



SUPPLEMENTARY AGENDA

**Transfer of a Public Excluded Report into the Open
Section**

Ordinary Council meeting Tuesday, 13 May 2025

Date: Tuesday, 13 May 2025

**Time: 9.30am (Annual Plan Hearings) Council - 13
to 16 May 2025**

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

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

**Marty Grenfell
Chief Executive**

Order of Business

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11.1	Transfer of Public Excluded Report 'Tauranga Art Gallery Refurbishment Project Update' into the Open Section of the Council Meeting (Annual Plan Hearings) held on 13 - 15 May 2025	4

11 BUSINESS

- 11.1 Transfer of Public Excluded Report 'Tauranga Art Gallery Refurbishment Project Update' into the Open Section of the Council Meeting (Annual Plan Hearings) held on 13 - 15 May 2025**

ATTACHMENTS

- 1. Tauranga Art Gallery Refurbishment Project Update' - A18172616** [!\[\]\(4c660a3c4ce1da3313488b7854f55083_img.jpg\)](#) [!\[\]\(f01c435bb39e3068a9b4895c9a993158_img.jpg\)](#)

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13.2 Tauranga Art Gallery Refurbishment Project Update**File Number: A17948645****Author: Mike Naude, Director of Civic Developments
Beau Fraser, Senior Programme Manager: Civic Redevelopment****Authoriser: Marty Grenfell, Chief Executive****PURPOSE OF THE REPORT**

1. This report has two key objectives:
 - (a) To provide an update to the Council on the Tauranga Art Gallery Refurbishment project, including an overview of the significant structural and building upgrades required beyond the scope of the original project; and
 - (b) To outline the actions taken to date to reduce liabilities within the project and outline the recommended option to progress the project, including associated risks.
2. This report includes a request for approval to allocate additional funding of \$2.1 million to the project, from within the wider Te Manawataki o Te Papa Programme budget, to ensure its completion.

RECOMMENDATIONS

That the Council:

- (a) Receives the report "Tauranga Art Gallery Refurbishment Project Update".
- (b) Approves revised budget allocation of up to a maximum of \$2.1 million, to the Tauranga Art Gallery refurbishment, ensuring the project has sufficient resources to proceed to completion and;
- (c) Confirms that the budget be met from the Te Manawataki o Te Papa Programme budget of \$306M as approved in the LTP 2024-34. No additional funds will be sought and;
- (d) Notes the establishment of an oversight group to continue working through value engineering and appropriate apportionment of costs and contingency for the completion of the Tauranga Art Gallery refurbishment; and
- (e) Notes that the outcomes of this oversight group will be applied to reducing the funding requirement for this project including ensuring the correct level of contingency remains to complete the project; and
- (f) Instructs the Chief Executive to pursue alternative funding options.

EXECUTIVE SUMMARY

3. The Art Gallery refurbishment is a sub-project of the Te Manawataki o Te Papa (TMOTP) programme.
4. Whilst the project has evolved over time, the current project involves;
 - (a) Realigning the gallery opening to Masonic Park to benefit from the wider TMOTP precinct.

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- (b) Earthquake strengthening works to align with 50% New Building Standard Rating (NBSR)
- (c) Extending the floorplan of the building to allow for a café and retail space and changes to the existing feature stairwell.
- (d) Upgrading the heating, ventilation and air conditioning ("HVAC") system, exterior painting and other upgrades to the building.

The total budget of \$7.557 million was approved by Council on 11 December 2023, including the purchase of the Art Gallery land, by the Council.

5. Once the project construction commenced in September 2024, the project encountered significant cost and schedule impacts due to the need for extensive remediation works, unforeseen construction deficiencies, and additional scope items requested by the Tauranga Art Gallery Trust (TAGT). The identification of structural and compliance issues from the gallery's 2006 upgrade, combined with evolving project requirements, has resulted in a budget shortfall and has extended the programme by a possible twelve weeks.
6. Due to the various issues discovered on site, there is a stark contrast between the original scope of works and the current project scope. The initial plan envisioned a "light-touch" targeted upgrade, whereas the project has now evolved into an extensive refurbishment.
7. Since the discovery of the significant remediation works required and building deficiencies the Project Team, in collaboration with TAGT, has undertaken further targeted value engineering exercise across all uncommitted project elements.
8. Limited value engineering opportunities have been identified due to the nature and stage of the project, with the \$78,000 savings confirmed to date. These savings marginally mitigate the requirement for a further \$2.1m required to complete the works, which includes a project contingency of approximately \$464,000.
9. Council is being asked to consider a request for an additional \$2.1 million to complete the Tauranga Art Gallery Refurbishment Project. This will bring the total project cost to \$9.657 million, of which \$4.374m is funded by the TAGT which includes the sale of underlying land to TCC as outlined in paragraph 19 below.
10. The recommended option is for the Project Oversight Group to continue to look for value engineering initiatives and options that will reduce this amount, wherever possible. The Chief Executive will also pursue cost recovery options from associated third parties. This report seeks to note that the maximum amount of additional funding will be up to \$2.1m and this will be funded through existing budgets across the Te Manawataki o Te Papa Programme. No additional funding is requested above this amount. The Project Oversight Group will continue to seek value for money options within the scope of the project, which will enable completion of the works in accordance with the Partnership Agreement with the Tauranga Art Gallery Trust. This option ensures the delivery of a safe, compliant, and resilient public facility while protecting the significant investment already made. The Te Manawataki o Te Papa Limited Board have considered alternative options, such as halting or deferring the project and do not recommend this as it would result in an incomplete facility, potential legal and reputational risk, and loss of community and cultural value.
11. The Project Oversight Group has been established to work through additional value engineering and cost apportionment opportunities to provide a greater level of stakeholder oversight regarding cost management for the remainder of the project. The group consists of the Council's Chief Executive, Councillor Taylor, the Chair of Te Manawataki Te Papa Limited Board, the Chair of TAGT, the Director of TMOTP and the Art Gallery Director.
12. The Te Manawataki o Te Papa Board retains the governance responsibility for project delivery.

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BACKGROUND

13. The Tauranga Art Gallery is run by the Tauranga Art Gallery Trust (TAGT), now a Council-Controlled Organisation (CCO) owned by the Tauranga City Council (TCC). TAGT was established in 1998 and in 1999 purchased the former BNZ building through community fundraising. Following a significant upgrade to the former BNZ building in 2006, the Art Gallery opened in 2007.

Brief History of Tauranga Art Gallery upgrades

14. Council received a comprehensive report on the history of the Art Gallery project at its meeting on 23 October 2024. The following summary provides a brief outline of the key stages.
15. The Art Gallery has been part of the defined area of Te Manawataki o Te Papa since its initial Masterplan drawings approved by Council for consultation in February 2022. However, at that stage the Art Gallery was not identified as a separate project within the Masterplan, instead referring to an intention to explore opportunities to maximise the benefits of TMOTP with the Art Gallery.
16. In December 2022, Council received a report outlining preliminary design and costs for TMOTP. At this stage, the Art Gallery was identified as a separate sub-project, with a defined budget of \$1.5 million. The key objectives of the Art Gallery upgrade included reorientating the entranceway and integrating the gallery into the TMOTP precinct. The Council report also noted that the \$1.5 million was consistent with previous budgets, and that further work was required to identify the upgrade proposed within that budget.
17. On 20 March 2023, Council received the feasibility report prepared by Architects Warren and Mahoney which, in addition to reorientating the entrance and connecting the gallery to TMOTP and allow for a potential café and retail space, and changes to the existing feature stairway. At this meeting, Council approved an additional budget of \$1.88 million based on concept design, taking the total project budget to \$3.38 million including a contribution of \$200,000 from the Tauranga Art Gallery Foundation, noting this was to have no impact on the ratepayer-funded portion of TMOTP, identifying alternative funding sources.
18. Subsequent to the 20 March 2023 decision, additional asset management works were identified, which would be prudent to complete alongside the entranceway upgrades (stage 1). These additional works (stage 2) included replacing the ageing HVAC system and exterior painting and other upgrades to the building due to the entrance realignment. In addition, the detailed design works identified the need for seismic upgrades of the building to achieve a 50% NBSR. These works were not budgeted for as part of the \$3.38 million approved by Council in March 2023. In August 2023, it was established that these additional works, if proceeded with, would lead to an unfunded budget shortfall of approximately \$3 million. Discussions commenced with the Art Gallery to address this funding gap.
19. On 11 December 2023, Council received a public excluded report that outlined;
 - (a) The final cost estimate for the core project (stage 1) increased from \$3.38 million to \$4.3 million.
 - (b) The critical asset management works (stage 2 -HVAC, exterior painting and building upgrades) was estimated at \$2.41 million
 - (c) The seismic upgrade work was estimated at \$847,000

Collectively, these works would increase the project cost from \$3.38 million approved in March 2023, to \$7.557 million, a funding shortfall of almost \$4.2 million, of which \$900,000 had been secured from other sources (this amount was increased to \$1.15m from other sources in July 2024). At this time, Council resolved to purchase the Art Gallery land for \$3.8 million, approved a maximum capital contribution of \$3.274 million from the Tauranga Art Gallery Trust to the full project and approved the new project budget of \$7.55 million.

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The report noted that any risk and/or cost overruns associated with the delivery of the full programme of works, would sit with TCC.

20. On 28 February 2024, TAGT agreed to sell its land for \$3.8 million and use the proceeds to contribute \$3.274 million to the building project. This land was sold to TCC resulting in loan funded being used to contribute to the funding of this project.
21. The sale and purchase agreement for the Art Gallery land was signed with the Trust on 22 July 2024, with physical works beginning in September 2024 and an initial expected completion date of May 2025.
22. Once the project commenced, challenges were identified, including changes to the entrance cladding specified by the Architects which required redocumentation and the need for a Building consent amendment which generated a significant time delay and impact on the budget.
23. The building remediation works included the ceiling in the mezzanine space to be replaced. Following demolition of the mezzanine ceiling in September 2024 several issues were identified in the roof cavity.
24. In October 2024 a decision was made to demolish the remaining ceilings within the main gallery to enable full inspection of the extent of defective and substandard workmanship in the roof support structure and the northern external wall including
 - Damaged/spalled concrete walls, some previously filled with expanding foam.
 - Rusted and defective structural steel compromising seismic integrity.
 - Poor workmanship in timber roof support, including notched purlins and inadequate fixings.
 - A structurally deficient roof sheeting system with no proper support substrate.
 - Necessary waterproofing and material specifications to the northern wall.

These issues were not identified during the initial site inspections during the design and tender process. The full extent of these problems only became apparent after ceiling removal, necessitating a broader scope of remedial work than originally planned.
25. The remedial works required investigation, redocumentation and a building consent amendment. A building consent amendment was lodged in December 2024 and granted in January 2025 resulting in extension of time claim from the contractor.
26. Significant budget increases have occurred due to unforeseen building issues; historical building workmanship problems dating back to the building renovation in 2006, and on-site coordination challenges. Additionally, minor scope changes by TAGT, and incremental professional fees contributed to these variations.
27. Colliers Project Leaders were engaged to provide independent professional management of the Art Gallery refurbishment project in mid-2024. Their review identified significant unforeseen conditions, including extensive concealed building issues and the need for additional enabling works to maintain the required 50% NBS seismic rating. These discoveries triggered non-discretionary scope increases, redesigns, and changes to building elements such as the café cladding.
28. The high volume of Requests for Information (RFI) during a compressed redesign period also placed additional pressure on consultant resources. An interim Lessons Learnt Report on the TAG project was presented to the TMO TP Limited Board in March 2025. This report concluded the increased costs and programme impacts are directly attributable to addressing these unforeseen conditions, which would likely have been unavoidable even if identified earlier.

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29. As a result of the expanded remediation scope, the project completion date has been revised from May 2025 to August 2025, representing a three-month extension. This additional time is necessary to complete further structural investigations, update design solutions, and finalise the required building consent amendments, ensuring the project is delivered to full compliance and performance standards.

STATUTORY CONTEXT

30. The recommendation to complete the Tauranga Art Gallery Refurbishment supports the purpose of local government under the Local Government Act 2002 by promoting the four well-beings—social, cultural, environmental, and economic. Socially and culturally, the refurbished Art Gallery will provide a safe, inclusive, and engaging space for community connection, education, and artistic expression. Economically, it contributes to the vitality of the city centre, supporting local businesses and creative industries as part of the wider Te Manawataki o Te Papa precinct. Environmentally, the project embraces sustainable outcomes through the reuse and upgrade of existing infrastructure, reducing the carbon footprint compared to new construction. Overall, the project aligns with Council's statutory role in enhancing the well-being of current and future generations.
31. The project was recognised as a significant component of the city's cultural infrastructure and was included in Council's 2024–2034 Long-term Plan (LTP) for consultation. Community feedback highlighted the importance of the Art Gallery in delivering high-quality arts and culture opportunities for both residents and visitors. The refurbishment is viewed as essential to maintain the Gallery's role within the city's cultural landscape and to ensure it continues to meet the community's needs. The LTP also acknowledged the Art Gallery's integration into the broader Te Manawataki o Te Papa civic precinct development, emphasising its role in the city's future cultural and civic offerings.
32. Tauranga Art Gallery Trust is a council-controlled organisation as defined by section 6 of the Local Government Act 2002.

STRATEGIC ALIGNMENT

33. The Art Gallery, and the Art Gallery development discussed through this report, contributes to the promotion or achievement of the following strategic community outcomes:

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

34. The Art Gallery provides cultural, social and educational benefits to all those who interact with it (visitation targets for a year when the Gallery is open all year are 35,000).
35. The Art Gallery aims to create exceptional art experiences that engage, inspire, challenge, and educate through exhibitions, public programmes, and events.
36. The intent of the Art Gallery development is consistent with a range of strategic documents including the Civic Centre Masterplan – Te Manawataki o Te Papa, the Tauranga Moana Waterfront Plan, the City Centre Action and Investment Plan, and the Arts, Culture and Heritage Action and Investment Plan.
37. The Art Gallery Refurbishment directly contributes to several of Tauranga City Council's key community outcomes. By delivering a safe, modern, and resilient cultural facility, the project supports the creation of a vibrant and inclusive city, where arts and culture are accessible

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and celebrated. The improved structural integrity and compliance enhancements contribute to a resilient and well-planned city, ensuring the gallery can continue to operate safely in the face of future seismic events or changing regulatory standards. Furthermore, the project upholds the partnership between Council and the Tauranga Art Gallery Trust, enabling continued delivery of high-quality exhibitions, educational programmes, and community engagement opportunities that enrich the cultural life of the city.

38. The Art Gallery Refurbishment Project is a key enabling component of the wider TMOTP Programme. Located adjacent to the new civic and cultural facilities currently under development, the refurbished Art Gallery will play a central role in the revitalised civic precinct. The project ensures that the Art Gallery is structurally sound, code-compliant, and architecturally integrated into the broader TMOTP vision. Once complete, the Gallery will complement the new Library and Community Hub, Museum, Civic Whare, and Exhibition Centre, creating a cohesive, vibrant cultural destination in the heart of the city. Its readiness and resilience will help activate the precinct and contribute to the long-term cultural, social, and economic goals of the TMOTP programme.
39. The recommendation to complete the Tauranga Art Gallery Refurbishment aligns closely with the goals of Tauranga City Council's Arts and Culture Strategy and Investment Plan. The project supports the strategic objective of fostering a vibrant city centre enriched by accessible, high-quality arts and cultural experiences. As a key cultural anchor within the Te Manawataki o Te Papa civic precinct, the Gallery plays a central role in delivering on Council's vision for a city where creativity is valued and supported. The refurbishment ensures the Gallery remains a safe, functional, and inspiring venue for exhibitions, education programmes, and public engagement—contributing directly to the delivery of Council's community outcomes relating to a vibrant, inclusive, and resilient city. Investment in the Gallery complements the broader arts and culture investment strategy by safeguarding a critical asset and enabling it to operate at a standard consistent with the wider civic transformation.

OPTION ANALYSIS

The Council is committed to complete the Tauranga Art Gallery refurbishment and therefore recommends the following option:

Option 1 (Recommended)

40. Council completes the Art Gallery Refurbishment project.
 - Completing the Art Gallery Refurbishment project requires a further allocation of \$2.1 million.
 - Completing the Art Gallery Refurbishment project meets the conditions of the Council and Tauranga Art Gallery Partnership Agreement.

Advantages	Disadvantages
Fulfils Legal and Partnership Obligations: Completing the project ensures Council meets its obligations under the Council–Tauranga Art Gallery Trust (TAGT) Partnership Agreement, preserving trust and avoiding reputational or legal risk and its obligations under the contract signed on 22 July 2024. Delivers long-term asset integrity and use: The refurbishment addresses critical structural and compliance issues, significantly improving	Additional unbudgeted cost: The \$2.1 million increase represents a significant budget overrun, placing additional pressure on Council finances and potentially affecting funding for other priorities within the TMOTP Programme. Residual risk exposure: While the project team has accounted for known risks, residual unknowns or late-stage variations may still arise, posing the risk of further cost escalation.

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<p>the building's resilience, functionality, and lifespan.</p> <p>Avoids wasted investment to date:</p> <p>Significant public funding and resources have already been committed. Completing the project ensures that existing investment is not wasted or left as a partially delivered asset.</p> <p>Cultural and civic benefits:</p> <p>The Art Gallery is a key civic and cultural facility. Its completion supports community engagement, tourism, and the city's broader cultural offering.</p> <p>Operational continuity and certainty:</p> <p>Completion avoids disruption to gallery programming and revenue generation, ensuring the facility can reopen safely and on schedule.</p>	<p>Opportunity cost:</p> <p>The allocation of additional funds to this project may delay or displace other planned capital works within the TMOP Programme or community initiatives in the short term.</p>
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FINANCIAL CONSIDERATIONS

Project Costs

41. As indicated above, the Art Gallery Upgrade project has evolved from a light touch upgrade and door relocation into a much more extensive refurbishment which has, upon detailed investigation, highlighted a requirement for significant remediation and structural work. A summary of how the project has evolved financially is below, including the estimated additional budget required for completion.

Capital Approval Timeline	Description	Amount (\$m)
LTPA 2021-31	Entrance re-orientation onto Masonic Park	1.50
20 March 2023	Increase in floorplan and associated additional work re above	1.88
11 December 2023	TAGT identified critical asset management work and seismic strengthening	4.17
Total Capital Spend in LTP 2024-34		7.55
Additional Capital Spend Required	Remediation of discovered structural issues and defects	2.10
Total Required Capital Spend		9.65

42. RLB have provided a detailed cost estimate for the additional budget required, which is summarised as follows:

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Category	Current Budget (\$m)	Additional Budget (\$m)	Revised Budget (\$m)
Direct Costs and Fees	1.90	0.71	2.61
Construction Costs	4.92	0.92	5.84
Contingency	0.73	0.47	1.20
Total Budget	7.55	2.10	9.65

Actions to date to reduce the financial impact

43. The TCC Project Team, in collaboration with the Tauranga Art Gallery Project Team, has undertaken a series of targeted value engineering exercises, focusing on all project elements not yet contractually committed. These workshops aimed to identify opportunities to reduce costs without compromising the core project outcomes. To date, confirmed savings of \$78,000 have been achieved. The latest RLB Cost Report validates these savings. In addition, there remains a further \$150,000 of costs under review. Work is continuing to finalise these additional opportunities in conjunction with the Project Oversight Group and Te Manawataki o Te Papa Limited Board.
44. The report also confirms that the project contingency now sits at circa. 10% of the remaining contract value (approximately \$464,000). Based on current cost forecasts and assuming full utilisation of the contingency, the additional funding required to complete the project is projected at \$2.1 million. This forecast reflects all known risks and commitments at the time of reporting, however it excludes work required on the exterior of the roof that is being funded by TAGT. Further initiatives from the project oversight group that result in cost savings will be applied to reducing any additional funding requirement from the wider TMOTP Programme.
45. Recognising the need for strengthened stakeholder oversight of the project cost management options, a Project Oversight Group has been established to work through additional value engineering and cost apportionment opportunities and support the project. The Group comprises the Chief Executive of TCC, Councillor Rod Taylor, the Chair of the Te Manawataki o Te Papa Board, the Chair of the Tauranga Art Gallery Trust and the Art Gallery Director. Its role is to support the cost management options for the project, ensure value for money is achieved, and support the successful delivery of the refurbishment works.
46. It is expected that a review of the current programme of work under the control of TMOTP Ltd will be undertaken and the required extra budget will be found from within it, meaning that no additional funding overall is being sought with this paper.

Project Funding

47. The two significant funding sources for this project arise from Tauranga Art Gallery Trust who have committed \$3.3m of the land sale proceeds to the project, and from the Asset Realisation Reserve. The balance is made up from external sources. A summary of the various funding sources is outlined below.

Source	Amount (\$m)
TAGT Reimbursement	3.30
Asset Realisation Reserve	3.10
TECT	0.50
TAG Foundation	0.45
Pub Charity	0.20
Total Confirmed Funding	7.55
Funding Shortfall	2.10

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48. It is anticipated that the funding associated with the transfer of budget from within the TMOTP Ltd programme of work will also be transferred with it, if possible. However, it is also recommended that the Chief Executive continue pursuing alternative funding sources to offset as much of the additional \$2.1m required as possible.

LEGAL IMPLICATIONS / RISKS

49. The projects that make up this overall programme of work include conservative assumptions regarding the level of project contingencies and cost escalation. However, there is always a risk that further significant unplanned events may have an impact on overall and eventual project costs. Suitable contingencies are included in the cost estimates of circa 10% or \$464,000.

TE AO MĀORI APPROACH

50. The refurbishment of the Art Gallery will enable the ongoing celebration of the culture and history of Tauranga Moana. The development, as part of Te Manawataki o Te Papa, incorporates the TMOTP Values which give context to the cultural licence for the entire Te Manawataki o Te Papa programme. In addition to the principles created by tangata whenua throughout the Te Papa Spatial Plan development, through further wānanga, with a focus on Te Papa (the Tauranga CBD) four pou (guiding pillars) were established, each upholding the principal place-based values identified as foundational in its restoration as a thriving centre of vibrancy, collectively and wellbeing - The Heart of our City, Te Papa. The four pou are: Te Papa Houkura, Te Papa Manawa Whenua, Te Papa o Nga Waka, Te Papa Kainga o Te Iwi.

CLIMATE IMPACT

51. While the primary driver of the Art Gallery refurbishment has been to address legacy structural and compliance issues, the project has also delivered benefits from a low-carbon and resilience standpoint. The reuse and strengthening of the existing building structure significantly reduced the need for new materials, aligning with low-carbon principles by avoiding the embodied carbon associated with demolition and rebuild. Upgrades to building services and weather-tightness have improved energy efficiency and thermal performance, contributing to long-term operational sustainability.
52. In terms of resilience, the seismic strengthening works and remediation of structural deficiencies have markedly enhanced the building's ability to withstand future seismic events, securing its role as a long-term civic and cultural asset.

CONSULTATION / ENGAGEMENT

53. The wider Te Manawataki o Te Papa project was consulted on widely before being included in the amended Long-term Plan 2021-2031.
54. Other than with the Tauranga Art Gallery Trust, there was no consultation or engagement undertaken prior to the purchase of the Art Gallery land and the commencement of the project construction.

SIGNIFICANCE

55. 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.

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56. 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.
57. In accordance with the considerations above, criteria and thresholds in the policy, it is considered that the matter is of medium significance.

ENGAGEMENT

58. Taking into consideration the above assessment, that the matter is of medium significance, and considering that the additional expenditure is necessary to complete this project, officers are of the opinion that no further engagement is required prior to Council making a decision.

NEXT STEPS

59. If the additional budget is approved, the project will continue through to completion, with a projected completion date of 15 August 2025.
60. The newly established Project Oversight Group will continue to work through additional value engineering and cost apportionment opportunities, providing a greater level of stakeholder oversight of cost management options to the remainder of the project.

ATTACHMENTS

Nil