the GM: Strategy, Partnerships & Growth. All applicants to be notified of their result.
By 25 September 2026 (four weeks)	<p>Approved Papakāinga Fund allocations released to successful applicants, with associated terms and conditions.</p> <ul style="list-style-type: none"> Delegated financial authority to the GM: Strategy, Partnerships & Growth to release payments from the Papakāinga Fund Successful applicants provide progress updates and outcome reporting to the council at specified frequency.
Early to mid-2027	Papakāinga Fund status update, including learnings identified to date, provided to Council through the LTP process.

46. Papakāinga Fund principles are proposed as follows:

- (a) Distribution from the Papakāinga Fund to be at the council’s discretion – amounts approved for individual projects may not fund 100% of eligible costs, particularly where the Papakāinga Fund is oversubscribed.
- (b) Allocations from the Papakāinga Fund will be for gst-inclusive amounts unless the applicant is registered for gst, in which case allocations will be gst-exclusive.
- (c) In line with the Grant Fund for Development Contributions on Papakāinga Housing, any remaining balance in the Papakāinga Fund at year-end will roll over to the following year.

Papakāinga housing projects currently at concept plan stage: potentially eligible

47. The Papakāinga Advisor has identified five developments for a total of 61 homes that are at concept plan stage (Step 3) but cannot proceed further due to financial barriers. Total costs to enable all five developments to proceed through to ‘shovel ready’* stage (Step 4) is estimated to be \$842,000 (incl gst).

** ‘Shovel ready’ means ready to proceed with civil construction (development site earthworks and installation of transportation and utilities infrastructure), including having the land use resource consents in place for these works.*

48. Building consent and development contribution costs, at an estimated total cost of \$791,000 and \$2.5m (incl gst) respectively, would then be required to reach ‘build ready’ stage for all five developments. The Papakāinga Fund is not proposed to be used for these costs, or for enabling infrastructure works.

- (a) Note that three of the five developments are for licence to occupy (LTO) homes. In these cases, the Māori land entity will develop the site only, enabling individual whanau to build their own homes which includes payment for enabling infrastructure works, building consent fees and development contributions. The ‘build ready’ timeframes also indicate the earliest dates, as each LTO homeowner will build as their personal circumstances allow.
- (b) A summary of relevant cost and timing estimates for these five papakāinga housing developments is provided as (public excluded) Attachment 2. These costs exclude costs already incurred to reach detailed the current detailed design stage, civil

construction costs, and costs to build the homes once the development site is 'build-ready'.

- (c) An aerial map showing the location of each development is provided as (public excluded) [Attachment 3](#).

49. The Papakāinga Fund is proposed to be a discretionary fund which would not necessarily cover full cost requirements. However, as a real-world example, if the 'Step 4' costs identified above were fully funded, the estimated \$842,000 required would be significantly greater than the \$200,000 currently available in the Papakāinga Fund.
50. Options available for Council's consideration include releasing the remainder of the Papakāinga Fund budget, and reallocating the remaining shortfall from the under-allocated Grant Fund for Development Contributions on Papakāinga Housing.

Proposed release of the remaining \$200,000 budget for the Papakāinga Fund

51. Council staff propose that the Council approves the second, 2026/27, tranche of \$200,000 budget for the Papakāinga Fund.
52. The information provided in this report (project-specific information, clear assessment criteria, proposed process and principles for allocation and distribution) is considered to provide Council with sufficient assurance that there is both the need for the funding and that robust guardrails will be in place to administer the Papakāinga Fund appropriately.

Proposed amendments to the Grant Fund for DCs on Papakāinga Housing

Proposed transfer to Papakāinga Fund

53. As noted in the supporting information to this report ([Attachment 1](#)), uptake of the Grant Fund for DCs on Papakāinga Housing has been low due to difficulties larger scale papakāinga housing developments face in getting to the build stage. There is currently just over \$2m in this Fund, and the final year's allocation in 2026/27 will bring that to just over \$2.5m.
54. However, this Grant Fund has proven very helpful for individual papakāinga housing developments and, in future, larger-scale developments (including some or all of the five discussed in this report) might apply to this fund if they can get to that stage of the process.
55. For this reason, staff suggest that any reallocation of budget from this fund to the Papakāinga Fund should be driven by identified need and should be formally approved independently from the Papakāinga Fund application approvals.
56. In the current case, the recommended transfer would initially be to address the estimated \$442,000 shortfall in the Papakāinga Fund for 2025/26 – 2026/27 (assuming the 2026/27 Papakāinga Fund budget of \$200,000 has been released).

Proposed reduction in proportion of DCs funded

57. A second consideration is that the Grants for DCs on Papakāinga Housing Policy currently specifies that 100% of DCs are funded for eligible applicants, on a first come first served basis. These principles were agreed when developing the approach with key stakeholders in 2021. With the additional Papakāinga Fund now in place, larger-scale developments are likely to proceed through to the building consent and development contribution stage, with a flow-on risk of over-subscription to the Grants for DCs on Papakāinga Housing Fund under the current Policy.
58. Council staff propose that the proportion of DCs funded is reduced from 100% to somewhere between 50% - 75% (exact proportion to be confirmed) for all applicants, with approvals still being on a first come first served basis. Rationale for this proposed reduction is to benefit a greater number of developments; to recognise that the council is now supporting Māori land entities earlier in their multi-dwelling papakāinga housing development process; and that the financial barriers are lower for individual or smaller papakāinga housing projects.

Policy update required

- 59. Proceeding with the proposed approach (enabling transfer of budget and reducing the proportion of DCs funded 100% to a lower amount) would require the underpinning Grants for Development Contributions on Papakāinga Housing Policy to be amended. Engagement with potentially affected parties would be undertaken by council staff before determining final draft amendments. Draft amendments would then be reported to Council on 21 July 2026 for approval. This timing is to enable the updated Policy to be approved before any transfer between funds was required.

LTP consideration of continued support for papakāinga housing

- 60. Currently, there is no budget for either the Grant Fund for Development Contributions on Papakāinga Housing or the Papakāinga Fund post-2026/27. Both were funded from the Elder Housing Reserve. Council staff recommend that options for continued support are considered through the upcoming Long-term Plan development process.
- 61. Should the Papakāinga Fund be extended through the Long-term Plan process, a guiding framework or policy will be developed and implemented by 1 July 2027 to ensure a structured and transparent approach to the fair distribution of this fund over time.

STATUTORY CONTEXT

- 62. Council support to help enable papakāinga housing development contributes to the core purpose of local government under the [Local Government Act 2002](#) (Part 2, Section 10(1)(b)), being to *'promote the social, economic, environmental and cultural well-being of communities in the present and for the future'*.

STRATEGIC ALIGNMENT

- 63. 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	<input type="checkbox"/>
We are a vibrant city that embraces events	<input type="checkbox"/>

- 64. Supporting development of papakāinga housing aligns with three of the council's community outcomes and primary strategies, including Tauranga Matarauui (an inclusive city), Tauranga Taurikura (a city that values, protects and enhances our environment), Tauranga – Tātai Whenua (a well-planned city) and Tauranga Ara Rau (a city we can move around easily) – through the SmartGrowth Strategy.

OPTIONS ANALYSIS

- 65. There two, potentially three, related but separate issues presented for Council's consideration as outlined below:

Issue 1: Approach to distribution of the Papakāinga Fund

- 66. **Option 1A (Recommended):** Approve the proposed approach outlined in this report, including the process, timelines, principles, release of 2026/27 Papakāinga Fund budget, and financial delegation to the GM: Strategy, Partnerships & Growth to release payments to successful applicants.

Advantages	Disadvantages
Enables prompt action to start the fund	Insufficient budget in the approved Papakāinga Fund of \$400,000 to fully

Advantages	Disadvantages
distribution process.	remove current financial barriers for all five developments identified as 'likely to be eligible'.
With the additional funding proposed under Issue 2, would remove financial barriers currently faced by the five identified 'likely to be eligible' developments.	
Aims of the Papakāinga Fund more likely to be realised, assisting progress for 61 new homes on multiple-owned Māori land within Tauranga City.	
Would help build trust between mana whenua and the council.	

67. **Option 1B:** Approve in part the proposed approach outlined in this report, directing staff to bring back advice on changes sought at the next available opportunity.

Advantages	Disadvantages
Opportunity to improve the proposed approach	Distributing the Papakāinga Fund would be later than proposed in this report, delaying progress on developments that are otherwise ready to proceed.

68. **Option 1C:** Do not approve the proposed approach outlined in this report, and provide staff with direction on how the Council wishes to proceed.

Advantages	Disadvantages
Opportunity to improve on the proposed approach	Potentially may slow down the council's ability to act.

Issue 2: Amendments to the Grant Fund for DCs on Papakāinga Housing

69. **Option 2A (Recommended):** Approve the proposed approach as outlined in this report to transfer budget from the Grant Fund for DCs on Papakāinga Housing to the Papakāinga Fund on an as-needed basis, ensuring an acceptable balance remains in the former to meet its purpose, and to reduce the amount of DCs funded from 100% to 50-75% (level to be determined through engagement process). To also undertake an annual outcome and process review to ensure the aims of both funds are being achieved and improve the process over time.

Advantages	Disadvantages
Enables larger scale papakāinga housing developments to proceed to 'shovel ready' stage, while balancing the need to retain a sufficient balance in the Grant Fund for DCs on Papakāinga Housing.	Reducing the proportion of DCs funded below 100% may create risk for developments that have budgeted at this level of funding and may face difficulties in finding alternative means of financing the shortfall.
Mitigates the risk of over-subscription to the Grant Fund for DCs on Papakāinga Housing (by reducing the proportion of DCs funded), as larger-scale developments will be enabled	Moving budget from the DC Grants Fund to the Papakāinga Fund may expose the council to greater risk of losing this funding if a project fails – as there tends to be greater

Advantages	Disadvantages
by the Papakāinga Fund to get to the building consent and DCs stage.	risk of project failure earlier in the project lifecycle.
Annual outcome and process review will mitigate risk of unintended consequences ('unknown unknowns') over time.	

70. **Option 2B:** Approve the proposed approach as outlined in this report on a one-off basis to provide additional funding if required to meet approved applications from the first EOI round and reduce the amount of DCs funded from 100% to 50-75% (level to be determined through engagement process). Review the benefits of this approach prior to a Council decision on a continuation or otherwise for the Long-term Plan by 30 June 2027.

Advantages	Disadvantages
Review would mitigate risk of unintended consequences that may become apparent through the initial round.	Uncertainty for Māori land entities with papakāinga housing developments earlier in the 'pipeline', more difficult to plan ahead with confidence.
	May not have sufficient data to make a 'go' / 'no go' decision for all years after the initial round of applications.

71. **Option 2C (Status Quo):** Do not approve the proposed approach to transfer budget from the Grant Fund for DCs on Papakāinga Housing to the Papakāinga Fund or to reduce the amount of DCs funded from 100% to 50-75% (level to be determined through engagement process).

Advantages	Disadvantages
	Most eligible papakāinga housing developments will be unable to progress to build-ready stage due to financial constraints.
	Aims of the Papakāinga Fund not met.
	Grant Fund for DCs on Papakāinga Housing will continue to be under-utilised, as developments will be unable to get to build-ready stage.

Issue 3: Financial delegation to approve budget transfer from the Grant Fund for DCs on Papakāinga Housing to the Papakāinga Fund

72. This issue will require Council's direction only if Option 2A or 2B above are approved.
73. If this is the case, council staff seek direction on where the Council wishes approval to transfer budget from one fund to the other should sit. Options include:
74. **Option 3A (Recommended):** Council delegates financial authority to the Chief Operating and Financial Officer to transfer budget from the Grant Fund for DCs on Papakāinga Housing to the Papakāinga Fund (on advice from the Assessment Panel with the approval of the GM: Strategy, Partnerships & Growth).

Advantages	Disadvantages
Creates a separation of staff duties by separating Papakāinga Fund allocation and	Elected Members do not necessarily have visibility of transfers from one fund to the

Advantages	Disadvantages
authority to release funds (GM: Strategy, Partnerships and Growth), from authority to transfer budget into the Papakāinga Fund from the Grant Fund for DCs on Papakāinga Housing (COFO)	other before a transfer is approved/made.
Financial delegation to staff remains at senior management level.	
Operational and governance efficiency – recognising that this is simply a transfer of budget from one fund to another, both of which have the same aims, and both of which are funded from reserves, so a transfer does not impact on rates.	

75. **Option 3B:** Council must approve any transfer of budget from the Grant Fund for DCs on Papakāinga Housing to the Papakāinga Fund (transfer amounts being recommended by the Assessment Panel and approved by the GM: Strategy, Partnerships & Growth).

Advantages	Disadvantages
Provides visibility of proposed transfers from one fund to the other before they occur, and to approve proposed transfers or not should this be deemed necessary.	Less efficient from both an operational and governance perspective, when this is a simple budget transfer from one reserve fund to another, both with the same aims and no impact on rates.

FINANCIAL CONSIDERATIONS

- 76. There are no major financial considerations from the recommendations in this report.
- 77. Both the Papakāinga Fund of \$400,000 by 2026/27 and the Grant Fund for DCs on Papakāinga Housing of \$3m by 2026/27 were established through the annual or long-term plan processes.
- 78. Both funds have the same overall aim of supporting papakāinga housing development in Tauranga city, and both are funded by the Elder Housing Reserve rather than through rates.
- 79. Council staff have worked closely with Māori land entities to identify and support papakāinga housing development projects. This has enabled clear identification of the project pathways and estimated costs, barriers to progress, and areas where the council might best target its financial support.
- 80. The recommendations in this report would enable both funds to be better utilised for their intended purpose of removing barriers to development of papakāinga housing in the city.

LEGAL IMPLICATIONS / RISKS

- 81. There are no legal implications identified for the recommendations in this report, with the Grants for DCs on Papakāinga Housing Policy changes ensuring alignment between the policy and the distribution of this fund.
- 82. There is a risk that the budgets established for these funds may be under-utilised if the recommendations in this report are not approved and no alternative distribution approach is agreed. However, the Council’s discussion of the issues and options presented should mitigate this risk.

83. There is a risk that the Grant Fund for DCs on Papakāinga Housing may be over-subscribed if larger-scale eligible developments can proceed to the build-ready stage as a result of support from the Papakāinga Fund. The proposal in this report to reduce the Grant Fund for DCs on Papakāinga Housing amounts payable to eligible applicants from 100% to somewhere between 50 – 75% (to be finalised) should mitigate this risk. This change would be included in engagement on proposed changes to the Grants for DCs on Papakāinga Policy, with final approval by Council, as outlined earlier in this report.
84. There is also a reputational and trust risk for the council in targeting the Papakāinga Fund to multi-dwelling projects at a specific stage of the development process (Step 4), as other Māori land entities trying to progress papakāinga developments may feel overlooked. Council staff and Elected Members can mitigate this risk through clear, fact-based communication, and a well-managed process.

TE AO MĀORI APPROACH

85. The recommendations made in this report align most closely with the following principles in the council's Te Ao Māori Approach:
- (a) Rangatiratanga – *mana motuhake* (self determination). The recommendations support Māori land entities to progress multi-dwelling papakāinga housing developments, enabling whanau to return to and live on their whenua. The Papakāinga Fund was established in 2025 in response to annual plan submissions seeking funding to assist Tangata Whenua to progress papakāinga on multiple owned Māori land. TCC's Papakāinga Advisor role has been in place for several years, providing active engagement with Māori land entities to understand and support their aspirations to develop papakāinga housing on their whenua. This work has enabled identification and support of a pipeline of papakāinga housing projects across city.
 - (b) Kaitiakitanga – stewardship of the natural environment. The recommendations support papakāinga development on multiple owned Māori land, which enables whanau to live on and actively care for their whenua.
 - (c) Wairuatanga – *mana atua & whakapono* (a well-grounded belief system that supports instinct and intuition in line with *whāia te tika*, the pursuit of the right way forward). The recommendations support greater connection to whenua by enabling papakāinga housing developments.
 - (d) Tūmanako – the objectives and aspirations of the community, *whai rawa/ōhanga* (financial sustainability, economic health and business strategy). The recommendations assist tangata whenua by reducing financial barriers, which improve their ability to progress multi-dwelling papakāinga housing developments. The recommendations contribute to 'levelling the playing field' slightly in terms of home ownership for tangata whenua, helping to improve wellbeing outcomes.

CLIMATE IMPACT

86. The recommendations of this report do not specifically contribute to the city's ability to adapt to climate change, reduce emissions, or enhance nature and biodiversity. However, the recommendations do promote economic and social sustainability for tangata whenua who would be enabled to return to and live in their own homes on their whenua.

CONSULTATION / ENGAGEMENT

87. Council staff have engaged with a range of Māori land entities over the past year to assist proposed papakāinga developments with advice and support. The Papakāinga Advisor has identified developments that would likely be able to progress to build-ready stage if their current financial barriers to detailed design and land-use consent were removed.
88. The assessment criteria have been reviewed by Cr Rolleston, and by Te Rangapū Mana Whenua o Tauranga Moana earlier this year.

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. In accordance with the considerations above, criteria and thresholds in the policy, it is considered that the decision (to approve the proposed approach to distribution of the Papakāinga Fund) is of low significance. This low assessment is influenced by the fact that this report seeks a redistribution of funds previously approved by Council resolution to be applied to papakainga housing, and to establish the processes for that distribution. The report does not seek a net increase in funding previously approved.

ENGAGEMENT

92. Taking into consideration the above assessment, that the decision (to approve the proposed approach to distribution of the Papakāinga Fund) is of low significance, officers are of the opinion that no further engagement is required prior to Council making a decision.

NEXT STEPS

93. If the Council approves the proposed approach outlined in this report, next steps for the initial Papakāinga Fund allocation would be:
- (a) Council staff to call for expressions of interest (EOI) in applications to the Papakāinga Fund by 22 May 2026.
 - (b) EOIs to be received by 19 June 2026.
 - (c) Papakāinga Fund decisions to be confirmed and all applicants advised by 28 August 2026.
 - (d) Approved funding, with associated terms and conditions, to be released by 25 September 2026.
94. Associated next steps for the Grant Fund for DCs on Papakāinga Housing would be:
- (a) Council staff to begin engagement with potentially affected parties (including Māori land entities and Te Rangapū Mana Whenua o Tauranga Moana) regarding proposed amendments to the Grants for DCs on Papakāinga Housing Policy as soon as possible following Council's decision at this meeting.
 - (b) Council staff to provide proposed amendments to the Grant Fund for DCs on Papakāinga Housing Policy to Council for approval on 21 July 2026.

ATTACHMENTS

1. **Papakāinga background - extracts 4 December 2025 - A20116853**  
2. **Papakāinga projects overview - 31 March 2026 - A20113165 - Public Excluded**
3. **Papakāinga projects map - 31 March 2026 - A20108224 - Public Excluded**

11.5 Funding Options for Tourism Bay of Plenty and Bay Venues 2026-27 Annual Plan Requests.

File Number: A20190848

Author: Kathryn Sharplin, Head of Finance

Authoriser: Craig Rice, Chief Operating and Financial Officer

PURPOSE OF THE REPORT

1. The purpose of this report is to present options for funding the additional grant requests from Tourism Bay of Plenty and Bay Venues Limited, and to identify the risks and implications of funding options.

RECOMMENDATIONS

That Council:

- (a) Receives the report "Funding Options for Tourism Bay of Plenty and Bay Venues 2026-27 Annual Plan Requests."
- (b) For Bay Venues agrees:
 - (i) to fund through rates additional operational grant for the 2026-27 Annual Plan of \$317,390 for facility painting and QEYC operations.
 - (ii) to an additional one-off loan funded grant of \$365,000 to fund the proposed investment in Leisure Management SaaS.
 - (iii) interest on the \$365,000 loan along with debt retirement over an eight-year period should be covered by rates at an annual rates requirement of \$61,138 to be funded through Council's debt arrangements.
- (c) For Tourism Bay of Plenty agrees
 - (i) to a one-off grant of \$235,000 to fund capital expenditure for fitout of the isite at Te Manawataki o Te Papa and development of a mobile isite using Airport surplus through the Airport Tourism Contestable Reserve.
 - (ii) to a one-off loan funded grant of \$150,000 to take total budget to \$450,000 to fund Our Place Tauranga brand expenditure
 - (iii) interest on the \$150,000 loan and debt retirement over a 10-year period should be covered by rates at an annual rates requirement of \$21,000 to be funded through Council's debt arrangements.
 - (iv) to fund through rates additional operating grant of \$93,000 for development of the city's digital visitor kiosk network and associated visitor and emergency information systems.

Either

- (d) Agrees the additional rates requirement from decisions above should be funded from a carry forward of unspent rates from 2025/26, with this funding either from additional rates surplus, or if that is not available from the reserve buffer agreed as part of the agreed rates funding to be carried forward to 2026/27.

OR

- (e) Agrees to increase rates for 2026/27 by \$493,000 which would be a rates increase for

the year of 7.7%.

- (f) Requests staff to report back on using Airport surplus to fund the full costs of establishing the Te Manawataki o Te Papa isite.
-

EXECUTIVE SUMMARY

2. On 21 April Council agreed to fund additional grant requests from Bay Venues and Tourism Bay of Plenty. These requests totalled \$1.46m. Staff were requested to report back on funding options. Subsequently staff have confirmed that \$300,000 had already been included in draft budgets for Our Place Tauranga brand expenditure, which reduces the additional budget required to \$150,000.
3. If all the CCO requests were funded from rates next year, the increase in rates from these decisions would be 0.5%, bringing the total agreed rates increase to 8%.
4. As an alternative to this rates increase, this report identifies options for funding some of the additional expenditure by means other than rates. Options include loan funding expenditure which has a longer-term benefit than one year, using surplus rates from 2025/26, and use of Airport surpluses where there is a direct benefit to tourism services that would provide a benefit to the Airport.
5. The considerations regarding Airport surpluses funding tourism expenditure in this report are consistent with earlier legal advice on the responsibilities of Council as an Airport Authority for Tauranga Airport. The Airport Authorities Act 1966 provides powers and obligations on the Airport Authority which are relevant to considering whether surpluses from the Airport can be used to fund tourism expenditure. The proposal to fund isite expenditure is consistent with earlier advice.
6. Rates would be required to fund interest and debt retirement on loan funding and operational grants sought by Bay Venues and Tourism Bay of Plenty totalling \$493,000. If added to the rates requirement this would lead to a total rates increase for the year of 7.7%.
7. Council has the option of increasing the rates requirement by 0.2% for the Annual Plan or agreeing to carry forward rates surplus to cover this amount. This could be funded by applying \$493,000 of the carry forward reserve of \$583,000 that was identified as a reserve to buffer for price volatility.

BACKGROUND

8. At the Council meeting on 21 April, in considering Report 1.1 Draft 2026-27 Annual Plan Update -April 2026, Council agreed to funding adjustments to reach a 7.5% rates increase for 2026/27. Part of the funding agreed was to carry forward rates surplus from the current year of \$3.2m including a reserve of \$583k for price volatility.
9. At the same Council meeting, Council agreed to requests from Bay Venues and Tourism Bay of Plenty totalling \$1.46m and requested staff to consider and report back on funding to limit the impact on rates.
10. The items approved were as follows:

Bay Venues Limited

- (a) Re-allocation of renewal funding to operating funding of \$271,000 (FY27) to ensure the planned annual facility painting programme continues.
- (b) \$46,390 per annum to support continued operation of the Queen Elizabeth Youth Centre facility.

- (c) A net annual rates impact of \$61,138 for interest and debt retirement from a request of re-allocation of \$365,000 (one-off amount) from renewal funding to operating funding to replace the end-of-life Leisure Management System. This will be loan funded over the 8-year life of the asset.

Tourism Bay of Plenty

- (d) \$450,000 (bridging year FY27 funding) contribution towards the implementation of the Our Tauranga Place Brand project. This has subsequently been reduced by \$300,000 which was already budgeted in the Annual Plan.
- (e) Improving the effectiveness, visibility and reach of the current isite visitor service programme through:
 - (i) \$150,000 contribution to isite fitout at the Te Manawataki o Te Papa site; and
 - (ii) \$85,000 for the new build of a versatile, mobile isite caravan.
- (f) \$93,000 funding per annum towards managing the ongoing development of the city's digital visitor kiosk network and associated visitor and emergency information systems

- 11. The full rationale for these proposals is contained in attachments to Report 11.5. to the 21 April Council meeting.

STATUTORY CONTEXT

- 12. These decisions form part of the development of the Annual Plan for 2026-27 as required under the Local Government Act 2002.

STRATEGIC ALIGNMENT

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

14.

	Contributes
We are an inclusive city	✓
We value, protect and enhance the environment	<input type="checkbox"/>
We are a well-planned city that is easy to move around	<input type="checkbox"/>
We are a city that supports business and education	✓
We are a vibrant city that embraces events	✓

- 15. The delivery of services through Bay Venues provides recreation and events across the community. Tourism Bay of Plenty promotes the region and events to support and grow the regional economy and businesses.

OPTIONS ANALYSIS

- 16. Council has options for funding the CCO requests from a combination of sources including additional rates in 2026/27, using rates surpluses from 2025/26, or using Airport surpluses where appropriate.

Implications and advantages and disadvantages of the various funding options are set out in the table below with an indication of the recommended extent of each option. The recommended approach is bolded in the table.

Funding options	Implications for rates and debt	Advantages	Disadvantages
Fund all CCO requests through rates in 2026/27	Additional rates cost of \$1.42m, which would be 0.5% of rates, leading to a total rates increase of 8% for 2026/27 Annual Plan	Additional revenue collected through rates recognises the cashflows of expenditure and is consistent with a balanced budget approach of collecting additional revenue to fund expenditure.	The rates increase would be 0.5% higher than if other funding options were used
Fund CCO requests through rates surplus in 2025/26	The total request is \$1.42m. Surplus of \$3.2m for 2025/26 has been confirmed, however, only \$583,000 of this has not been committed to other expenditure but was agreed to be held in a reserve. Operational funding requests are for \$410,390 (excluding the rates funding of debt and interest below)	The full amount of surplus rates collected from the community would be utilised on expenditure rather than requiring additional rates to be charged. There is sufficient rates surplus that was identified as a reserve for price volatility.	\$2.6m of the confirmed year-end rates surplus of \$3.2m has been committed to expenditure. The remaining surplus would cover a portion of the expenditure requested. However, there is a risk it would not be sufficient to cover all expenditure.
Fund appropriate tourism expenditure from Airport surpluses	Funding isite development of \$235,000 through airport surpluses	The investment supports visitor experiences in the city and previous legal advice has confirmed that isite expenditure is an appropriate use of Airport surpluses.	Airport surpluses currently offset debt and there may be an opportunity cost of funding alternative expenditure in the future.
Fund expenditure that provides benefit over several years from loan	Debt would increase by \$515,000 to fund SaaS and Our Tauranga Place brand Rates would fund interest and debt retirement of \$82,000.	Expenditure that provides benefit over a number of years is paid for over time.	Expenditure is not fully offset by revenue in the year which affects the balanced budget.

FINANCIAL CONSIDERATIONS

- 17. The Council has set a base Annual Plan for 2026/27 at a rates increase of 7.5%. This base includes utilisation of unspent rates in 2025/26. \$583,000 of the projected unspent rates was

not required to cover identified budget and was agreed to provide a reserve for price variability.

18. The funding of expenditure of an operational nature should be covered by operational revenue such as rates or user fees. Bay Venues charges users for its services and facilities. It has requested the additional funding to meet the projected shortfall after accounting for revenue based on its utilisation assumptions and proposed fees.
19. Three items offer long-term benefit through capital investment:
 - (a) Leisure Management SaaS,
 - (b) Our Tauranga Place branding, and
 - (c) isite capex.
20. Consistent with Council’s Revenue and Financing Policy this expenditure could be funded through loans retired over the expected life of the benefit. Where loans are raised, rates funding is required to cover interest and debt retirement.
21. A third funding option in relation to qualifying tourism expenditure is to utilise Airport surpluses. The use of Airport surpluses to fund tourist or visitor related expenditure is subject to the Airport Authorities Act 1966, and the assessment of benefits to the airport from the expenditure. In the past Council has funded tourism-related initiatives from Tourism Bay of Plenty using Airport surpluses where they are expected to increase visitors to the city. An earlier Council decision had supported use of Airport surpluses for Te Manawataki o Te Papa (TMoTP) based on an assessment of qualifying expenditure in terms of the benefit of additional visitors coming through the airport.
22. The rationale for such funding was that it was supported by an increase in visitor numbers through airport travel to Tauranga. The isite investment was identified as relevant expenditure for this funding source as part of TMoTP. Based on that earlier review, use of Airport surpluses for the proposed isite capex is appropriate. This would cover the requested grant for isite capex both at TMoTP and the mobile isite. It could also justify use of Airport surpluses to fund the full isite costs within TMoTP expenditure.
23. The Airport Tourism Contestable Reserve was set up to transparently show application of Airport surpluses. It has a balance of \$773,757 after removing the previously agreed funding arrangements for TMoTP.
24. Digital Wayfinding is proposed to support information to visitors and tourists managing the ongoing development of the city’s digital visitor kiosk network and associated visitor and emergency information systems. This expenditure could be funded from rates using a portion of the surplus carried forward or it could be reviewed in terms of qualifying for use of the Airport surplus.
25. The following table outlines each request and its impact on rates and debt using TCC funding options. The blue shaded entries vary from the table presented in Report 11.5 to 21 April Council meeting.

Matter	Recommended CCO option (\$)	Funding source	Rates impact (\$) <small>(proposed funded rates surplus 25/26)</small>	Debt impact (\$)
Bay Venues				
Facility painting	271,000	Rates from 2025/26 surplus	271,000 (FY27)	0
QEYC operations	46,390	Rates from 2025/26 surplus	46,390 per annum	0
Leisure Management	365,000	Loan/Rates	61,138 per	365,000

System			annum	
Tourism Bay of Plenty				
Brand implementation	450,000 Less \$300,000 already budgeted	Loans/Rates	21,000 (FY27) (debt retirement over 10 years) and interest	150,000
isite capital expenditure	235,000	Airport Surplus		235,000
Digital wayfinding network operations	93,000	Rates from 2025/26 surplus	93,000 per annum	0
Total	1,160,395		492,528	750,000

LEGAL IMPLICATIONS / RISKS

Using Airport Surpluses to Fund Tourism Expenditure

26. The Airport Authorities Act 1966 provides the following powers and obligations on the Airport Authority. Tauranga City Council is the Airport Authority with respect to the Tauranga Airport.
- An Airport Authority may improve, maintain, operate or manage an airport; and
 - Every airport operated or managed by an airport authority must be operated or managed as a commercial undertaking.
27. Council has received legal advice in the past on the question of whether funds from the airport activity can be applied to tourism related activities of Council. The advice confirms that the use of Airport surpluses for purposes that provide a direct benefit to the Airport would be lawful. In determining the appropriateness of using surpluses a number of factors have been considered including:
- Requirements of the Airport Authorities Act 1966.
 - Level of airport patronage from international and domestic tourism visitors.
 - Level of international and domestic (excluding local and regional domestic) visitors.
 - Estimated benefit to the Airport measured in terms of increased passengers.

Using the Reserve Buffer Associated with Rates Surplus to be Carried Forward

28. There is a risk that the level of rates surplus proposed in the 21 April 2026 Council report is not achieved. If this surplus was not available then expenditure not rated for in 2026/27 would be covered by debt for the year.
29. The redirection of carry forward rates from the proposed reserve buffer would reduce the flexibility to respond to ongoing higher costs of fuel and materials as a result of the ongoing Middle East conflict.

TE AO MĀORI APPROACH

30. Bay Venues and Tourism Bay of Plenty as Council's CCOs consider Te Ao Maori in their approach to operations and decision-making and would be expected to do so with these areas of expenditure.

CLIMATE IMPACT

31. These areas of expenditure do not directly impact climate, however Tourism Bay of Plenty actively promotes the region including its natural environment. Bay Venues has regard to resilience of assets in its operations.

CONSULTATION / ENGAGEMENT

32. No consultation is proposed in considering the funding of additional expenditure as requested by the CCOs.

SIGNIFICANCE

33. 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.
34. 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.
35. In accordance with the considerations above, criteria and thresholds in the policy, it is considered that the matter is of medium significance.

ENGAGEMENT

36. 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.

NEXT STEPS

37. Council's decisions on funding will be incorporated in the Annual Plan for 2026/27 to be presented at the 2 June Council meeting.

ATTACHMENTS

Nil

11.6 January Weather Event - Recovery Progress Report

File Number: A20166707

Author: Nick Chester, Principal Strategic Advisor
Charlie Rahiri, Recovery Manager

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

PURPOSE OF THE REPORT

1. To provide the Council with an update on the Tauranga Recovery Programme and note that regular progress reports will be provided on the Recovery Programme.
2. To seek feedback on the format of reporting for future updates.

RECOMMENDATIONS

That the Council:

- (a) Receives the report "January Weather Event - Recovery Progress Report".
- (b) Approves the Recovery reporting format that will be used for future progress updates.
- (c) Notes that Recovery updates will be provided at least six-weekly to Council.

EXECUTIVE SUMMARY

3. Following the severe weather event in January 2026, a Recovery Office has been set up within Tauranga City Council.
4. A recovery programme is underway. It is anticipated that recovery will be a long-term, dynamic process. Although much of the public focus has been on recovery at Mauao, there are a number of other projects taking place across the city that require coordination and regular reporting on progress.
5. The Recovery Office has developed an initial recovery progress report (Attachment 1). This outlines progress to date and anticipated next steps.
6. Key activities undertaken to date include:
 - (a) Development of a Tauranga Recovery Plan that will guide recovery efforts in the coming months and years, and a dedicated Recovery Office
 - (b) Undertaking initial damage assessments and Quantitative Landslide Risk Assessments (QLRA) at Mauao, Mangatawa and Te Auhi Reserve
 - (c) Working closely with the Mauao Trust on recovery efforts on Mauao and future decisions around public access
 - (d) Business and community sessions undertaken in Mount Maunganui with a focus on Mauao recovery
 - (e) Starting remediation work at Mauao in early May 2026
 - (f) Working closely with impacted businesses in Mount Maunganui
 - (g) Undertaking rapid building assessments and issuing placards on affected buildings as required.
7. Total actual and committed spend incurred to date on the response and recovery is \$4.442m.

8. Further reports will be presented to council at least every six weeks. It is anticipated that each report will come with different requirements – some may require decisions from council and others simply to note progress.
9. A key upcoming decision will be the development of an earth bund to replace containers on Adams Ave, staff will bring options to council at the 25 May meeting.

BACKGROUND

10. Tauranga was impacted by a severe weather event on 21-22 January 2026 (Tropical Low 05F). The event prompted a regional state of emergency to be declared and a response process activated under the Civil Defence Emergency Management (CDEM) Act 2002. A significant response effort was undertaken, which included a multi-agency response, including the Mauao Trust, iwi, hapū and marae.
11. The severe weather event had a devastating impact on the city, notably at Mauao, where a massive landslide at the Mount Beachside Holiday Park led to the tragic loss of six lives.
12. Damage was widespread across the city. Although infrastructure largely dealt well with the large amount of rainfall, there was a degree of damage as a result of flooding and landslips. A total of four red placards and 17 yellow placards were issued on buildings across the city.
13. Recovery from the event will be a lengthy and complex process. A Recovery Plan has been developed to guide this process and ensure the ongoing recovery programme is guided by clear principles, goals and actions. Tauranga City Council has established a Recovery Office that will implement this Plan.
14. As Recovery continues, it is critical to ensure regular updates are provided that allow the Council and the community to understand where work is being carried out and what future actions will be.
15. The attached status update has been developed to give an overview of current progress on the recovery programme. The report outlines progress to date and anticipated next steps.
16. It is recommended that further reports are presented to the Council on at least a six-weekly basis, and that a consistent template is followed for further updates. It is proposed that the format used in Attachment 1 continues subject to feedback.
17. A detailed Mauao Slip Remediation Work Plan is also provided at Attachment 2 for further information about Mauao specifically.

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 recovery programme will influence and contribute to all of Tauranga City Council’s Community Outcomes. It supports:
 - (a) an inclusive city by focusing on the needs of affected whānau, households, and communities;
 - (b) values and enhances the environment through resilient, sustainable recovery approaches;
 - (c) reinforces a well-planned city by restoring infrastructure in a safe and efficient way

- (d) support business continuity, employment and education by restoring confidence and capacity for normal business activities, events and community activity to occur, especially near affected areas

FINANCIAL CONSIDERATIONS

- 20. A total of \$4.442m has spent on response and recovery to the event. This includes actual and committed costs.
- 21. There is further expenditure required in 2026/27 of \$2.6m opex and \$6m capex.
- 22. Dedicated resourcing has also been provided for the Tauranga Recovery Office, including a Recovery Manager. The remained of the Recovery office has five staff, seconded from other roles within the organisation, and supported by a number of contributing teams.
- 23. Financial information for the recovery programme is discussed in Attachment 1. Financial considerations will continue to be a feature of status reports.

TE AO MĀORI APPROACH

- 24. The recovery programme has a strong alignment with the principles in Council's Te Ao Māori approach. Engagement with Iwi and hapū has been central to response and recovery activities to date, and partnership with the Mauao Trust and Ngā Poutirāo ō Mauao is essential to decisions around recovery of Mauao. In particular, the principles of the Te ao Maori approach are being demonstrated through Manaakitanga, Rangatiratanga, Kaitiakitanga, Whanaungatanga, Wairuatanga and Tūmanako

CLIMATE IMPACT

- 25. The Recovery Programme provides an opportunity to address two key areas of climate impact;
 - (a) Adapt to a changing climate: the weather event has highlighted the need to better understand weather related risks, especially landslide risk across the city. One of the recovery strands is focussed on learning lessons from the event and recommending any improvements required to better mitigate risks in the future.
 - (b) Enhance nature and biodiversity – the event resulted in significant damage to natural areas across the city. Recovery offers and opportunity to remediate spaces in a way that increased biodiversity can be considered.

CONSULTATION / ENGAGEMENT

- 26. There is a high level of public interest in the recovery programme, especially actions at Mauao. While early recovery efforts understandably focused on urgent safety and assessment priorities, feedback suggests that communication during this period could have been clearer or more consistent. Council is addressing this as recovery transitions into a longer-term phase, with an increased focus on regular updates, clearer engagement processes, decision points where communities can have their say, and accessible information for affected communities and stakeholders.

SIGNIFICANCE

- 27. 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.
- 28. In making this assessment, consideration has been given to the likely impact, and likely consequences for:
 - (a) the current and future social, economic, environmental, or cultural well-being of the district or region

- (b) any persons who are likely to be particularly affected by, or interested in, the issue.
 - (c) the capacity of the local authority to perform its role, and the financial and other costs of doing so.
29. The matter is technically assessed as low significance under Council's policy framework; however, the level of community interest and concern has been a key consideration in determining the reporting and engagement approach

ENGAGEMENT

30. No further engagement is required to receive the report. However, engagement will be a critical component of the recovery programme and will inform future reporting.

NEXT STEPS

31. Reporting on the recovery programme will be ongoing, with reports to be presented on at least a six-weekly basis. It is anticipated that each report will come with different requirements – some may require decisions from council and others simply to note progress.
32. A key upcoming decision for Council will be the development of an earth bund to replace containers on Adams Ave. This would be a short- to medium-term mitigation to replace the current shipping container barriers while longer-term use of the site is decided. A grassed bund, constructed using imported fill with some onsite material reused as topsoil, is estimated to cost approximately \$216,000 and will take around three weeks to build,
33. The bund would support the Transport Activity Response Plan by allowing Adams Avenue to remain open during Level 3 events and may also enable reopening the Pilot Bay boat ramp if operational risks can be managed.
34. Staff will bring options and a decision to Council at the next meeting on 25 May.

ATTACHMENTS

1. **Recovery Programme Reporting 12 May 2026 - A20210613** [↓](#) 
2. **Mauao Slip Remediation Work Plan - A20208723** [↓](#) 

11.7 New Year's Eve Level of Service Decision

File Number: A20125886

Author: Gareth Wallis, Head of Community Hubs, Arts, Heritage & Events

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

PURPOSE OF THE REPORT

1. The purpose of this report is to seek Council direction on the future level of service for Council-delivered New Year's Eve community events and fireworks displays, in the context of the 2026/27 Annual Plan objective to minimise rates increases while balancing community outcomes, safety, and city vibrancy.

RECOMMENDATIONS

That the Council:

- (a) Receives the report "New Year's Eve Level of Service Decision".
- (b) Approves one of the following options for delivery of council-led New Year's Eve events:
 - (i) Option 1: Retain the status quo; or
 - (ii) Option 2: Cancel New Year's Eve community events and retain fireworks displays; or
 - (iii) Option 3: Determine a reduced programme of community events and/or fireworks displays; or
 - (iv) Option 4: Cancel all New Year's Eve community events and fireworks displays.

EXECUTIVE SUMMARY

2. Elected Members requested that staff present options to adjust the level of service for council-delivered New Year's Eve (NYE) community events and fireworks display as part of the development of the 2026/27 Annual Plan. This request reflects the objective of minimising rates increases while continuing to consider community expectations, safety, city vibrancy, and strategic outcomes.
3. Since 2017, Council has delivered five free, family-focused NYE community events across the city, supported by multiple fireworks displays, at an annual operating cost of approximately \$515,000 and with estimated attendance of 16,500 people. The programme is well-established and widely recognised as providing safe, alcohol-free celebration options for families and the wider community.
4. This report presents four service level options for Council's consideration:

Option 1. Retain the status quo: continue five community events and fireworks displays - \$0 savings. Maintains safe and accessible NYE events which drive vibrancy but delivers no financial relief.

Option 2. Cancel all five community events but retain fireworks at multiple locations - \$315K savings. Retains a visible city celebration at lower cost, but removes structured, family-focused events and reduces Council's ability to manage safe, organised celebrations.

Option 3. Reduced programme with a targeted mix of events and/or fireworks – savings \$50k - \$475K dependent on mix. Offers flexibility but introduces risks of perceived inequity

between communities, reduced activation, and cost inefficiencies if economies of scale are lost.

Option 4. Cancel all events and fireworks – savings \$515K. Maximises financial and risk reduction but removes free, inclusive celebrations, reduces city vibrancy at peak visitor time, and will be disappointing for the community who participate.

5. A key consideration across all options is the balance between cost savings and the impacts on access to free public celebrations, perceptions of equity across the city, city activation and vibrancy, and council’s role in facilitating safe and well-managed NYE celebrations.
6. Council is asked to consider the options presented and determine the preferred level of service for NYE events to enable timely planning, resourcing, and delivery decisions.

BACKGROUND

7. Since 2017, Tauranga City Council has delivered a programme of free, family-focused NYE community events across multiple locations throughout the city. The programme was introduced following the cancellation of the Mount Maunganui NYE celebration in 2016, with the intent of providing safer, more accessible, and more locally distributed celebrations while addressing historical crowd management and safety concerns associated with large, centralised events.
8. The current delivery model includes five community events, generally operating between 6pm and 9.30pm, supported by fireworks displays at 9.30pm and midnight at multiple locations to maximise citywide accessibility and visibility. In Greerton, a laser light show is delivered in place of fireworks due to site constraints (i.e. proximity to horses).
9. The programme is fully funded through general rates, with a total annual operating cost of approximately \$515,000. Attendance across all locations is estimated at approximately 16,500 people. Events are delivered by council staff, with support from contractors, emergency services, and community partners, and require significant planning, compliance, and operational resourcing.
10. Over time, the NYE programme has become an established part of the city’s annual events calendar and is widely recognised as providing safe, alcohol-free celebration options for families and the wider community.
11. As part of the 2026/27 Annual Plan process, Elected Members requested that staff provide options to review the current level of service for NYE events and fireworks.

STATUTORY CONTEXT

12. This report has been prepared in accordance with the decision-making requirements of the Local Government Act 2002. The Council must consider the benefits and costs of each option, the impact on community well-being, and consider the views and preferences of those likely to be affected. This report provides options and information to support informed decision-making.

STRATEGIC ALIGNMENT

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

	Contributes
We are an inclusive city	✓
We value, protect and enhance the environment	<input type="checkbox"/>
We are a well-planned city that is easy to move around	<input type="checkbox"/>
We are a city that supports business and education	<input type="checkbox"/>
We are a vibrant city that embraces events	✓

14. Any reduction in the level of service is likely to have some impact on the achievement of these outcomes, particularly in relation to community participation, city vibrancy, and access to free public events.

OPTIONS ANALYSIS

Option 1: Retain the status quo

15. Retain the five New Year’s Eve (NYE) community events and fireworks displays at 9.30pm and midnight.

Advantages	Disadvantages
<ul style="list-style-type: none"> • Council strategic outcomes are achieved through the events. • Residents continue to access well-managed, safe, accessible, and inclusive community celebrations on NYE. • Events drive ongoing vibrancy and foot traffic across the city centre, waterfront, and some local reserves. • Hospitality and the events sector continue to benefit from visitor spend and contractor engagement. • Longstanding relationships with cultural groups, community organisations, suppliers, and performers are safeguarded, avoiding the loss of connection and trust built over many years. 	<ul style="list-style-type: none"> • Environmental risks continue to exist from fireworks and potential disturbance to wildlife and pets. • Maintaining the full event and fireworks requires the full budget and dedicated staffing, with no scope for savings. • Delivering large, complex public events require extensive planning, compliance oversight, multi-agency coordination, and afterhours work, placing sustained pressure on staff and some risk to council. • Any operational issues, safety incidents, cancellations, lack of meeting community expectations, and negative feedback reflect directly on Council as with all events delivered by council. • Ongoing exposure to operational, safety, weather, environmental, and reputational risks inherent in delivering large-scale public events, in addition to the absence of any cost savings.

16. Financial implications: No savings made from current budget, so no impact on rates.

Option 2: Cancel NYE community events, retain fireworks at both 9.30pm and midnight

17. Cancel the five NYE community events (and laser light show in Greerton) but deliver the multi-location (five) fireworks displays at both 9.30pm and midnight.

Advantages	Disadvantages
<ul style="list-style-type: none"> • Council achieves substantial savings (~\$315,000). • Significantly lowers delivery complexity and reduces council’s exposure to safety, security, and weather implications. • Maintains the visual spectacle and community tradition of fireworks valued by residents and visitors. • Council continues to contribute to its strategic outcomes related to vibrancy, connection, economic support, and civic/cultural engagement. 	<ul style="list-style-type: none"> • Loss of free/accessible, family-friendly NYE events, and structured community gatherings for residents and visitors. • Environmental risks continue to exist from fireworks and potential disturbance to wildlife and pets. • Reduced activation of public spaces. • Local businesses, suppliers, and performers lose the economic boost typically generated by these NYE events. • With fewer council-led activities, council’s ability to shape and support safe, large-

	<p>scale public celebrations is diminished.</p> <ul style="list-style-type: none"> • The community may react negatively given expectations built since the introduction of these events in 2017. • Potential risk of public disorder increasing again if fireworks viewing/community event locations are not purposefully managed.
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18. Financial implications: Annual opex savings of ~\$315,000. Minor staff resourcing savings possible.

Option 3: Elected Members select which NYE events and fireworks displays to retain or cancel

19. Under this option, Elected Members determine which NYE community events and/or fireworks displays are to be retained or cancelled from the service components outlined below.

2026 NYE Draft Budget

General overhead costs	\$40,000
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Community Events						
	Papamoa	Mount Maunganui	City Centre	Greerton	Matua	Waimapu Estuary
Community Event costs (excl. fireworks)	\$77,500	\$62,500	\$52,500	\$67,000	\$76,000	N/A

Fireworks Displays						
	Papamoa	Mount Maunganui	City Centre	Greerton	Matua	Waimapu Estuary
One display (e.g. 9.30pm)*	\$15,500	\$15,500	\$19,500	N/A**	\$19,500	\$19,500
Second display (e.g.: midnight)	\$10,000	\$10,000	\$10,000	N/A**	\$10,000	\$10,000

*The cost of the first fireworks display includes the majority of operational, safety, and compliance requirements. While the removal of the second display would result in some savings, a large part of the cost remains associated with the set-up of the initial display.

**No fireworks display due to horses on site. The current event culminates in a laser lightshow at 9.30pm.

20. The forecast budget is indicative only and based on estimates for the 2026 NYE event programme. The budget includes approximately \$40,000 in fixed overhead costs, including marketing, temporary staffing, and communications. These costs are unlikely to change significantly if the delivery model is only marginally varied and will therefore apply under all options.
21. However, Elected Members should note that actual costs may vary depending on the event configuration selected. Variations may occur where economies of scale are reduced, attendance levels increase or decrease, or event infrastructure and programming need to be adjusted to support the revised delivery model. Staff will report back to Elected Members if the selected option results in a material change to the forecast budget.
22. Staff advise that the perceived success of the NYE community events is strongly linked to a concluding feature such as a fireworks display or a laser light show (as previously delivered

in Greerton). The absence of a culminating feature is likely to result in reduced community satisfaction and lower attendance.

23. In addition, if Elected Members choose to deliver only one or two events across the city, staff advise that the current community event-based delivery model would no longer be appropriate and would require a fundamental redesign. The existing model is predicated on locally hosted, neighbourhood-scale events that enable residents to celebrate within their own communities. Reducing the programme to one or two locations would concentrate attendance from across the city, necessitating a different event concept be designed to attract and manage likely significantly larger crowds.
24. This would require enhanced entertainment offerings, higher-profile acts, larger stages, increased sound and lighting infrastructure, expanded crowd management and safety measures, and additional operational resources. As a result, events would transition from relatively small-scale community celebrations to larger destination-style events with correspondingly higher per-event costs and complexity.

Advantages	Disadvantages
<ul style="list-style-type: none"> • Enables Elected Members to directly determine priorities for NYE delivery, including scale, location, and investment. • Provides flexibility to reprioritise budgets and reduce expenditure where appropriate. • Allows tailoring of delivery to reflect community value, affordability, and strategic fit. 	<ul style="list-style-type: none"> • Partial cancellation may create perceptions of inequity between communities. • Reduced or fragmented delivery may lower city activation and economic benefits. • Increased reputational risk if decisions are perceived as inconsistent or not well communicated. • Subject to which community events and/or fireworks display Elected Members choose, there may be additional event deliver costs that need to be factored into the budget, therefore reducing overall savings.

25. Financial implications: The amount of savings depends on which events are retained or cancelled – see opex savings table above.

Option 4: Cancel all NYE community events and fireworks displays

26. Cancel all council-delivered event activity – five NYE community events and fireworks displays.

Advantages	Disadvantages
<ul style="list-style-type: none"> • Council achieves substantial annual savings (~\$515,000). • Reduces demand on Event Delivery team, likely reducing staff resourcing requirements. • Significantly lowers delivery complexity and reduces council’s exposure to safety, security, and risks associated with delivering the NYE events. • Environmental benefits realised from reduced smoke, noise, litter, and potential disturbance to wildlife and pets generated by the fireworks displays. 	<ul style="list-style-type: none"> • The absence of council-led celebrations restricts accessible, non-alcohol focused safe choices for families during a major holiday period, with potential reputational impacts for Tauranga as a visitor destination. • Cancellation of council-led activities limits council’s contribution to strategic outcomes relating to vibrancy, connection, and cultural celebration. • Local businesses, suppliers, and performers lose the economic boost typically generated by events. • Key public spaces experience lower vibrancy at a time when the city is busiest.

	<ul style="list-style-type: none"> • Community disappointment is likely, given the high public expectations and the progressive development of these events since 2017. • Council loses its ability to guide and support safe, coordinated, large-scale celebrations, undermining the intent of the 2017 shift toward safer community events. • Residents without access to private or commercial celebrations have limited opportunities for free and inclusive, NYE experiences.
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27. Financial implications: Annual opex savings of ~\$515,000 and some (exact amount TBC) staff resourcing savings.

FINANCIAL CONSIDERATIONS

28. Please see a summary below of estimated annual OPEX savings based on the options analysis outlined above.

New Year's Eve Level of Service Decision- Options	Annual opex savings
1) Retain status quo	\$0
2) Cancel NYE community events, retain fireworks displays at both 9.30pm and midnight	\$315,000
3) Elected Members select which NYE community events and fireworks displays to retain or cancel	\$TBC
4) Cancel all NYE community events and fireworks displays	\$515,000

LEGAL IMPLICATIONS / RISKS

29. No legal implications or risks are identified.

TE AO MĀORI APPROACH

30. This report does not propose changes that directly impact Mana Whenua or Māori interests. However, council-led events and activities provide opportunities for inclusive participation and cultural expression within the community. Any future event delivery model will continue to consider opportunities to reflect Māori culture and values, as and where appropriate.

CLIMATE IMPACT

31. By continuing with the NYE Fireworks displays across the city, either as status quo or in a reduced format (in all options excluding Option 4), the environmental risk and impact of fireworks displays still exist, as does the potential disturbance to wildlife and pets.

CONSULTATION / ENGAGEMENT

32. There has been no pre-engagement with the community on any of the matters covered by this report.

SIGNIFICANCE

33. 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.

34. 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; and
 - (c) the capacity of the local authority to perform its role, and the financial and other costs of doing so.
35. In accordance with the considerations above, criteria, and thresholds in the Policy, it is considered that the decision is of medium significance because the decision affects a significant subgroup of Tauranga's population and has at least moderate public interest. The NYE events also closely link to Council's newly adopted community outcome, "*a vibrant city that embraces events*".



A vibrant city that embraces events

Tauranga is a city that champions events and experiences that enhance vibrancy, connects communities, builds identity and delivers cultural, social and economic benefits for its people.

ENGAGEMENT

36. Taking into consideration the above assessment, that the decision is of medium significance, officers are of the opinion that a decision to change the level of service for council-delivered NYE activities and events would ideally be made after community consultation.
37. However, to enable event preparation processes to begin and proceed smoothly, there is not realistically time to undertake meaningful consultation, before a decision needs to be made for the planned December 2026 events.

Click here to view the [TCC Significance and Engagement Policy](#)

NEXT STEPS

38. Next steps will depend on exactly what option is chosen.
39. A decision is however needed urgently so NYE event planning can commence, and event delivery resourcing can be managed appropriately.

ATTACHMENTS

Nil

11.8 Appointment of Tangata Whenua Representatives to Water Organisation Joint Committee

File Number: A20163594

Author: Christine Jones, General Manager: Strategy, Partnerships & Growth

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

PURPOSE OF THE REPORT

1. To appoint the Tangata Whenua representatives to the Water Organisation Joint Committee.

RECOMMENDATIONS

That the Council:

- (a) Receives the report "Appointment of Tangata Whenua Representatives to Water Organisation Joint Committee".
- (b) Appoints the following Tangata Whenua representatives nominated, by Tangata Whenua, as members of the Water Organisation Joint Committee:
 - (i) Hakopa Tapiata
 - (ii) Hon Kiritapu Allan
 - (iii) Kylie Smallman
- (c) Appoints the following Tangata Whenua representatives, nominated by Tangata Whenua, as alternate members of the Water Organisation Joint Committee:
 - (i) Shadrach Rolleston
 - (ii) Rohario Murray
 - (iii) Roana Bennett

TANGATA WHENUA MEMBERS OF JOINT COMMITTEE

2. Tauranga City Council (at the meeting of 21 April) and Western Bay of Plenty District Council (at the meeting of 28 April) approved the establishment of the Water Organisation Joint Committee. The terms of reference provide for 3 members appointed by each Council, and 3 members nominated by Tangata Whenua and appointed by TCC by Council resolution acting as administrative agent for the partnership.
3. The Tangata Whenua co-chairs for the Water Joint Working Group undertook to work with Tangata Whenua and advise Council of the names of those nominated by Tangata Whenua to be members and alternates on the Joint Committee. These nominations have now been received and are incorporated into the recommended resolutions above.

STRATEGIC ALIGNMENT

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

We are an inclusive city	Contributes ✓
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- 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

TE AO MĀORI APPROACH

5. The appointment of Tangata Whenua nominated representatives to the Water Organisation Joint Committee reflects a partnership approach with Tangata Whenua, and has been supported by the Tangata Whenua representatives who were part of the Joint Working Group.

CLIMATE IMPACT

6. There are no climate implications associated with the appointment of individuals to the Joint Committee.

SIGNIFICANCE

7. 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.
8. 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 .
 - (c) the capacity of the local authority to perform its role, and the financial and other costs of doing so.
9. In accordance with the considerations above, criteria and thresholds in the policy, it is considered that the decision is of low significance. The decision to provide for three tangata whenua representatives on the Joint Committee has already been made by both Councils. This report is only to appoint the nominated individuals to the Joint Committee.

ENGAGEMENT

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

NEXT STEPS

11. All appointed members will be invited to the first meeting of the Joint Committee.

ATTACHMENTS

Nil

11.9 Dog Registration Fee 2026/2027 Year

File Number: A20108203

Author: Deidre Ewart, Head of Regulatory Support & Compliance Services
Oscar Glossop, Team Leader: Animal Services

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

PURPOSE OF THE REPORT

1. This report seeks a Council decision on the dog registration fee for the 2026/27 financial year.

RECOMMENDATIONS

That the Council:

- (a) Receives the report "Dog Registration Fee 2026/2027 Year".
- (b) Sets the dog registration fee for 2026/27 at \$133.
- (c) Sets the additional penalty fee for dogs that are not registered by 31 July 2026 at 50% of the standard fee (i.e. a total of \$199.50).
- (d) Notes that Council's Dog Management Policy and Bylaw and Keeping of Animals Bylaw are currently under review.

EXECUTIVE SUMMARY

2. This report seeks Council's decision on setting the dog registration fee for the 2026/27 financial year, as required under the Dog Control Act 1996. Council must set dog registration fees by resolution each year.
3. Dog control and stock control are delivered as part of the Animal Services Activity. Stock control services are fully funded through the general rate, while dog control services are largely funded through dog registration fees, with approximately 10 percent of costs met by rates to recognise the public good element of the service.
4. Dog registration fees are the largest revenue source for Animal Services. Under the Dog Control Act 1996, these fees may only be used to fund costs directly related to dog control and cannot be applied to stock control activities.
5. The Dog Control Act 1996 allows Council to apply discounted dog registration fees based on responsible ownership criteria. Council has historically applied a single registration fee, treating all owners as responsible unless proven otherwise. This approach minimises administrative costs and complexity. Police dogs and qualified disability assist dogs are exempt from registration fees.
6. Dog registration fees are reviewed annually to reflect changes in service delivery costs. In 2025/26, the fee increased from \$125 to \$129, following a \$25 increase in the previous year. The 2024/25 increase contributed to lower-than-expected registrations, an increase in dogs reported as deceased, and higher revenue from court fines for unregistered dogs. Court fines are set under the Dog Control Act 1996 and are not determined by Council.
7. This report considers three options for dog registration fees in 2026/27.

8. Option i. Increase fees to \$133 (Recommended). This CPI-based increase of approximately 3% is forecast to generate \$1.73 million in dog registration revenue. When combined with other dog-related revenue, it is expected to fund 90% of dog control costs, with a general rate contribution of approximately \$207,000. Based on current assumptions, this option is forecast to deliver a modest surplus of approximately \$84,000, which would help offset the existing activity deficit.
 - Pros: Delivers 90% cost coverage via fees and charges for dog control services, maintains financial stability, and aligns with past practices.
 - Cons: Slightly higher costs for owners, potential negative public perception, potentially continued lower-than-expected number of registrations (which can lead to higher compliance costs).
9. Option ii. Maintain fees at \$129 (Not recommended) Maintaining the current fee is forecast to generate \$1.68 million in dog registration revenue and result in a small surplus of approximately \$33,000. However, this option increases the risk that actual revenue will not meet 90% of dog control costs if registration numbers fall below forecast, potentially exacerbating the existing deficit. It is also inconsistent with Council's established practice of adjusting fees annually to reflect rising costs.
 - Pros: Stable costs for owners, potentially better public perception.
 - Cons: Lower budgeted revenue and continued cash deficit.
10. Option iii. Increase fees to \$138 (Not recommended). This option would fully fund dog control costs through fees, removing the need for a general rate contribution to that part of the activity. While it achieves full cost recovery, it is forecast to result in no meaningful benefit to ratepayers and is likely to reduce registration compliance due to the higher cost to dog owners. This option does not recognise the wider public good delivered by dog control services, for which some general rate funding is considered appropriate.
 - Pros: Full cost recovery.
 - Cons: Higher financial burden on dog owners, likely negative public reaction, likely lower compliance, does not recognise the wider public good delivered by the dog control service. Does not deliver any significant savings for ratepayers.
11. All options comply with the Dog Control Act 1996 and Council policies. Council's approach to the funding of the Animal Control Activity was consulted on as part of consultation on Council's Revenue and Financing Policy. The decisions sought by this report are assessed as being of low significance, and no further engagement is required before making a decision.
12. The next step is to implement the decisions of the report, with invoices for 2026/27 dog registration fees scheduled to be sent out on or before 1 June 2026.
13. The Council's Dog Management Policy and Bylaw, and Keeping of Animals Bylaw are currently under review. We anticipate consultation will be undertaken in June and July 2026 and a reminder of the opportunity to provide a submission will be included with invoices sent in June.

BACKGROUND

14. The Animal Services activity is focused on keeping the community safe from animal related incidents. It covers more than just dog control and includes:
 - Registering dogs and following up on unregistered dogs.
 - Responding to lost, roaming and aggressive dogs, dog nuisance complaints (primarily excessive barking) and wandering stock.
 - Managing the keeping of bees, poultry, goats, pigs, and other stock within city boundaries.

- Public education regarding interacting with dogs, delivered at events, to schools and organisations, and one-one to dog owners.
15. Dog registration fees are the largest contributor to the 70%-100% of Animal Services revenue which comes from fees and charges. Dog registration fees can only be used to fund those elements of the Animal Services Activity which directly contribute to dog control activities as authorised by the Dog Control Act 1996. They cannot be used to meet costs related to things such as stock control.

The Dog Management Policy and Bylaw, and the Keeping of Animals Bylaw

16. Council's Dog Management Policy and Bylaw and Keeping of Animals Bylaw are currently under review. As part of this project, formal consultation will be undertaken in June and July 2026. We will use the opportunity to leverage our communications to dog owners and encourage them to submit by including information with their annual dog registration invoice. The awareness of the bylaw review will also be promoted online and through other channels to ensure a wide reach to those who may not own animals.

Council's approach to setting dog registration fees

17. The Dog Control Act 1996 stipulates that Council must set dog registration fees via resolution. When setting fees, Council may:
- (a) *fix fees for neutered dogs that are lower than the fee for dogs that have not been neutered:*
 - (b) *fix fees for working dogs that are lower than the fee for any other dog, and may limit the number of working dogs owned by any person which qualify for lower fees under this section:*
 - (c) *fix different fees for the various classes of working dogs:*
 - (d) *fix fees for dogs under a specified age (not exceeding 12 months) that are lower than the fee that would otherwise be payable for those dogs:*
 - (e) *fix, for any dog that is registered by any person who demonstrates to the satisfaction of any dog control officer that that person has a specified level of competency in terms of responsible dog ownership, a fee that is lower than the fee that would otherwise be payable for that dog:*
 - (f) *fix by way of penalty, subject to subsection (3), an additional fee, for the registration on or after the first day of the second month of the registration year or such later date as the authority may fix, of any dog that was required to be registered on the first day of that registration year:*
 - (g) *fix a fee for the issue of a replacement registration label or disc for any dog.*
18. Late registrations (after 31 July) can incur an additional cost of up to 50% of the initial registration fee.
19. Although the Dog Control Act 1996 allows Council to set fees lower for those owners who have met certain criteria (such as neutering their dog), to-date Council has adopted a single fee for all dog owners. This approach has been taken by Council for the following reasons:
- It assumes all dog owners are 'good' owners, unless proven otherwise.
 - It avoids placing the burden (and costs) on dog owners to obtain and prove the status of their dog and/or ownership status (i.e. to prove that they are 'good' owners).
 - It decreases administration requirements and implementation costs for Council.
 - Dog owners are only financially penalised if their dog is subject to substantiated complaints, infringement notices etc, and this financial penalty system is separate to the registration fees system.

20. Information, including costs and benefits, has been provided to Council on introducing a good owner discount, and this will be considered through next years’ fees and charges review.
21. Police dogs and certified disability assist dogs do receive a full fee waiver.
22. Additional penalties and fines are imposed in the event an owner does not control their dog as per Council’s Dog Management Bylaw. These amounts are set by the Dog Control Act 1996.
23. As per Council’s Revenue and Financing Policy, 70-100% of the Animal Control Activity is funded through user charges, with the remainder funded through rates. This includes both dog control and stock control.
24. Previously, dog registration fees have been set at an amount which, together with other dog-related revenue (e.g. infringement fees), is forecast to fund 90% of dog control expenditure, with the remaining 10% funded via general rate. Given there is a public benefit to delivering dog control (i.e. not just dog owners benefit from dog control services), it is considered appropriate that a small percentage of the service is funded via the general rate.
25. Council’s dog registration fees were set at \$125 for 2024/25, a \$25 increase on the previous year’s registration fees (\$100). In 2025/2026 a CPI increase from \$125 to \$129 was implemented. The total estimated revenue from dog registration fees in 2025/2026, combined with other dog related revenue, was projected to meet 90% of the cost of delivering the dog control services for the city. However the activity continues to operate with a cash deficit due to servicing interest on debt accrued prior to 2024.

STATUTORY CONTEXT

26. Dog control is legislated for at a national level by the Dog Control Act 1996 and implemented at a local level via Council’s Dog Management Policy and Bylaw. Dog registration fees must comply with the parameters set by Council’s Revenue and Financing Policy.

STRATEGIC ALIGNMENT

27. 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	<input type="checkbox"/>
We are a city that supports business and education	<input type="checkbox"/>
We are a vibrant city that embraces events	<input type="checkbox"/>

28. Dog control contributes to enhancing nature and biodiversity by reducing the undesirable impacts of dogs on wildlife, as well as contributing to community safety and wellbeing.

OPTIONS ANALYSIS

29. The following assumptions have been made:
 - That the known number of dogs (15,740) has an almost static trend and will remain consistent in 2026/27.
 - That the penalty registration fee will be set at an additional 50% to the standard fee (i.e. if the standard fee is \$133, the penalty fee will be \$199.50)
 - That 4% of dogs will receive a waived registration fee (police and qualified disability assist dogs)
 - That 5% of dogs will not be registered

- That 5% of dogs will pay a pro-rate fee (puppies/dogs that die during the year), 86% will pay the standard fee, and 9% will pay the penalty fee.

30. This report identifies three potential approaches to setting dog registration fees in 2026/27.

- Increase registration fees as per the standard approach (i.e. increase registration fees by CPI to allow forecast dog related fees and charges to meet 90% of the forecast cost for delivering dog control services). This would see registration fees set at \$133. (Recommended)
- Maintain registration fees at \$129. (Not recommended)
- Increase registration fees so that when combined with other revenue (e.g. infringement fees) there is no requirement for a general rate contribution towards the cost of dog control services, this would see fees set at \$138. (Not recommended)

Option i. Increase registration fees to \$133 (RECOMMENDED)

31. This option will result in fees increasing by 3% from the previous year to meet increases in delivery cost for the activity. Increasing fees by this amount is forecast, along with other dog related revenue, to meet 90% of the cost of delivering dog control services for the city, with the remaining 10% to be met via general rate (recognising the element of wider public good delivered by this activity). This approach aligns with Council’s approach to setting dog registration fees over previous years, and Council’s decision for setting fees and charges across all activities for the 2026/27 year.

32. If the anticipated number of dogs are registered and court fines continue to track above historical levels, this increase has the potential to deliver a modest surplus (\$83,842). Allowing for a modest surplus provides a small buffer if actual revenue is lower than forecast. Any surplus would be held against the activity, supporting a reduction against the current deficit.

Key risk: this is a low-risk option, due to the minimal increase on the previous year’s fees. It is not expected that this increase would result in an increase of unregistered dogs or dogs reported as deceased. The primary risk is that the assumed increases in number of dogs registered are not achieved, and there is a shortfall between revenue and expenditure.

Pros	Cons
<ul style="list-style-type: none"> • <u>Revenue alignment:</u> Ensures that 90% of the forecast cost for delivering dog control services is met, maintaining financial stability. • <u>Sustainability:</u> Helps cover increased costs due to inflation and overheads, ensuring continued quality of services. • <u>Complies with policy:</u> This option complies with Council policy which requires 70-100% of the Animal Control Activity is fee-funded • <u>Consistent with past practice:</u> this approach aligns with past practice, sending a consistent message to dog owners that they can expect increases each year commensurate with increases in costs for Council. 	<ul style="list-style-type: none"> • <u>Slightly higher costs for owners:</u> May discourage some owners from registering their dogs, potentially leading to lower compliance. • <u>Public perception:</u> Could be viewed negatively by dog owners, due to ongoing increases. However, this increase is minimal compared to two years ago. • <u>Diversion of staff:</u> Lower voluntary registration rates diverts staff away from proactive activities to following up on unregistered dogs.

Option ii. Maintain registration fees at \$129 (NOT RECOMMENDED)

- 33. This option would maintain fees at the 2025/26 amount. The financial modelling for this option provides a minimal forecast surplus of \$33,481. Council has traditionally increased fees to cover rising delivery costs, and this approach would be contrary to that. However, it recognises that the increase two years ago was substantial, and that many households are struggling with recent increases in cost of living.
- 34. Maintaining dog registration fees at \$129 means that dog-related revenue risks not meeting 90% of the cost to provide dog control services if the actual number of dog registrations is lower than forecast. This would result in a financial deficit for the Animal Control Activity, which would be held against the activity.
- 35. This option will also be inconsistent with Council’s decisions on other fees and charges for 2026/27.
- 36. Key risk: that expenditure on dog control exceeds the combined revenue streams and our deficit increases further.

Pros	Cons
<ul style="list-style-type: none"> • <u>Owner satisfaction</u>: Keeps costs stable for dog owners, potentially maintaining or improving public perception. • <u>Complies with policy</u>: This option complies with Council policy which requires 70-100% of the Animal Control Activity is fee-funded 	<ul style="list-style-type: none"> • <u>Revenue shortfall</u>: May not meet the 90% cost coverage target, leading to potential budget deficits. • <u>Is inconsistent with past practice</u>: may lead to an expectation that fees are not increased regularly/annually in line with cost increases in service delivery.

Option iii. Increase fees to \$138 (NOT RECOMMENDED)

- 37. This option would increase the 2026/27 fees to a level where general rate funding was not required (note: the Animal Control Activity would still require some general rate funding to cover stock control, but the dog control element of the activity would be fully funded via fees and charges).
- 38. This option does not recognise the wider public good provided by dog control. Public good elements include education programmes, providing the capacity to respond to complaints regarding nuisance behaviour (e.g. barking), enhancing nature and biodiversity by reducing the undesirable impacts of dogs on wildlife, and contributing to community safety and wellbeing.
- 39. Placing the onus on a sub-group to pay for a public good element that benefits the wider community may be considered unfair. For example, it may not be considered fair to incorporate the full cost of investigating dog complaints into the dog registration fees as: most dogs are well-behaved/managed; not all complaints are justified/result in fines; and, having the ability to complain and have it investigated benefits the general ratepayer population.
- 40. Key risk: that more dogs are unregistered, due to the cost increase.

Pros	Cons
<ul style="list-style-type: none"> • <u>Full cost recovery</u>: Ensures that dog control services are fully funded without any contribution from the general rate. • <u>Complies with policy</u>: This option complies with Council policy which requires 70-100% of the Animal Control Activity is fee-funded 	<ul style="list-style-type: none"> • <u>Lower compliance</u>: Significantly higher fees may deter owners from registering their dogs, leading to lower compliance. • <u>Negative public reaction</u>: Likely to be unpopular among dog owners, potentially leading to dissatisfaction and complaints. • <u>Does not recognise public good</u>: Dog control services provide wider public good, benefiting more

	than just dog owners, meaning that it is appropriate that the general rate is used to fund a small portion (currently set at approximately 10%) of the service.
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41. The table below provides further financial detail for each of the options above.

Financial details for each of the three options

	Option i. Increase registration fees to \$133	Option ii. Maintain registration fees at \$129	Option iii. Increase fees to \$138
Total Dog Registration Revenue	\$1,729,049	\$1,678,688	\$1,852,273
Other revenue streams (excludes stock control)	\$232,315	\$232,315	\$232,315
Rate payer funding (excludes stock control)	\$207,066	\$207,066	\$0
Total expenditure (excludes stock control)	\$2,084,588	\$2,084,588	\$2,084,588
Surplus/Deficit	\$83,842	\$33,481	\$0

FINANCIAL CONSIDERATIONS

42. The Animal Services activity will continue to maintain a strong focus on delivering value for money and reducing costs where possible. These efforts are required to reduce the current deficit in this cash funded activity.

LEGAL IMPLICATIONS / RISKS

43. All options proposed in this report are compliant with the Dog Control Act 1996, Council’s Dog Management Policy and Bylaw and Council’s Revenue and Financing Policy.

TE AO MĀORI APPROACH

44. Managing dog registration is a regulatory procedure, as required under the Dog Control Act 1996.

45. Consultation occurred on 16 October 2025 with the Te Rangapu policy committee primarily for the Dog Management Policy and Bylaw, and Keeping of Animals Bylaw. During that meeting the committee noted their concern for the registration fees for dogs used for hunting or kai gathering purposes. They consider the dogs as working dogs. No other working dogs, other than those named in the Dog Control Act (Disability assist, Police etc) have registration fees waived.

CONSULTATION / ENGAGEMENT

46. Council’s approach to meeting the costs of the Animal Services activity was consulted on as part of the 2024-2034 Long-term Plan (Revenue and Financing Policy).

SIGNIFICANCE

47. 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.
48. 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.
49. In accordance with the considerations above, criteria and thresholds in the policy, it is considered that the decision is of low significance.

ENGAGEMENT

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

NEXT STEPS

51. Council staff to implement the decisions of this report, with invoices for the 2026/27 dog registration fees scheduled to be sent out on or before 1 June 2026.

ATTACHMENTS

Nil

11.10 Appointment of Tangata Whenua Members to SmartGrowth Leadership Group

File Number: A20191318

Author: Christine Jones, General Manager: Strategy, Partnerships & Growth

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

PURPOSE OF THE REPORT

1. To appoint Tangata Whenua nominated representatives as members of the SmartGrowth Leadership Group.

RECOMMENDATIONS

That the Council:

- (a) Receives the report "Appointment of Tangata Whenua Members to SmartGrowth Leadership Group".
- (b) Appoints the following Tangata Whenua Representatives as members of the SmartGrowth Leadership Group:
 - i) Matire Duncan, nominated by Te Rangapū Mana Whenua o Tauranga Moana
 - ii) Whitiora McLeod, nominated by Te Rangapū Mana Whenua o Tauranga Moana
 - iii) Hakopa Tapiata, nominated by Te Ihu o te waka o Te Arawa
 - iv) Heta Gardiner, nominated by Te Kahui Mana Whenua o Tauranga Moana.

APPOINTMENT OF TANGATA WHENUA REPRESENTATIVES

2. Appointments of Tangata Whenua representatives to the SmartGrowth Leadership Group (SLG) are made each triennium after the local government elections. This report receives the nominations from Tangata Whenua and seeks to formally appoint to the Joint Committee.
3. The nominations received are:
 - Matire Duncan and Whitiora McLeod nominated by Te Rangapū Mana Whenua o Tauranga Moana
 - Hakopa Tapiata nominated by Te Ihu o te waka o Te Arawa
 - Heta Gardiner nominated by Te Kahui Mana Whenua o Tauranga Moana.

FINANCIAL CONSIDERATIONS

4. The remuneration for Tangata Whenua Representatives is provided for in the SmartGrowth budget.

LEGAL IMPLICATIONS / RISKS

5. Schedule 7, Clauses 30(A) and 31 of the Local Government Act sets out the requirements for joint committees, including the establishment of an agreement that must specify the number of members each local authority or public body may appoint to the committee, and this is reflected in the Terms of Reference of the SLG.
6. LGA Schedule 7, Clause 30A(1) provides that members of a joint committee (which includes tāngata whenua representatives) can only be appointed by a local authority.

7. TCC has received legal advice from Simpson Grierson that only one council is required to appoint the tāngata whenua representatives to the SLG Joint Committee, not all three local authorities as has been done previously. TCC, in its role as administrative agent, is therefore receiving this report to pass a resolution confirming the appointments. No resolution is required from WBOPDC or BOPRC councils, or from the SLG.

CONSULTATION / ENGAGEMENT

8. Tangata Whenua have undertaken their own engagement process to select the nominees.

TE AO MĀORI APPROACH

9. Tangata Whenua membership on SLG aligns with the principles in Council's [Te Ao Māori approach](#).

SIGNIFICANCE

10. 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.
11. 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 .
 - (c) the capacity of the local authority to perform its role, and the financial and other costs of doing so.
12. In accordance with the considerations above, criteria and thresholds in the policy, it is considered that the decision is of low significance. This is based on the assessment that Tangata Whenua appointments to the SLG is a decision that has already been made, and this decision is only to receive the nominations from Tangata Whenua and formally appoint.

ENGAGEMENT

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

NEXT STEPS

14. The Tangata Whenua representatives appointed by Council resolutions will be formal members of the SLG going forward, including having voting rights as per the approved terms of the Committee.

ATTACHMENTS

Nil

12 DISCUSSION OF LATE ITEMS

13 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
<p>13.1 - Asset Realisation Reserve (ARR) - Further Properties for Disposal Classification</p>	<p>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</p> <p>s7(2)(h) - The withholding of the information is necessary to enable Council to carry out, without prejudice or disadvantage, commercial activities</p>	<p>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</p>
<p>13.2 - Marine Precinct - Update</p>	<p>s7(2)(g) - The withholding of the information is necessary to maintain legal professional privilege</p> <p>s7(2)(h) - The withholding of the information is necessary to enable Council to carry out, without prejudice or disadvantage, commercial activities</p> <p>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)</p>	<p>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</p>
<p>13.3 - Property Enforcement Update</p>	<p>s6(a) - The making available of the information would be likely to prejudice the maintenance of the law, including the prevention, investigation, and detection of offences, and the right to a fair trial</p> <p>s7(2)(a) - The withholding of the information is necessary to protect the privacy of natural persons, including that of deceased natural persons</p> <p>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</p>	<p>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</p>

	<p>s7(2)(g) - The withholding of the information is necessary to maintain legal professional privilege</p> <p>s7(2)(h) - The withholding of the information is necessary to enable Council to carry out, without prejudice or disadvantage, commercial activities</p> <p>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)</p>	
<p>13.4 - University of Waikato Strategic Partnership Agreement and Financial Contribution</p>	<p>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)</p>	<p>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</p>
<p>13.5 - Western Bay of Plenty Deal Agreement Approval</p>	<p>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)</p>	<p>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</p>
<p>Confidential Attachment 1 - 11.1 - Badminton Multisport Centre</p>	<p>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</p>	<p>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</p>
<p>Confidential Attachment 2 - 11.4 - Papakāinga housing funding support</p>	<p>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</p>	<p>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</p>
<p>Confidential Attachment 3 - 11.4 - Papakāinga housing funding support</p>	<p>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</p>	<p>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</p>

14 CLOSING KARAKIA