

AGENDA

Extraordinary Council meeting Tuesday, 11 March 2025

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

Date: Tuesday, 11 March 2025

Time: 10:00am

Location: Tauranga City Council

Ground Floor Meeting Rooms 1 & 1b

306 Cameron Road

Tauranga

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

Marty Grenfell
Chief Executive

Terms of reference – Council

Membership

Chairperson Mayor Mahé Drysdale

Deputy Chairperson 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

Quorum Half 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

odd.

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:
 - o Power to make a rate.
 - o 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:
 - o 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 all statutory duties in regard to Council-controlled organisations, including reviewing statements of intent and receiving reporting, with the exception of the Local Government Funding Agency where such roles are delegated to 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.
- For clarity the Council will develop, review, undertake hearings of and deliberations on community submissions to bylaws as well as the adoption of the final bylaw.

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).

Order of Business

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- 1 OPENING KARAKIA
- 2 APOLOGIES
- 3 ACCEPTANCE OF LATE ITEMS
- 4 CONFIDENTIAL BUSINESS TO BE TRANSFERRED INTO THE OPEN
- 5 CHANGE TO THE ORDER OF BUSINESS
- 6 DECLARATION OF CONFLICTS OF INTEREST

7 BUSINESS

7.1 Draft Budget and Rating Policy for the Annual Plan Consultation

File Number: A17602270

Author: Jim Taylor, Manager: Rating Policy and Revenue

Kathryn Sharplin, Manager: Finance

Tracey Hughes, Financial Insights & Reporting Manager

Authoriser: Paul Davidson, Chief Financial Officer

PURPOSE OF THE REPORT

1. The purpose of this report is to confirm the operational budget and consequential rates increase proposed for inclusion in the draft annual plan consultation document.

2. The rating impacts on the proposed rates requirement are also presented with this report seeking confirmation on changes to Council's rating policy on the allocation of the general rates for the commercial and industrial rating category to be included in the 2025/2026 Annual Plan consultation.

RECOMMENDATIONS

That the Council:

- (a) Receives the report "Draft Budget and Rating Policy for the Annual Plan Consultation ".
- (b) In respect of the draft operating budget and rates requirement for consultation, agrees to an overall rates increase after growth arising from the proposed budget of 12.5% noting that this includes up to \$2.8m of additional placeholder budget savings to be identified in budgets prior to the adoption of the annual plan,
- (c) Agrees that the additional placeholder savings of \$9.8m agreed at Council's 3 March meeting should be identified to the extent possible to apply to the final 2025/26 Annual Plan, with the remaining savings targets pursued through the 2026/27 annual plan and subsequent annual or long term plans.
- (d) In respect of rating policy, agrees to continue with the Long-term Plan decision to move to a fixed proportion of the general rates for each rating category and change the proportions for the residential rating category to 65%, the Commercial rating category to 15% and the industrial rating category to 20% by the 2027/28 rating year.
- (e) Agrees for the 2025/2026 rating year the allocation of the general rates will be:
 - Residential category 66%
 - Commercial category 14.8%
 - Industrial category 19.2%
- (f) Agrees the commercial and industrial rating category general rates allocation of 15% and 20% will be fully phased in by the 2027/2028 rating year.
- (g) Notes that a rates increase of 12.5% is 0.5% higher than the rates limit adopted in the financial strategy of the 2024/34 Long Term Plan however that limit excluded the second Infrastructure Funding and Financing levy of 2.2%.

EXECUTIVE SUMMARY

Draft Budget rates Increase for Consultation

- 3. Council has agreed a baseline budget of 12.5% for the 2025/26 Annual Plan which is consistent with year two of the 2024/34 Long-term Plan (LTP). The 12.5% rates increase proposed includes a placeholder savings budget of \$2.8m.
- 4. The rates increase of 12.5% has been maintained consistent with the LTP whilst Council has moved to a balanced budget approach, and increased its funding of depreciation, putting Council in a more prudent and sustainable longer term financial position.
- 5. Council has sought further reductions to reduce the rates increase below 12.5%. Proposals were presented to Council at its 3 March Council meeting to reduce expenditure looking at changes to fees and some reduction of services. Council agreed to some of the changes proposed and this will be processed through into the draft annual plan. At a 12.5% rates increase, there will be a lower placeholder savings target.
- 6. To meet a 10% rate rise overall, Council were advised the budget would require a savings placeholder budget of \$9.8m. Council agreed to this savings target being pursued. However, this would be unlikely to be achieved in the 2025/26 annual plan year as areas of efficiency and value for money gains have yet to be fully identified and then implemented. It is proposed that this target will be pursued through the next two annual plan years and into the 2027-37 Long-term Plan. This report seeks Council resolution to phase the agreed placeholder savings over several years rather than all in the 2025/2026 Annual Plan.

Rating Policy

- 7. At the Council meeting of 24 February 2025, Council resolved to define the Industrial rating category to exclude industrial land use rating units with a land area less than 250m2 or a building site coverage area of less than 250m2 for unit titles or cross lease rating units that have 0.00 land area.
- 8. Council also resolved to continue with the LTP decision to move to a fixed proportion of the general rates for each rating category and retain the proportion for the residential rating category at 65% and bring back options for the commercial/industrial rating split for the remaining 35% allocation of the general rates.
- 9. This report considers whether is it appropriate to continue with the decision to split the remaining allocation of general rates at 15% commercial and 20% industrial, and the extent to which this is phased in over the next two rating years to be fully implemented by 2027/2028 rating year.
- 10. The report presents the rates analysis based on the proposed 12.5% rate increase.

BACKGROUND

Draft Budget Rates Increase for Consultation

- 11. Council has been presented with a baseline budget for the 2025/26 Annual Plan which involves a rate increase after growth of 12.5% which is equal to the proposed LTP increase of 10.3% after growth plus a new off balance sheet funding levy proposed in the LTP for Te Manawataki o Te Papa of 2.2%. The levy has been replaced by on-balance sheet financing.
- 12. The baseline budget presented on 24th February included significant operational savings of \$26.2m against the LTP, and a placeholder for further savings of \$2.8m to be identified before adoption of the Annual Plan. These savings were required to offset increases since the LTP including:
 - (a) depreciation funding requirements to achieve a balanced budget which has increased the rates requirement by \$25.6m, which would constitute a further 7.6% rate increase since the LTP. The lack of growth forecast for the year also impacts the rates impact

per ratepayer so that a further \$4.1m of savings is required to meet the 12.5% after growth rates increase limit.

- 13. Council sought an option for budgets that delivered a rate increase below 10% after growth. However, staff were unable to identify specific budget savings adjustments. Potential savings of \$1.2m were identified for Council consideration. The remaining gap of \$9.8m required Council to pursue further savings. Most of these savings are unlikely to be identified before adoption of the Annual Plan in June and unlikely to be achieved in the 2025/26 financial year. However, they will be pursued through the following annual plan and into the LTP.
- 14. On 3 March Council considered other options to reduce Council expenditure and increase revenue which have been included in the revised budget and at a 12.5% overall rates increase after growth, lead to a reduced requirement for placeholder savings below \$2.8m.

Rating Policy

- 15. Through the 2024-34 Long-Term Plan (LTP), the Financial Strategy and Revenue and Financing Policy were developed, which underpinned the funding and financing of the investments and services provided and planned for the city. As part of the Long-Term Plan process, the commercial rating category was split into a new industrial rating category and a commercial rating category after council considered each categories impact on the costs of the city, particularly the impacts on transportation costs and including safety and environmental impacts on the whole community.
- 16. When reconsidering these decisions, Council has reviewed the funding needs analysis section of the Revenue and Finance Policy under section 101(3)(a) of the Local Government Act (2002).
- 17. Having reviewed section 101(3)(a) matters, Council can proceed to review the overall allocation of rates under 101(3)(b) of the Local Government Act (2002)
- 18. At the Council meeting of 24 February 2025, Council resolved to define the Industrial rating category to exclude industrial land use rating units with a land area less than 250m2 or a building site coverage area of less than 250m2 for unit titles or cross lease rating units that have 0.00 land area.
- 19. Council also resolved to continue with the LTP decision to move to a fixed proportion of the general rates for each rating category and retain the proportion for the residential rating category at 65% and bring back options for the commercial/industrial rating split for the remaining 35% allocation of the general rates.
- 20. Council resolved to continue to move towards a fixed allocation of general rates for each category to provide long term certainty of general rates through each triennial revaluation.
- 21. The allocation of the general rates for the residential rating category 65% by the 2027/2028 is not changed from the Long-term Plan decision.
- 22. Council can choose to fully phase in the rating category allocations or phase in the general rates allocations over the next three rating years or select any combination in any rating year up to the 2027/2028 rating year.
- 23. The options analysis assumes that council will continue to phase in the allocations and the decision is whether the commercial/industrial general rates allocation split is 15%/20% or 16%/19%.

FUNDING IMPACT OF FULLY PHASED IN POLICY OR BY PHASING IN THE ALLOCATIONS BY THE 2027/208 RATING YEAR

- 24. This report includes three options.
 - The industrial rating category at 20%, starting at 19.2% and increasing by 0.4% each year until fully phased in 2027/2028 rating year.

- The commercial rating category at 16% (from 15%), starting at 15.2% and increasing by 0.4% each year until fully phased in 2027/2028 rating year.
- Recombining the industrial and commercial rating categories.
- 25. The recommendation is based on the first option which reflects the original decision in the 2024-2034 Long Term Plan taking into consideration the change in the industrial rating category.
- 26. Table 1 below shows the median rates impact of the original split prior to the decision to redefine the Industrial Rating Category, and the impact of a fully phased in commercial and industrial allocation at 15% or 16% commercial and 19% or 20% industrial and recombining the commercial and industrial rating categories with the new industrial rating category definition.
- 27. The % and \$/pw are based on the draft budget for 12.5%. The final figures will be recalculated after council decides on its draft 2025/2026 rating budget.

Total and a differ of all of				···
	Status Quo 2024-34	Fully phased in Comm 15%	Fully phased in Comm 16%	Combine Comm/
	LTP	Ind 20%	Ind 19%	Ind
% allocation of Gene				
Residential	66.4%	65.0%	65.0%	65.0%
Commercial	14.8%	15.0%	16.0%	16.8%
Industrial	18.8%	20.0%	19.0%	18.2%
Residential	% change	•		
Median (50%)	11.9%	10.2%	10.2%	10.2%
Commercial				
Median (50%)	18.2%	19.7%	26.2%	31.6%
Industrial				
Median (50%)	14.6%	20.3%	15.4%	11.5%
Residential	\$/pw cha	nge		
Median (50%)	\$7.95	\$6.86	\$6.86	\$6.86
Commercial				
Median (50%)	\$47.06	\$51.01	\$68.00	\$81.98
Industrial				
Median (50%)	\$35.18	\$48.88	\$37.22	\$27.63

Table 1 (excludes water rates)

- 28. If the industrial rating category was phased in from 18.8% to 20% this could be achieved by three equal increases of 0.4% each rating year.
- 29. If instead the commercial rating category was phased in from 14.8% to 16% this could also be achieved by three equal increases of 0.4% each rating year.
 - The next city wide revaluation in in 2026 and the new values will be used for the 2027/2028 rating year when the allocations are fully phased in. The final year may be more of less than 0.4% depending on the distribution of the 2026 revaluation.
- 30. Table 2 below shows the median rates impact of the original split prior to the decision to redefine the Industrial Rating Category, and the impact of a partly phased in commercial and industrial allocation at 15% or 16% commercial and 19% or 20% industrial and recombining

the commercial and industrial rating categories with the new industrial rating category definition.

	Part	Part
	phased in	phased in
	Comm 15%	Comm 16%
	Ind 20%	Ind 19%
% allocation of Genera	l rates and di	fferentials
Residential	66.0%	66.0%
Commercial	14.8%	15.2%
Industrial	19.2%	18.8%
	1	

Residential	% change	
Median (50%)	11.4%	11.4%
Commercial		
Median (50%)	18.3%	21.0%
Industrial		
Median (50%)	16.4%	14.5%
Residential	\$/pw change	9
Residential Median (50%)	\$/pw change \$7.64	\$7.64
Median (50%)		
Median (50%) Commercial	\$7.64	\$7.64

Table 2 (excludes water rates)

31. Analysis of the impact on lower and higher value properties are included in the attachment.

STATUTORY CONTEXT

32. The decisions in this paper on rating policy will become part of the 2025-2026 Annual Plan

STRATEGIC ALIGNMENT

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

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

34. Fair and equitable funding of council's investment in services and infrastructure through a proportional allocation of rates liability on the whole community will contribute to all of the above outcomes.

OPTIONS ANALYSIS (ALLOCATION OF GENERAL RATES)

Option 1 - Council to continue with the Long-term Plan decision to move to a fixed proportion of the general rates for each rating category and change the proportions for the residential

rating category to 65%, the Commercial rating category to 15% and the industrial rating category to 20% by the 2027/28 rating year (Status Quo).

The industrial rating unit allocation will be 19.2% in the 2025/2026 rating year, 19.6% in the 2026/2027 and fully phased in to 20% in the 2027/2028 rating year.

Advantages	Disadvantages
 Recognises the increasing volumes of heavy vehicle to Industrial related businesses in the city from journeys originating or finishing outside the city's boundary. Recognises the social and environmental impacts such as congestion, safety, and pollution on the city of heavy vehicles and industrial activity. Provides certainty and mitigates future valuation swings between sectors and rating categories. Does not require annual reviews. 	 Industrial rating units may think that they are paying more than is equitable and fair. Continued larger than average increases for the industrial sector phased in over three years.
Key risks	
Recommended?	(Section 101(3)(b) decision)

Option 2 - Council to continue with the Long-term Plan decision to move to a fixed proportion of the general rates for each rating category and change the proportions for the residential rating category to 66% and change the Commercial rating category from 15% to 16% and the industrial rating category from 20% to 19% by the 2027/28 rating year.

The commercial rating unit allocation will be 15.2% in the 2025/2026 rating year, 15.6% in the 2026/2027 and fully phased in to 16% in the 2027/2028 rating year.

Disadvantages
 Continued larger than average increases for the commercial sector phased in over three years. Local hospitality sector and Tauranga CDB retail struggling due to construction and economic downturn (partly mitigated by reduced rating valuations in those areas for some commercial properties, and by an increased number of rating units in the
commercial rating category). (Section 101(3)(b) decision)

Option 3 - Council proposes to recombine the commercial and industrial rating units into a single rating category, consulted with the community in the 2025/2026 Annual Plan.

Advantages	Disadvantages
 Is simple to administer and understand. Easier to benchmark with other NZ metropolitan cities. 	 Large increase the rates liability on the commercial rating category (can be mitigated by phasing in over a period of years) Does not recognise the relative impact on each sector or rating category on council's activities and services.
Key risks	
Recommended?	No – potential to review at next LTP (Section 101(3)(b) decision)

FINANCIAL CONSIDERATIONS

- 35. Using placeholder savings budgets to limit rates increases creates a risk that Council will achieve an imbalanced financial result. Once the rates requirement is agreed for the year no further rates revenue can be collected to fund the shortfall.
- 36. The LGFA has identified achievement of a balanced budget as one of the requirements to receive a bespoke covenant.
- 37. The proposed 12.5% rate increase exceeds the limits on rate increases set in the financial strategy for the LTP by 0.5%. That limit was 12%, but it was based on the assumption of an additional infrastructure funding and financing levy which was subsequently not agreed by Council. This will need to be noted in the consultation document on the Annual Plan.
- 38. The additional savings targets will continue to be pursued through subsequent years which should contribute to a lowering of rates requirement in those years.
- 39. With respect to rating policy, changing the allocation of the general rates will not impact council's finances directly as they change the allocation of rates liability over the whole community. If some ratepayers pay less others would pay a greater share of the total rates requirement set by Council.

LEGAL IMPLICATIONS / RISKS

40. Council should follow due process, particularly the chronological order in section 101 Financial management of the Local Government Act (2002), when setting rating policy

TE AO MĀORI APPROACH

41. Fair and equitable allocation of rates ensures that the Industrial sector and other heavy vehicle users contribute to the costs of a safe transportation network. This aligns to the concept of Manaakitanga which is best practice and a strong duty of care and safety for our people.

CLIMATE IMPACT

42. While Transportation Activity, in particular road traffic, is a key contributor to negative environmental impacts, the rating policy changes are unlikely to change any behaviour of heavy vehicle traffic to, or from, Industrial rating units. The Port of Tauranga is New Zealand's only deep water port and is unlikely to move from the centre of Tauranga

CONSULTATION / ENGAGEMENT

43. Changes to rating Policy or the Revenue and Financing Policy will be consulted with the whole community as part of the 2025-2026 Annual Plan

SIGNIFICANCE

- 44. 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.
- 45. 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.
- 46. In accordance with the considerations above, criteria and thresholds in the policy, it is considered that the decision is of high significance.

ENGAGEMENT

47. Taking into consideration the above assessment, that the decision is of high significance, officers are of the opinion that the following consultation is required under the Local Government Act 2002. The decision will be included in the Funding Impact Statement (rates) in the 2025/2026 Annual Plan consultation.

NEXT STEPS

- 48. Decisions will be included in the 2025-2026 Annual Plan consultation and/or supporting documents.
- 49. The key financial information consistent with the consultation document will be presented to Council for approval on 24th March.

ATTACHMENTS

1. Funding Impact Statement - Options for splitting and phasing in the commercial and industrial rating categories general rates allocation - A17678478 U

Examples of rating impact on residential	commercial and industrial	properties with a	notential rating policy option
Examples of fathing impact on residential	, commercial and muusinar	properties with p	potential rating policy option

Examples of family	inpuot oi	Toolaontia	oommor ord	i diid iiidd	strial properties with poten	tiai iatiiig p	oney option
						Part nhasod	Part phased
	Status	Fully phased	Fully phased		l l	•	in Comm
	Quo 2024-		in Comm	Combine	l l	15% Ind	16% Ind
		-	16% Ind 19%			20%	19%
% allocation of General			10 /6 HIU 19 /6	Commit ma	% allocation of General r		
			65.0%	GE 00/			
Residential	66.4%					66.0%	
Commercial	14.8%					14.8%	
Industrial	18.8%	20.0%	19.0%	18.2%	Industrial	19.2%	18.8%
Residential	% change				Residential	% change	
Low Residential (1%)	10.5%		9.5%	9.5%		10.2%	10.2%
Lower Quartile (25%)	11.6%	10.1%				11.1%	
Median (50%)	11.9%					11.4%	
Upper Quartile (75%)	12.2%					11.7%	
High residential (99%)	13.4%					12.8%	12.7%
Commercial	10.470	11.170	11.170	11.170	Commercial	12.070	12.770
Lower Quartile (25%)	17.3%	18.6%	24.5%	29.3%		17.4%	19.8%
Median (50%)	18.2%	19.7%				18.3%	
Upper Quartile (75%)	18.7%	20.3%				18.9%	
High commercial (99%)	19.4%	21.1%				19.6%	
Industrial	101176	2.1170	2011 70	0.11070	Industrial	101070	22.070
Lower Quartile (25%)	14.0%	19.0%	14.8%	11.3%		15.6%	13.9%
Median (50%)	14.6%	20.3%				16.4%	
Upper Quartile (75%)	15.0%	21.1%	15.9%			16.9%	14.9%
High Industrial (99%)	15.3%	21.9%	16.3%	11.7%		17.5%	
Residential	\$/pw chan	ige	•	•	Residential	\$/pw change	
Low Residential (1%)	\$4.39	\$3.95		\$3.96	Low Residential (1%)	\$4.27	\$4.27
Lower Quartile (25%)	\$6.81	\$5.93	\$5.93	\$5.93	Lower Quartile (25%)	\$6.56	\$6.56
Median (50%)	\$7.95			\$6.86	Median (50%)	\$7.64	\$7.64
Upper Quartile (75%)	\$9.53	\$8.15	\$8.15	\$8.15	Upper Quartile (75%)	\$9.13	\$9.13
High residential (99%)	\$28.41	\$23.56	\$23.57	\$23.57	High residential (99%)	\$27.01	\$27.00
Commercial					Commercial		
Lower Quartile (25%)	\$26.16					\$26.42	\$30.01
Median (50%)	\$47.06					\$47.55	
Upper Quartile (75%)	\$80.76					\$81.62	
High commercial (99%)	\$1,798	\$1,960.13	\$2,657.67	\$3,231.24	High commercial (99%)	\$1,818.03	\$2,100.52
Industrial					Industrial		
Lower Quartile (25%)	\$19.42					\$21.65	
Median (50%)	\$35.18					\$39.60	
Upper Quartile (75%)	\$68.45					\$77.48	
High Industrial (99%)	\$690.72	\$986.47	\$734.75	\$527.59	High Industrial (99%)	\$786.02	\$684.77

Item 7.1 - Attachment 1 Page 16

- 8 DISCUSSION OF LATE ITEMS
- 9 CLOSING KARAKIA