SUPPLEMENTARY AGENDA

Ordinary Council meeting
Tuesday, 10 November 2026

Date: Tuesday, 10 November 2026

Time: 9:00 am

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

Gareth Green
Interim Chief Executive

Order of Business

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9.1 Public Forum: Tauranga City Basketball Association - Belinda Edwards 4

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11.9 Transport Resolutions Report No.63 60

11.10 Temporary Road Closure Report for Events 2026-2027 75

9 PUBLIC FORUM

9.1 Public Forum: Tauranga City Basketball Association - Belinda Edwards

ATTACHMENTS

Nil

11 BUSINESS

11.3 User Fees and Charges Review-Issues and Options

File Number: **A21166990**

Author: **Carmen Norris, Corporate Planner**
Joanna Thomas, Manager: Libraries & Community Hubs
Reena Snook, Baycourt Community & Arts Centre Manager
Ross Hudson, Head of Spaces & Places
Nigel McGlone, Manager: Compliance Services
Oscar Glossop, Team Leader: Animal Services
Sam Kemp, Team Leader: Alcohol Licensing

Authoriser: **Craig Rice, Chief Operating and Financial Officer**

PURPOSE OF THE REPORT

1. This report presents options to include within the draft 2027/28 User Fees and Charges Schedule.

RECOMMENDATIONS

That Council:

(a) Receives the report "User Fees and Charges Review-Issues and Options".

(b) Approves the following options from each attachment to be included in the draft User Fees and Charges 2027/28:

Baycourt and Cargo Shed (Attachment 1)

Baycourt

i. Option 1: Retain status quo (existing 50% discount on venue hire fees for eligible community events).

Cargo Shed

ii. Option 2: Introduce a 20% discount for eligible cultural events

Libraries and Community Hubs (Attachment 2)

iii. Option 1: Retain charges on Top Title books only – keep the recently increased fee of $3.50 and increase the number of items in the collection

Active Reserves (Attachment 3)

iv. Option 2: Charge a per player fee for field use.

Use of Council Land (Community Leases) (Attachment 4)

v. Option 3: Adjust discounts related to land area (irrespective of public access).

Use of Council Land (Markets) (Attachment 5)

vi. Option 3: Area based charging using commercial land values with a commercial opportunity premium

Boat Ramp Parking (Attachment 6)

vii. Option 2: Reintroduce trailer parking fees adjacent to the deepwater boat ramps at $10 a day, $100 a year for residents and $150 a year for non-residents, with exemptions for community organisations.

Alcohol Licensing (Attachment 7)

viii. Option 4: Increase the current fees to reflect a 30% rates / 70% user funded model.

Animal Services (Attachment 8)

ix. Option 1: Adopt table one fees

EXECUTIVE SUMMARY

2. Council staff undertook a comprehensive review of user fees and charges as part of the 2026/27 Annual Plan process.

3. Following Council's decision to defer the broader review to the Long-term Plan process, reviews of Cemetery, Building Services, and Trade Waste fees were completed separately through the 2026-27 Annual Plan.

4. This report presents issues and options assessments for the remaining seven activity areas: Baycourt and the Cargo Shed, Libraries and Community Hubs, Active Reserves, Use of Council Land, Boat Ramp parking, Alcohol Licensing and Animal Services.

5. If the staff recommendations are adopted, annual fees and charges revenue is expected to increase by approximately $770,000. The proposed changes improve cost recovery and alignment with Council's Revenue and Financing Policy, while balancing affordability and community access considerations. Significant changes to user fees and charges risk adverse feedback from some users of Council facilities and services.

6. A draft Fees and Charges Schedule incorporating the decisions from this report will be presented to Council in December 2026. The draft schedule will then be consulted on alongside the draft Long-term Plan 2027-37. Specific fees may also be highlighted in the Long-term Plan Consultation Document where Council directs this to occur.

BACKGROUND

7. As part of the 2026-27 Annual Plan process, Council staff undertook a review of user fees and charges to ensure they remain fair, equitable, financially sustainable, and aligned with the Revenue and Financing Policy.

8. Council’s general approach is to reduce the burden on ratepayers by applying a user pays approach where appropriate. Where a service user can be identified and efficiently charged, a user fee or charge is used to recover a greater proportion of the costs of providing that service from those who directly benefit.

9. To support the review, nine priority activity areas were initially identified by Council[1] for in-depth assessment: Baycourt, Libraries, Parks and Recreation, Use of Council Land, Cemeteries, Alcohol Licensing, Animal Services, Building Services, and Trade Waste. Boat ramp parking was also identified separately as a potential new fee and was considered outside of the activity review programme. These reviews were intended to assess cost recovery levels, service usage, affordability impacts, market benchmarks, inflation, and historical consultation feedback.

10. At its meeting on 10 February 2026, Council resolved to defer the broader comprehensive review of user fees and charges to the Long-term Plan (LTP) process, while proceeding with standard annual updates, including a 3% CPI adjustment. As a result, most charges adopted for 2026-27 reflected inflationary increases only.

11. Despite the broader review being deferred, some activities required consideration through the Annual Plan process.

    The review of Cemeteries proceeded at the request of elected members, Building Services fees were increased to address a forecast funding shortfall, and Trade Waste fees were reviewed to support implementation of the new Trade Waste Bylaw.

12. As these activities have already been considered, they are not included in the detailed assessment undertaken as part of this Long-term Plan review. This report instead focuses on the remaining activity areas identified for review:

[1] Council resolution dated 16 September 2025 as referenced in the report considered by Council on the 10 February 2026.

13. Baycourt and the Cargo Shed, Libraries and Community Hubs, Active Reserves, Use of Council Land, Boat Ramp parking, Alcohol Licensing, and Animal Services.

14. The comprehensive review has been guided by the principles of the Revenue and Financing Policy, ensuring fees are fair and equitable, consistent across Council, simple to administer and understand, and reflective of both the capital investment required and the value provided by Council assets and services. The review also seeks to ensure that non-ratepayer users contribute appropriately to the services they use and that fees can support effective demand management where appropriate.

15. Staff prepared issues and options assessments for each of the seven activity areas under review. These assessments are attached to and form part of this report.

16. Feedback provided by elected members through workshops has informed the options presented in this report.

STATUTORY CONTEXT

17. Setting fees and charges at the correct level enables the funding of Council's activities. These activities help deliver our community outcomes and facilitate improved quality of life, quality of economy and sound city foundations.

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. This review supports all strategic community outcomes by ensuring fees are fair, transparent, and aligned with the financially sustainable delivery of Council services that benefit the community.

OPTIONS ANALYSIS

20. Options are provided for each issue in the attachments to this report.

FINANCIAL CONSIDERATIONS

21. The decisions within this report and attachments have financial implications for the LTP 2027-37. In addition to revenue impacts, the proposed changes aim to improve cost recovery for services, ensuring that fees are fair, transparent, and aligned with Council's financial principles. Consideration has been given to affordability, inflationary pressures, and market comparisons to maintain a balance between financial sustainability and community accessibility to services.

22. Detailed financial analysis for each activity and option is provided in the attachments to this report. If all staff recommendations are adopted, annual fees and charges revenue is expected to increase by approximately **$770,000.**

RISKS AND LEGAL IMPLICATIONS

23. The proposed changes to the User Fees and Charges Schedule must comply with the Local Government Act 2002 and any other legislation relevant to specific fees. Council is required to ensure that all fees are lawful, transparent, consistent with its Revenue and Financing Policy, and do not exceed reasonable cost recovery.

24. Significant increases in fees carry the risk of negative community perception and may result in reduced service uptake.

TE AO MĀORI APPROACH

25. This recommendation has limited direct relevance to Council's Te Ao Māori approach as it relates to the commencement of a user fees and charges review. Consideration of impacts on Tangata Whenua and Māori communities will occur as part of the development and consultation of any proposed changes.

CONSULTATION / ENGAGEMENT

26. Consultation on the draft User Fees and Charges schedule will occur as part of the 2027-37 LTP plan consultation.

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 decision.

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

29. In accordance with the considerations above, criteria and thresholds in the policy, it is considered that the decision is of high significance because the issue affects a large number of people across the city.

ENGAGEMENT

30. Taking into consideration the above assessment, staff are of the opinion that consultation on all user fees and charges covered by this report should be undertaken through the draft Long-term Plan 2027-37 consultation process.

NEXT STEPS

31. A draft Fees and Charges Schedule will be presented to Council in December 2026 and will incorporate the decisions from this report.

ATTACHMENTS

1. **Baycourt and Cargo Shed issues and options paper - A21385917**
2. **Libraries and Community Hubs issues and options paper - A21385918**
3. **Active Reserves issues and options paper - A21385921**
4. **Use of Council Land (community leases) issues and options paper - A21385925**
5. **Use of Council Land (Markets) issues and options paper - A21385929**
6. **Boat Ramp Parking issues and options paper - A21385935**
7. **Alcohol Licensing issues and options paper - A21385938**
8. **Animal Services issues and options paper - A21385967**

Title: User Fees and Charges Issues and Options – Baycourt Theatre

Author: Reena Snook - Baycourt Theatre Manager

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

PURPOSE AND DECISION SOUGHT

1. Following an initial workshop in October 2025, the purpose of this report is to again seek Council direction on the appropriate level of venue hire fee support for eligible Baycourt Theatre community hirers in 2027/28. Council may retain the current 50% discount, reduce it to increase the contribution made by community hirers, or increase it to provide greater support for community access.
2. This report also seeks approval of the introduction of a 20% discount for eligible cultural events at The Cargo Shed in 2027/28.

BACKGROUND

3. Baycourt Theatre ('Baycourt') is Tauranga's premier performing arts facility, providing a world-class stage that connects the community with exceptional artistic experiences, from local talent to international performers.
4. Baycourt holds a strong place in the community's identity, stemming from its origins over 40 years ago when almost a third of the funding for its development was raised through community contributions. This legacy has fostered a deep sense of ownership and pride among local users and audiences, which continues to this day.
5. Baycourt is not only a cornerstone of cultural life in Tauranga, it also plays a vital role on the national stage. Recognised as one of New Zealand's leading regional arts centres, Baycourt actively contributes to the national creative ecosystem. Its reputation and influence extend well beyond the region, positioning it as a key voice in national conversations about the performing arts and entertainment.
6. From the outset, Baycourt has operated under a community-driven kaupapa. Over the past four years (post-Covid), an average of 65% of booked days[1] have been generated through community events, with the remainder classified as commercial events. This consistent engagement highlights Baycourt's role as a vital platform for local expression, connection, and cultural development.
7. Over the past four years, Baycourt has achieved an impressive 81% venue utilisation[2] – the highest average recorded for the facility, based on publicly available annual reports. This reflects a strong and sustained demand for Baycourt's spaces across both community and commercial events.
8. Baycourt has a strong audience base, averaging 65,318 attendances annually over the past four years, equivalent to around four attendances for every 10 Tauranga residents. Attendance has increased year on year across each of those four years, rising from 59,038 in 2022/23 to 72,677 in 2025/26. This sustained growth demonstrates continued demand for Baycourt and its relevance to the community.

[1] Booked days are calculated as the total number of days Baycourt spaces are hired for events, with multi-day hires counted per day to reflect actual venue usage and occupancy.

[2] Venue utilisation is calculated based on the number of days Baycourt is occupied for events, measured against total days available after excluding closures for necessary equipment maintenance and internal use (e.g. pre-rig days).

DISCUSSION AND ANALYSIS

9. Baycourt operates a two-tier venue hire model, structured by user type (community or commercial hirer) and nature of event (performance or non-performance event):

- **Community hires**[3]
  - Live performance events e.g. ticketed music concerts / dance / musical theatre / drama productions.
- **Commercial hires**[4]
  - Live performance events; and
  - Non-performance events e.g. meetings / conferences / dinners / tradeshows / exhibitions.

10. The venue hire fees for Baycourt's primary hireable spaces for the 2026/27 financial year, are as follows (excluding GST):

	Addison Theatre	X Space	Full Facility
COMMUNITY			
Live performance (per show)	$ 1,385.00	$ 565.00	$ 2,075.00
COMMERCIAL			
Live performance (per show)	$ 2,770.00	$ 1,130.00	$ 4,150.00
Non-performance (per day)	$ 3,100.00	$ 1,230.00	$ 4,400.00

11. As shown above, eligible community events receive a 50% discount on the commercial hire fees. This is applicable to live performance events only.

12. For live performance events (community or commercial), the hire fees are also subject to a secondary step – the calculation of 12% of net total ticket sales revenue. If 12% of the total ticket sales revenue is greater than the base fee listed above, then the 12% fee is payable as (instead of the base fee). Whilst the percentage varies from venue to venue and there are other nuances, this model is common industry practice globally for ticketed live performance events.

13. Additionally, non-event days (e.g. pack in and rehearsal days) are charged at 50% of the applicable daily hire fee. For example, if a community live performance event in the Addison Theatre booked one pack in day and one show day, the total hire fee would be $2,077.50, consisting of $692.50 for the pack in day and $1,385 for the performance day.

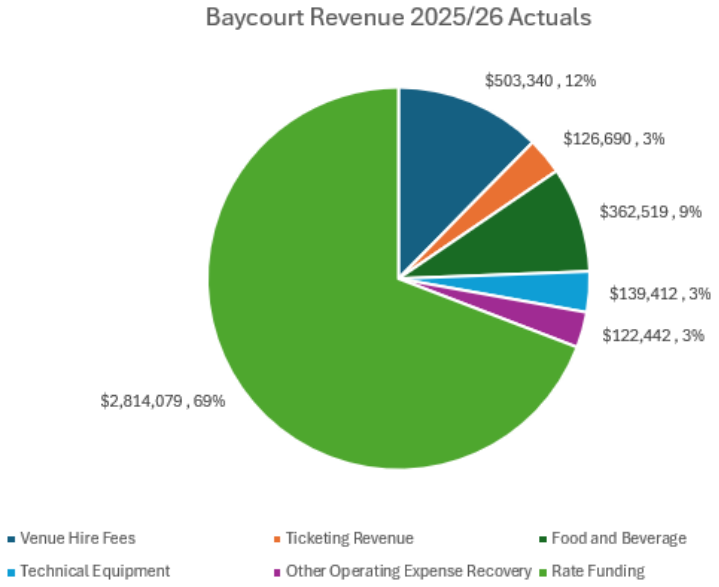
14. Baycourt's two-tiered fee structure has existed for at least the last two decades. While the underlying model has not changed, the specific hire fees have naturally increased over time. The table below provides a summary of Baycourt's annual hire fees over the past five years, including the current year, along with the corresponding percentage increases.

	2022/23	% increase from previous year	2023/24	% increase from previous year	2024/25	% increase from previous year	2025/26	% increase from previous year	2026/27	% increase from previous year
COMMUNITY										
Live performance										
Addison Theatre	$ 1,100.00	6.1%	$ 1,166.50	6.0%	$ 1,250.00	7.2%	$ 1,350.00	8.0%	**$ 1,385.00**	**2.6%**
X Space	$ 410.00	8.4%	$ 438.00	6.8%	$ 450.00	2.7%	$ 550.00	22.2%	**$ 565.00**	**2.7%**
Full Facility	$ 1,750.00	4.5%	$ 1,855.00	6.0%	$ 1,900.00	2.4%	$ 2,000.00	5.3%	**$ 2,075.00**	**3.8%**
COMMERCIAL										
Live performance										
Addison Theatre	$ 2,200.00	6.1%	$ 2,333.00	6.0%	$ 2,500.00	7.2%	$ 2,700.00	8.0%	**$ 2,770.00**	**2.6%**
X Space	$ 820.00	8.4%	$ 870.00	6.1%	$ 900.00	3.4%	$ 1,100.00	22.2%	**$ 1,130.00**	**2.7%**
Full Facility	$ 3,500.00	4.5%	$ 3,710.00	6.0%	$ 3,800.00	2.4%	$ 4,000.00	5.3%	**$ 4,150.00**	**3.8%**
Non-performance (full day)										
Addison Theatre	$ 2,300.00	7.3%	$ 2,440.00	6.1%	$ 2,800.00	14.8%	$ 3,000.00	7.1%	**$ 3,100.00**	**3.3%**
X Space	$ 850.00	10.2%	$ 901.00	6.0%	$ 1,000.00	11.0%	$ 1,200.00	20.0%	**$ 1,230.00**	**2.5%**
Full Facility	$ 3,700.00	6.8%	$ 3,925.00	6.1%	$ 4,000.00	1.9%	$ 4,300.00	7.5%	**$ 4,400.00**	**2.3%**
AVERAGE INCREASE PER ANNUM		**6.9%**		**6.1%**		**5.9%**		**11.7%**		**2.9%**

[3] Ticketed arts events delivered by local not-for-profit organisations OR by local organisations that showcase/celebrate youth (<25yrs).

[4] All non-Community hires for both arts and non-arts events (e.g. business events).

15. It is important to note that historically, hire fees for the X Space have been set well below the level required to recover direct operational costs. Over the past five years, strategic percentage increases have been applied to work towards establishing a positive profit margin. While the percentage increase appears high, the actual dollar value remains relatively low.
16. Council's Revenue & Financing Policy 2024 sets user charges at 0-30% and general rates funding at 70%-100% for Baycourt.
17. In 2025/26 Baycourt generated $1.25 million in revenue, with venue hire fees representing the largest portion, contributing 40% or $503,340. The remaining business-generated revenue was achieved through a combination of food and beverage sales (bar sales and event catering), ticketing income, technical equipment hires and recoverable operational costs such as technical labour and marketing services.
18. As shown in the graph below, Baycourt's rate-funded contribution for 2025/26 was $2.81 million, which accounted for 69% of the facility's total revenue, compared to 74% rates funding in 2024/25. This represents less than 1% of Council's overall rate income for 2025/26 ($369 million) – a relatively modest investment when weighed against the cultural, economic, and community benefits Baycourt provides. The remaining 31%, or $1.25 million, was generated through the aforementioned income streams.



19. In 2025/26, Baycourt's total expenditure was $3.95m. Of this, 41% or $1.62m comprised indirect costs, including depreciation and internal allocations. The remaining 59% or $2.33m represents direct operating costs, which cover the day-to-day running of the facility and delivery of services, as outlined below.

	2025/26	%	Examples
OPERATING COSTS			
Employee Expenses	$ 1,546,791	39%	Salaries (~$1.1m for 12.625 FTE), casual staff wages (~$296k), training & education expenses, uniforms etc.
Other Operating	$ 400,800	10%	Power, bar stock, building & event security, cleaning, motor vehicle lease, rates etc.
Repairs & Maintenance	$ 123,946	3%	R&M on building, plant and wurlitzer organ etc.
Administrative	$ 173,321	4%	Marketing, printing, travel, training, office supplies etc.
Consultancy	$ 85,076	2%	Artist fees for 'Baycourt Presents' shows, piano tunes etc.
Sub-total	**$ 2,329,935**	**59%**	
INDIRECT COSTS			
Depreciation & Amortisation	$ 666,247	17%	
Internal Allocations Cost Allocation	$ 542,196	14%	
Internal Charges	$ 345,976	9%	
Finance	$ 65,174	2%	
Grants	$ -	0%	
Sub-total	**$ 1,619,592**	**41%**	
TOTAL COST	**$ 3,949,527**		

20. Benchmarking research completed in September 2025 compared Baycourt's 2025/26 commercial hire fees with those of a range of regional theatres across Aotearoa. While the data is now approximately one year old and may not reflect more recent fee increases at comparable venues, it continues to provide a useful indication of Baycourt's market position.

21. Based on the relative gap identified in the original analysis, it is likely that Baycourt continues to rank among the most expensive council-owned and operated theatres in New Zealand on a per-seat basis. At the time of the analysis, Baycourt ranked as the second most expensive venue, behind only the Wairarapa Events Centre.

City	Venue	Venue hire fee (Commercial)	No. seats	Cost per seat	Council owned / operated
Palmerston North	Regent on Broadway	$ 1,750.00	1,362	$ 1.28	✓
Whanganui	Royal Whanganui Opera House	$ 1,999.00	800	$ 2.50	✓
Oamaru	Oamaru Opera House	$ 1,750.00	548	$ 3.19	✓
Hastings	Toitoi - Opera House	$ 3,300.00	979	$ 3.37	✓
Napier	Napier Municipal Theatre	$ 3,485.22	985	$ 3.54	✓
New Plymouth	TSB Showplace - Theatre Royal	$ 2,008.70	527	$ 3.81	✓
Kerikeri	Turner Centre - John Dalton Auditorium	$ 1,550.00	400	$ 3.88	
Kāpiti	Te Raukura ki Kāpiti - Coastlands' Theatre	$ 1,320.00	331	$ 3.99	
New Plymouth	TSB Showplace - TSB Theatre	$ 3,675.00	915	$ 4.02	✓
Rotorua	Sir Howard Morrison Centre - Sir Owen Glenn	$ 4,150.00	918	$ 4.52	✓
Christchurch	Isaac Theatre Royal	$ 5,900.00	1,292	$ 4.57	
Tauranga	Baycourt Theatre - Addison Theatre	$ 2,700.00	582	$ 4.64	✓
Tauranga	Holy Trinity Church Auditorium	$ 4,019.84	859	$ 4.68	
Tauranga	Baycourt Theatre - X Space	$ 1,100.00	220	$ 5.00	✓
Hamilton	BNZ Theatre	$ 6,500.00	1,297	$ 5.01	
Wairarapa	Wairarapa Events Centre - Taratahi Auditorium	$ 1,950.00	370	$ 5.27	✓
Nelson	Theatre Royal	$ 1,780.00	337	$ 5.28	
Hamilton	Clarence St Theatre	$ 3,330.00	550	$ 6.05	

22. Baycourt's high per-seat cost reflects the quality of its services, but it also creates potential price sensitivity among hirers. This is particularly relevant as new venues, such as the BNZ Theatre in Hamilton enter the market. Hirers can naturally be attracted to newer, purpose-built facilities that offer contemporary facilities, especially where there is access to a larger population catchment. Without strategic adjustments, Baycourt could face increased competitive pressure, which may impact booking volumes and revenue. This reinforces the need for a balanced pricing strategy that considers both financial sustainability and market positioning.

23. Baycourt has long operated with a high proportion of community-based events. While the origins of the 50% community discount are not documented, current staff understand it has

been in place for at least 30 of Baycourt's 43-year history, reflecting a longstanding commitment to supporting local organisations.

24. Offering discounted hire rates to community users is common practice across regional theatres in Aotearoa. The table below provides a snapshot of known community discount models at comparable venues nationwide as of September 2025. As shown, Baycourt's 50% discount is among the most generous in the country.

City	Venue	Venue hire community discount	Operating model
Hamilton	Clarence St Theatre	30% discount (on average)	Owned/operated by Charitable Trust
Kerikeri	Turner Centre	30% discount (on average)	Owned by Council, operated by The Centre at Kerikeri Ltd
Nelson	Theatre Royal	30% discount (on average)	Owned/operated by Charitable Trust
New Plymouth	TSB Theatre	40% discount	Owned/operated by Council
Carterton/Wairarapa	Taratahi Auditorium	40% discount (on average)	Owned/operated by Council
Hastings	Toitoi Opera House	50% discount	Owned/operated by Council
Tauranga	Baycourt	50% discount	Owned/operated by Council
Oamaru	Oamaru Opera House	60% discount (on average)	Owned/operated by Council

25. While Baycourt does not currently recover all its direct costs through hire fees, simply increasing those fees is not considered a viable solution in respect to its position in the live performance market. Baycourt already ranks as the second most expensive council-owned venue per seat in Aotearoa (based on commercial hire fees), and further significant fee increases risk pricing the venue out of the market.

26. The tables below provide a breakdown of the direct costs associated with staging a standard performance in the Addison Theatre and X Space, and demonstrate the level of cost recovery provided by Baycourt's 2026/27 venue hire fees. The variances shown do not account for additional event-related revenue, including technical equipment hire, and food and beverage sales. Accordingly, the analysis provides an indication of the baseline venue hire cost-recovery position rather than the overall financial result of an individual event.

ADDISON THEATRE			
	Per hour cost	No. hours	Total cost
Ushers	$ 30.95	14	$ 433
Front of House Manager / Duty Manager	$ 39.00	5.5	$ 215
Venue Technician	$ 39.00	10	$ 390
Cleaning (average per show cost)			$ 230
Power (average per show cost)			$ 180
Event Coordination	$ 45.95	20	$ 919
Building maintenance & room set up	$ 35.00	3	$ 105
Box Office Assistant	$ 30.95	2	$ 62
		Per performance cost	**$ 2,534**

		Variance
26/27 Hire Fee (Commercial)	**$ 2,770**	$ 236
26/27 Hire Fee (Community)	**$ 1,385**	-$ 1,149

X SPACE			
	Per hour cost	No. hours	Total cost
Ushers	$ 30.95	7	$ 217
Front of House Manager / Duty Manager	$ 39.00	4.5	$ 176
Venue Technician	$ 39.00	6	$ 234
Cleaning (average per show cost)	$ -	0	$ 100
Power (average per show cost)	$ -	0	$ 120
Event Coordination	$ 45.95	15	$ 689
Building maintenance & room set up	$ 35.00	2	$ 70
Box Office Assistant	$ 30.95	2	$ 62
		Per performance cost	**$ 1,667**

		Variance
26/27 Hire Fee (Commercial)	**$ 1,130**	-$ 537
26/27 Hire Fee (Community)	**$ 565**	-$ 1,102

27. Ratepayer support is essential for Baycourt's sustainability and continued positive contribution to the community. Specifically:

    (a) Equitable access: Subsidies allow community groups and not-for-profit organisations to use a professional venue regardless of financial constraints.

    (b) Community wellbeing: Baycourt strengthens social and cultural wellbeing – the arts are essential infrastructure, not a luxury.

    (c) Financial reality: Limited seating capacity restricts revenue potential, making local government funding critical to keeping the doors open.

    (d) Public benefit: Regional theatres deliver broad benefits in arts, culture, education, and community wellbeing, which do not always align with commercial profitability.

    (e) Asset stewardship: Preserving a purpose-built, Council-owned facility reflects responsible management of a significant community asset.

    (f) Economic impact: Events at Baycourt stimulate local spending, benefiting bars, restaurants, and the wider city centre economy. The more events we host, the more the city centre thrives.

28. Baycourt has a unique operating context that requires consideration when exploring adjustments to venue hire fees:

    (a) Limited seating capacity restricts Baycourt's competitiveness for larger commercial events. Promoters of high-profile commercial tours often seek venues with greater capacity to maximise ticket revenue. Baycourt's small seating inventory (582 seats) means that even with premium ticket prices, the overall return may not justify the cost for these promoters. Significantly raising commercial fees could further exacerbate this issue, making Baycourt even less attractive for touring productions.

    (b) The X Space delivers significant community benefit despite its higher per-seat cost, which is a function of its retrofit design and limited seating capacity, rather than service quality. Its flexible configuration makes it ideal for intimate performances and niche programming such as comedy, cabaret events and the annual National Youth Jazz Competition. The space also supports other activities within the building, serving as critical overflow dressing rooms or rehearsal space for large-scale events in the Addison Theatre. These uses enhance Baycourt's ability to host diverse events and maximise utilisation of the facility.

    (c) Generating food and beverage income is constrained by the limited physical footprint in the foyer and the layout for bar operations and corporate hosting activities. This restricts Baycourt's ability to maximise ancillary revenue opportunities that are often critical to venue sustainability.

    (d) Investment in a refurbishment/redevelopment of Baycourt is critical to future-proof the venue and maintain its relevance in an evolving arts and events landscape, particularly in the central North Island. Strategic upgrades will ensure Baycourt meets the quality and experience expectations set by Te Manawataki o Te Papa, providing a modern, welcoming environment for patrons and hirers. Enhancing front-of-house areas and improving operational functionality will not only elevate the audience experience but also enable more efficient use of spaces, supporting increased programming opportunities across both the Addison Theatre and X Space, as well as driving revenue generation opportunities. This will strengthen Baycourt's competitive position and reinforce its role as a cornerstone of cultural activity in the city centre.

29. In October 2025, as part of the review of Baycourt's fees and charges for the 2026/27 financial year, a variety of fee adjustment options were presented to Council. These included changes to the community discount model, commercial hire fees, and fees for operational services. The options aimed to support Council's 'user pays' directive while preserving Baycourt's community focus. Selected options from that exercise are included in the analysis below.

30. Whilst not part of the options being considered here, Baycourt's 2027/28 commercial hire fees are proposed to increase by approximately 2.7% across all spaces[5]. This adjustment is marginally higher than Council's suggested inflationary benchmark of 2.2%. Limiting the increase to 2.7% is a strategic step to keep Baycourt competitive in a growing venues market. Currently, Baycourt is the second most expensive Council-owned regional theatre in New Zealand, and with new venues such as the BNZ Theatre and the Sir Howard Morrison Centre offering modern facilities, it is critical that Baycourt's pricing remains sustainable without deterring hirers. This approach balances financial responsibility with the need to maintain Baycourt's position as an accessible and appealing choice for both community and commercial users.

THE CARGO SHED

31. The review of Baycourt's user fees and charges provides an opportunity to also review the venue hire fee structure for The Cargo Shed to ensure it continues to support its strategic programming objectives.

32. Since 2023, the Baycourt team has operated The Cargo Shed as a venue for hire. This space is jointly owned and managed by Council and the Otamataha Trust.

33. The utilisation/programming outcome for the facility, as agreed by Council and the Otamataha Trust through the Taumata Kahawai Governance Group, is an equal balance of cultural, community, and commercial activity.

34. During its first three years of operation, The Cargo Shed has attracted a diverse range of activity, although commercial events have represented the largest proportion of bookings. These have included guest speaker events, wedding shows, corporate meetings, dinners and awards evenings.

35. In 2025/26, commercial events accounted for 57% of activity at The Cargo Shed, compared with 33% community and 10% cultural. While cultural activity increased from 4% in 2024/25 to 10% in 2025/26, it remains well below the desired one-third share of activity. Further growth in cultural utilisation is therefore required if the venue is to progress towards the programming balance sought by the Taumata Kahawai Governance Group.

36. Marketing and promotion will continue to play an important role in increasing awareness of The Cargo Shed among cultural groups and organisations. However, venue pricing is also a practical lever available to Council to support the desired programming mix. A targeted pricing incentive could reduce the cost of access for eligible cultural events and provide a tangible mechanism to encourage greater cultural utilisation.

37. Staff have therefore developed a fee proposal that seeks to balance improved financial performance with the strategic objective of increasing cultural activity. For 2027/28, the standard hire fees are proposed to increase by an average of 7.2% across full-day, half-day and wedding hires. This provides scope to improve revenue from the wider hire market while applying targeted support where it most directly contributes to the venue's programming objectives.

38. Historically, commercial, community and cultural events have been charged the same hire fees. For 2027/28, staff propose introducing a 20% discount for eligible cultural events, alongside the proposed increases to standard hire fees. The discount would provide a targeted mechanism to support increased cultural utilisation and assist The Cargo Shed to move progressively towards the agreed balance of cultural, community and commercial activity. Unlike a general reduction in hire fees, the proposed approach directs the financial incentive specifically towards the area of activity that is currently most under-represented. It therefore recognises the value of cultural activation while maintaining a focus on improving the venue's overall utilisation and financial performance. The proposed 2027/28 hire fees are outlined below.

[5] Addison Theatre, X Space and Terrace Rooms.

	2027/28	% increase from previous year
COMMERCIAL & COMMUNITY EVENTS		
Full day hire	**$ 750.00**	*10.3%*
Half day hire	**$ 440.00**	*10.0%*
Weddings	**$ 1,570.00**	*1.3%*
CULTURAL EVENTS (20% discount)		
Full day hire	**$ 600.00**	*n/a*
Half day hire	**$ 352.00**	*n/a*

39. The following table provides a summary of the venue's annual hire fees over the past four years, including the current year, along with the corresponding percentage increases.

	2023/24	% increase from previous year	2024/25	% increase from previous year	2025/26	% increase from previous year	2026/27	% increase from previous year	2027/28	% increase from previous year
Full day hire	$ 550.00	*n/a*	$ 585.00	*6.4%*	$ 650.00	*11.1%*	$ 680.00	*4.6%*	**$ 750.00**	*10.3%*
Half day hire	n/a	*n/a*	$ 350.00	*n/a*	$ 380.00	*8.6%*	$ 400.00	*5.3%*	**$ 440.00**	*10.0%*
Weddings	n/a	*n/a*	n/a	*n/a*	$ 1,500.00	*n/a*	$ 1,550.00	*3.3%*	**$ 1,570.00**	*1.3%*
AVERAGE INCREASE PER ANNUM		*n/a*		*6.4%*		*9.8%*		*4.4%*		*7.2%*

40. Eligibility criteria for the proposed cultural event discount are yet to be finalised. For the purposes of this proposal, a cultural event could broadly include an activity, performance or gathering that celebrates, showcases or promotes the arts, heritage, traditions or creative expression of a particular culture or community. Examples could include music, theatre, dance, visual arts, film, literary events, festivals, traditional arts and crafts, and other activities that foster cultural expression, participation and understanding. Should Council support the proposed discount, staff would develop clear eligibility criteria to ensure it is applied consistently and aligns with the intended programming outcomes for The Cargo Shed.

REPORT SUMMARY

41. This report presents options for Baycourt's community venue hire discount and introduction of a venue hire discount for cultural events at The Cargo Shed in 2027/28. It seeks Council approval to retain Baycourt's existing 50% community discount and introduce a targeted 20% discount for eligible cultural events at The Cargo Shed, balancing access and strategic programming outcomes with financial sustainability.

OPTIONS ANALYSIS – BAYCOURT THEATRE

Option 1: Retain status quo (Recommended)

42. Under this option, Council would maintain the existing 50% discount on venue hire fees for eligible[6] community events.

Advantages	Disadvantages
• Maintaining the current discount ensures stability for long-standing community users, avoiding disruption to established budgets and long-term planning. • Retaining the discount reinforces Baycourt's commitment to enabling affordable access for local groups, fostering inclusivity and cultural participation. • The current discount structure supports strong community engagement and high utilisation, contributing to vibrant local programming and sustained venue activity. • Continued affordability helps ensure that locally produced content remains a core part of Baycourt's offering, strengthening community pride and cultural representation. • Many community groups operate on limited budgets; maintaining the discount reduces the risk of pricing them out of the venue.	• Maintaining the current discount limits opportunities to increase revenue, which is a key directive for improving financial sustainability across the organisation. • The existing discount structure requires ratepayer subsidy to support community access, reducing financial independence. • The current community discount enables high community utilisation which constrains the availability of dates for commercial hirers, which typically deliver a higher return per performance.

Financial impact

43. Status quo.

Option 2: Reduce the community discount on venue hire fees to 40%.

44. Under this option, Council would reduce the community discount on venue hire fees from 50% to 40%.

Advantages	Disadvantages
• A lower discount rate will result in higher income from community bookings, reducing reliance on ratepayer funding. • The adjustment provides a modest decrease in the level of rate funding required to support community access. • A 40% discount is more consistent with the national average for community	• Increasing fees marks a shift away from Baycourt's established commitment to affordable community access, which may be perceived negatively by stakeholders. • The change offers only a minor reduction in ratepayer subsidy but the burden on community hirers could be significant. The adjustment is estimated

[6] Ticketed arts events delivered by local not-for-profit organisations OR by local organisations that showcase/celebrate youth (<25yrs).

discounts offered by regional theatres in Aotearoa. • If a decrease in community bookings occurs due to the reduced discount, this may create opportunities to accommodate more commercial bookings, which deliver a higher return per performance. • The change supports a more balanced revenue model, helping maintain the long-term viability of the venue while still offering significant community access.	to increase hirer costs by approximately $300 per performance, which may be prohibitive for budget-constrained groups. • Higher fees could deter local groups from booking, reducing locally produced content and venue utilisation. • A reduction in community bookings will lead to fewer locally driven events, impacting cultural diversity and community engagement. This could also lead to a decrease in Baycourt's loyal audience base attending shows. • Substituting community events with touring or out-of-town programming would require additional investment and may not be viable in the short term, potentially resulting in reduced overall venue utilisation.

Financial impact

45. Approximately an additional $39,800 in revenue per annum to Council, assuming there is not reduction in utilisation as a result of the community hire costs increasing. No additional costs to Council to implement decision. Financial model assumes the same mix of bookings as the status quo.

Option 3: Increase community discount

46. Under this option, Council would increase the community discount from 50% to 60%.

Advantages	Disadvantages
• Increased affordability for community groups. • Increased community demand and utilisation as a result.	• Increasing the discount would reduce revenue from community bookings, placing additional strain on Baycourt's operating budget and increasing reliance on ratepayer funding. • The change would require a higher level of rate funding to maintain service levels, which may not align with Council's financial sustainability objectives. • Higher community utilisation would limit availability for commercial hirers who provide a greater return per performance, therefore impacting revenue diversification opportunities.

Financial impact

Approximately an additional $39,800 cost per annum to Council. No additional costs to Council to implement decision. Financial model assumes the same mix of bookings as the status quo.

OPTIONS ANALYSIS – THE CARGO SHED

Option 1: Retain status quo

47. Under this option, Council would retain the existing approach whereby cultural, community and commercial events are charged the same hire fees. The proposed 2027/28 fee increases would apply consistently across all event types.

Advantages	Disadvantages
• Maximises venue hire revenue from each booking relative to Option 2. • Maintains a simple and consistent fee structure across event types. • Does not require separate eligibility criteria for cultural events.	• Provides no pricing mechanism to specifically support increased cultural utilisation. • Does not directly respond to the current imbalance in programming, with cultural events representing only 10% of activity in 2025/26. • Relies primarily on marketing, promotion and organic growth to increase cultural utilisation. • Represents a missed opportunity to use the fees and charges framework as a strategic lever to support the programming outcomes sought for the facility.

Financial impact

Status quo

Option 2: Introduce a 20% discount for eligible cultural events (Recommended)

48. Under this option, the proposed 2027/28 standard hire fees would apply to commercial and community events only, with eligible cultural events receiving a 20% discount.

Advantages	Disadvantages
• Directly supports the programming objectives agreed by Council and the Otamataha Trust through the Taumata Kahawai Governance Group. • Provides a targeted financial incentive to encourage greater cultural utilisation of the venue. • Targets financial support specifically towards the event category that is currently most under-represented, reducing the cost of access for eligible cultural events. • Balances strategic outcomes with financial performance by retaining the proposed standard hire fee increases for other bookings.	• Cultural bookings would generate less venue hire revenue than they would under the standard fee structure. • If the discount successfully increases the proportion of cultural activity, there may be a corresponding reduction in opportunities for full-fee bookings at periods of high demand. • Eligibility criteria will need to be sufficiently clear to ensure consistent application of the discount.

Financial impact

Approximately an additional $3,000 cost per annum to Council. This assumes 20 eligible cultural events in 2027/28, compared with 10 in 2025/26. No additional costs to Council to implement the decision.

Title: User Fees and Charges Issues and Options – Libraries & Community Hubs

Author: Joanna Thomas – Manager: Libraries & Community Hubs

Authoriser: Sarah Omundsen – GM: Regulatory and Community Services

BACKGROUND

1. Tauranga City Libraries currently provide free access to the majority of library collections, with a borrowing charge applying only to "Top Title" adult fiction and non-fiction collections. Resident library membership is free, as required under section 142 of the Local Government Act 2002, which provides that residents are entitled to join a public library free of charge.
2. The vast majority of public library services throughout New Zealand remain free to access, with charges generally limited to premium collections, DVDs, inter-library loans, printing services, lost items, or visitor memberships.
3. Tauranga City Council's charges for services in libraries are comparable to the rest of New Zealand, in that most of the services provided are free to use with some services requiring membership.

Fee	Tauranga	Wellington	Hamilton	Auckland	Christchurch
Overdue fine	Free	Free	$0.50 per day	Free	Free
Top title book/DVD	$3.50	$4.00	$5.00	$3.00	$3.00
Inter-library loan	$9.00	$14.00	$15.00	$10.00	$13.00
Visitor membership	$90.00	$2.00 per item	$95.00	$160.00	$160.00
Resident membership*	Free	Free	Free	Free	Free
Unreturned item	Replacement cost	Replacement cost	Replacement cost	Replacement cost	Replacement +$21
Book reservation	Free	Free	$1.50	Free	Free
A4 Black and white print	$0.30	$0.20	$0.20	$0.20	$0.20
A4 Colour print	$1.90	$1.50	$1.00	$1.00	$1.00
Book delivery by courier	N/A	$5.00	N/A	N/A	N/A

** Must be free as required by section 142 of the Local Government Act 2002.*

4. The current Revenue and Financing Policy provides for a low level of cost recovery from library user fees and charges (0-30%). In the 2025/26 financial year, revenue generated from library user fees was $119,476, representing less than 1% of total library operating expenditure. This is a decision made through the policy development process that recognises that library services should predominantly funded through general rates, reflecting the broader community benefits they provide.
5. During 2025/26, library users borrowed approximately 600,401 physical items from the adult collections, including 15,000 Top Titles, 260,000 adult fiction titles, and 148,260 adult non-fiction titles. These borrowing figures demonstrate the continued demand and the significant level of community engagement with library services. Note: Issues of items from the Children's and Teen collections was 659,416.
6. The amount generated in 2025/26 from Top Title issues, was $40,500 excl. GST.

7. As part of the 2026/27 annual fees and charges review, Council increased the top title borrowing fee from $3.00 to $3.50 per issue. Along with increasing the number of books in the Top Title collection, this change is expected to increase annual revenue from approximately $40,000 to approximately $50,000, while maintaining access to the wider library collection at no charge.

DISCUSSION AND ANALYSIS

8. Libraries provide more than book lending; they act as community hubs that support literacy, lifelong learning, social connection, access to information, and wellbeing. Introducing charges for borrowing is likely to discourage casual library use and reduce the frequency with which residents visit library facilities.

9. Reduced visitation may have wider impacts on attendance at programmes, use of digital resources, access to council services located within hubs, and the overall vibrancy of community spaces. The introduction of borrowing charges is also likely to attract significant public interest and potential opposition from library users who are accustomed to largely free borrowing.

10. Charging for adult fiction (and/or adult non-fiction) lending would shift a greater proportion of costs from the general ratepayer to individual users, consistent with a user-pays approach used throughout other Council services. This may be considered appropriate where the primary benefits of borrowing accrue to individual users. However, libraries also generate wider community benefits through improved literacy, education, social inclusion and community connectedness, which supports continued public funding.

11. There is a risk that borrowing charges may disproportionately affect lower-income households, frequent users, and those on fixed incomes, potentially creating barriers to accessing library services. If new charges were to apply to adult fiction borrowing (and/or adult non-fiction), some residents may perceive the introduction of any borrowing fee as inconsistent with the traditional role of libraries as freely accessible public services.

12. Any additional revenue generated from borrowing charges would need to be considered alongside the potential administrative and operational costs of implementation. These may include system configuration, collection and reconciliation of payments, customer support requirements, communication and promotional activities, and ongoing monitoring of the charging regime.

13. Conversely, introducing charges may create an opportunity to offset a portion of the operating costs of maintaining and renewing library collections. Additional revenue could be used to help manage future cost pressures, reducing reliance on rates funding.

OPTIONS ANALYSIS

Option 1: Retain charges on Top Title books only – keep the recently increased fee of $3.50 and increase the number of items in the collection (Recommended)

14. Under this option, Council would continue charging only for Top Title adult fiction and non-fiction collections at the current rate of $3.50 per issue.

Advantages	Disadvantages
• Consistent with the current charging model and customer expectations. • Maintains free access to the majority of library collections. • Supports equitable access to reading, literacy, and learning opportunities. • Minimises any negative impact on library usage and visitation.	• Limited opportunity for additional revenue generation. • Revenue remains dependent on borrowing volumes from a relatively small premium collection. • Does not contribute significantly toward increased cost recovery.

• No additional administration, collection management, signage, or system configuration costs. • Aligns with the approach currently adopted by most public libraries throughout New Zealand, where standard book lending remains free. • Supports the success of the new Te Manawataki o Te Papa Library and Community Hub by minimising barriers to participation.	

Financial Impact:

15. This option is projected to continue to generate approximately $50,000 revenue (it was approx. $40,000 at $3 per Top Title); the amount budgeted in the draft FY27 Long-term Plan. This calculation is based on an increased number of Top Title books being issued at $3.50.

Option 2 – Charge for <u>all</u> adult fiction books (not recommended)

16. Under this option, Council would introduce a borrowing fee of $1.00 per issue for all adult fiction books, while retaining the existing Top Title fee.

Advantages	Disadvantages
• Retains free access to non-fiction collections and information resources. • Other aspects of library services such as computer use remain free. • Potential annual revenue based on current lending volumes could be $217,000 (exclusive of GST) before likely behavioural changes are considered. • After likely behaviour changes are considered, this is expected to be $108,500.	• Creates a financial barrier to reading, maintaining full and free access to most books helps ensure libraries remain accessible to all parts of our community. • Likely to reduce borrowing activity across the libraries collections. • May disproportionately impact people on lower incomes, frequent borrowers, and older residents who will miss out on mental health and social benefits of reading. • Likely to reduce overall library visitation and participation in other library programmes and services. • Introduces complexity for customers, with some collections attracting charges while others remain free. • May discourage use of the new Te Manawataki o Te Papa Library and Community Hub. • Reputational impact for Council due to introducing charges for services that are generally free in New Zealand and many other countries. • System changes, collection management changes, communication materials, and signage updates would be required. • Revenue projections are uncertain as customer borrowing behaviour would likely change significantly following introduction of fees, estimated to be a more than 50% drop in borrowing of adult fiction books.

Financial impact:

17. This option has the possibility of generating approximately $108,500 in revenue, an increase of $108,500 on the amount budgeted in the draft FY27 Long-term Plan. However, the actual financial benefit is unknown, as the introduction of borrowing charges is expected to reduce borrowing volumes.

18. A significant negative public reaction to the introduction of charges on all adult fiction is also expected, which could reduce other opportunities to make revenue, such as charging for events and programmes.

Option 3 – Charge for all adult fiction and non-fiction books, or other collections such as Large Print (not recommended)

19. The disadvantages of this option are the same as for Option 2, only exacerbated because of the likely significantly increased negative community impact and push back.

Financial impact:

20. The financial impacts of Option 2 and any other proposed scenarios of charging for most of the adult books, are unknown because no other city libraries in New Zealand charge for most adult books.

21. The impact of proposing this change is likely to cause a significant backlash from the community who will see it as a negative outcome.

Title: User Fees and Charges Issues and options – Active Reserves
Author: Ross Hudson, Acting Head of Spaces and Places, Gert van Staden, Team Leader Partnerships and Facilitation
Authoriser: Reneke van Soest, GM Operations & Infrastructure

BACKGROUND

1. Fees for organised sport bookings on sports fields were introduced through the Long-term Plan 2024-34, which ended up charging for senior training only, on a seasonal basis.
2. The current charging structure only captures a relatively small proportion of organised sport participation (senior training) and does not adequately reflect the total use of council sports fields.
3. As part of the previous LTP, there was also a proposed match fee, which was generally not supported by clubs which expressed concerns around affordability, equity and club sustainability.
4. The current LTP process provides Council with another opportunity to review the charging model, to ensure that there is a better revenue capture of use and greater parity between codes while maintaining access (affordability).

DISCUSSION AND ANALYSIS

Current issues

5. Our review of the fees as they are currently structured has identified three main issues that warrant adjustments to improve revenue and equity outcomes, while retaining affordability and administrative simplicity. These are:

    a) Low 'capture' of booked hours – senior training only accounts for about 20% of booked hours. Senior training is effectively charged at $11.25 per hour (+gst), based on a 20-week season, with the average cost recovery per hour based on all use being only $2.25 per hour (+gst). Because matches are not charged for, significant users such as touch rugby who only play matches and do not train are not charged. Junior sport is not charged at all.
    b) Revenue is low relative to maintenance costs. Projected revenue from an assumed 50,000 booked hours is $112.5k per annum. Annual operational cost is currently about $1.95m per annum, or $27k per field, or $39 per booked hour.
    c) Cost recovery for indoor court users is proportionately much higher - Bay Venues' cost recovery (from Basketball, for example) equates to an average of $42 per hour, about 54% of opex. Although it should be noted that operational costs are about three times those of sports fields at $85k per court per annum.

Options analysis

6. Various options exist to address the issues, including increasing the current senior training fee, introducing a per-hour, per-field charge for all use, or totally rethinking the charging model.
7. Having first explored a charge linked to hourly use of fields, staff consider that a new charging model has merits, as the hourly field charge would be difficult to implement and noting that sporting codes do not have standard field sizes.
8. To this end, staff have undertaken targeted engagement with Regional Sporting Organisations and clubs on a charging model where the fee for sport field bookings is

collected on a per member per club basis, instead of a per hour per field basis. The main reasons for the change include increased simplicity, for clubs and Council, as well as enabling clubs to forecast fees on an ongoing basis, without relying on having field bookings being confirmed.

9. Subject to further refinement, stakeholder feedback has been generally supportive of the proposed model as it is aligned with code registration systems, is able to be scaled as participation grows or declines and provides early certainty as to future costs for clubs.

Targeted stakeholder engagement.

10. Prior to writing this paper, staff undertook targeted engagement with sport field users, and their Regional Sporting Organisations to gauge their appetite for the model. Staff reached out to eight Regional Sporting Organisations/Trusts and seven individual clubs, including Sport Bay of Plenty.
11. In order to provide the required context for constructive feedback, staff modelled the potential charges as can be seen in Table 1, below, for discussion with the clubs.
12. The majority of the feedback on the model was positive, although almost all respondents noted that any increase in total fees could be impactful on the player base, as the costs would need to be absorbed and/or passed through.
13. Key points appear below, but a summarised engagement report can be found at the end of this paper:
    a) There is in-principle support for a fee, but one that is reasonable.
    b) Most clubs and RSOs support the per-player charging model.
    c) Some clubs may be impacted more than others. Rugby Union advised that a $14 annual field access charge for a junior participant would represent approximately 22% of the current programme cost, highlighting the need to carefully consider affordability impacts as not all codes are in the same cost bracket.
    d) Membership numbers should be easily verifiable, although some more work may be required with certain codes to capture the more informal user base.
    e) Budgeting for sport field costs will be a lot easier for codes, as it is based on membership.

Proposed sport field charging model

14. The majority of bookable hours are utilised by organised sporting organisations, such as Football, Rugby and Cricket, along with other organised codes, high-performance sport and organisations who engage with Council on a regular basis.
15. The majority of these users are organised according to membership numbers and many of them have the support of a Regional Sporting Organisation, so there is some administrative capacity available internally for these entities.
16. The premise of the model is effectively a “levy” based on the membership numbers of the organisation. This is the same model that Council utilises for the athletic track at the Domain, with lessons taken there to inform the new model.
17. To summarise how the model will operate, please see the below breakdown:
    a) There will be a fee, or a levy, payable per active club member.
    b) The fee will be based on the age of the member, and also on the season during which the bookings take place.
    c) Winter bookings will carry a slight premium over summer bookings, to account for lighting which results in a higher operating cost than summer codes.
    d) There is a lower fee for Junior users.

e) Field allocation will take place as per the usual process, being pre-season user engagement.

18. In landing on the recommended charge rate, council staff considered that an approximate 10% cost recovery basis would be reasonable. Hamilton City Council recovers approximately 12%, and their recent user fees review have placed them in the middle of the charging band, when compared to other councils across the country.
19. While membership levels do not directly correlate with field hours used, staff consider that these numbers provide a consistent and equitable proxy for the benefit received from the sports field network. Alternative charging approaches based on hours or field size would introduce significant complexity and produce materially different outcomes between codes.
20. It is acknowledged that different sporting codes place varying demands on the sports field network. However, participation-based charging is considered the most practical and equitable option because it links funding contributions to the number of users benefiting from the service, while avoiding the complexity and unintended consequences associated with field-size or hourly charging methodologies.
21. The proposed charging rates appear below:

TABLE 1 – modelled per player charges per term

Participant Category	Proposed Fee
0-4 years	No charge
5-17 years (Summer Codes)	$5 per participant per term
5-17 years (Winter Codes)	$7 per participant per term
18+ years (Summer Codes)	$10 per participant per term
18+ years (Winter Codes)	$12 per participant per term

22. At these charging rates, if club numbers remain broadly similar, it is anticipated that revenue will approximately double to $250,000 per annum.
23. Revenue can be increased by increasing the charges, but potentially at the cost of creating barriers to entry, as any increased fee does. A balance is required to be struck between recuperating costs whilst keeping participation affordable, even at the proposed levels, certain junior programmes may be impacted.
24. Consideration may be given to decreasing Junior fees, and increasing Senior fees, but clubs are expected to spread the total cost over the entire player base anyway, rendering the distinction moot. However, some clubs may not, and staff felt it prudent to maintain the distinction between fees for Juniors and Seniors to articulate the Council's support for junior participation and accessibility.
25. For comparison purposes, increasing all of the charges by $1 provides an estimated $282,000 in revenue. Decreasing the fees by $1 provides an estimated $213,000 in revenue. Decreasing Junior fees by $1 and increasing Senior Fees by $1 provides an estimated $232,000 in revenue.
26. There may be some rationalisation of membership numbers due to the introduction of the per member fee model. Council, Sport Bay of Plenty and the RSOs will endeavour to make it clear to clubs the importance of accurate membership data reporting, as it relates to future planning and demand analysis.
27. Putting this into perspective at a club level at the rates provided in Table 1:

Reserve users	Season	Participants		Revenue by user group		
Codes		**5-17 yrs**	**18+ yrs**	**5-17yrs**	**18+ yrs**	**Total**
Touch	Summer	1450	300	$7,250	$6,000	$13,250
Athletics	Summer	173	5	$1,730	$100	$1,830
Rugby	Winter	350	90	$4,900	$2,160	$7,060
Rugby League	Winter	250	82	$1,750	$1,968	$3,718
Football	Winter	690	195	$9,660	$4,680	$14,340
Football	Summer	135	70	$1,350	$1,400	$2,750
Cricket	Summer	130	58	$1,300	$1,160	$2,460

Parity with other user fees and charges

28. Indoor courts user fees and charges are still considerably higher, with users such as basketball paying an average of $66 per member for court fees for the season, as opposed to a senior field user who would pay $24 for a winter season (two charges of $12, being the charge per term with winter being spread across two terms). However, sport fields operating costs are between 33% to 50% of the costs of operating a court.
29. It is not recommended to increase the sport field charges to match the indoor courts rate at this point in time, as this would have a significant impact on the sector, which only recently moved towards paying for field access and which has a different overall cost base to the indoor court sector. If further increases are considered, it is recommended that they be staged through future Long-term Plan processes.
30. Sport fields also serve more of a dual purpose than indoor courts, with the former contributing to green space and informal recreation when not booked for formal code use, so there is broader community benefit than just formal code use. By comparison, indoor courts are purpose-built facilities with specialised surfaces and generally higher operational costs.

OPTIONS ANALYSIS

31. Option 1: Status Quo, charge for senior training only (not recommended)

Advantages	Disadvantages
• Field users are already familiar with the model and charge. • Relatively simple to administer • Likely to remain affordable and maintains no charge for juniors	• Does not account for nuanced use • Cost recovery remains proportionately low.

32. Option 2: Charge a per player fee for field use **(recommended)**

Advantages	Disadvantages

• Increases cost recovery. • Spreads the cost recovery across a wider user base. • Narrows the gap between sport field and indoor court users. • Likely to remain affordable and maintains a discount for players under 18. • Increases parity between users like Cricket, which books significant number of hours when compared with other codes, but with similar impact on the actual surface.	• Difficulty in charging for miscellaneous use. • Represents a new model that clubs will need to get acquainted with. • Increased cost to be absorbed at some level of the sector.

33. Option 3: Charge per hour per field (not recommended)

Advantages	**Disadvantages**
• Increases cost recovery. • Spreads the cost recovery across a wider user base. • Narrows the gap between sport field and indoor court users. • Likely to remain affordable and maintains a discount for players under 18.	• Difficult to implement, as codes do not book a standard size field, but make bookings based on their needs. • Harder to model charges on, as some hourly bookings are for very small field allocations, like 5v5 Football. • Will disproportionately impact on users like cricket, due to booking a significant number of hours. • Increased cost to be absorbed at some level of the sector. • Represents a new model that clubs will need to get acquainted with.

Appendix 1

Targeted Stakeholder Engagement - Participant-Based User Fee Model

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Purpose

Targeted engagement was undertaken with Regional Sports Organisations (RSOs), Sport Bay of Plenty and key sports clubs to test a participant-based sports field user fee model as an alternative to a field/hour charging approach. Council is investigating a user fee framework for all organised sports field users with the objective of achieving approximately 10% operating cost recovery.

The engagement sought feedback on:

- Support for a user contribution towards sports field maintenance and renewal.
- Preferred charging methodology.
- Affordability of the proposed fees.
- Implementation considerations.
- Collection and verification processes.
- Sport-specific considerations.

Stakeholders Engaged

Engagement was undertaken with:

- Bay of Plenty Rugby Union
- Western Bay of Plenty Cricket Association (WBOPCA)
- WaiBOP Football
- Softball Bay of Plenty
- Sport Bay of Plenty
- Touch Papamoa
- Papamoa Rugby Club
- Papamoa Bulldog
- Papamoa Football Club
- Papamoa Cricket Club
- Bay of Plenty Trident
- Otumoetai Eels (Kiwi Tag) / Coastline (Rugby Leage RSO)

Collectively, these organisations represent many of Tauranga's major field-based sporting codes, including rugby union, rugby league, football, touch, cricket, softball, baseball, kiwi tag, flag and American football.

Participant-Based Fee Model for Testing

The proposed fee structure is:
Summer

- 5-17 years: $5 per participant, per code, per term
- 18+ years: $10 per participant, per code, per term

Winter

- 5-17 years: $7 per participant, per code, per term
- 18+ years: $12 per participant, per code, per term

Under 5 years: Exempt

Context

Sports field user fees were introduced in Winter 2025 and currently apply primarily to senior training bookings. The exception is the Athletics Track and Field at Tauranga Domain, which already operates a summer and winter participant user fee structure for both junior and senior athletes.

Current Momentus booking data highlights the scale and complexity of field use across Tauranga's sports field network.

Season	Stakeholders	Bookings	Booking Lines	Booked Hours
Summer 2025/26	129	481	10,989	31,535
Winter 2026	109	449	14,566	32,977
Total	**238**	**930**	**25,555**	**64,512**

Stakeholders acknowledged that sporting codes utilise fields in very different ways, with significant variation in field dimensions, competition formats, training requirements and booking patterns. This creates complexity when applying a field/hour charging model consistently across different sports.

It is also noted that many summer sporting organisations currently pay little or no sports field user fees, as field bookings are predominantly for competition play rather than training. A participant-based model would therefore introduce a new cost for many summer users, although the user-pays principle is generally well understood across the sector following previous engagement on senior sports field user fees.

Key Findings

Support for User Fees

There was broad support for the principle that users should contribute towards the cost of sports field maintenance and renewal. Most stakeholders recognised the ongoing investment required to maintain sports fields and associated infrastructure and accepted that some level of user contribution is reasonable.

Two stakeholders, did not support the principle of any user fee and considered sports fields and green spaces should continue to be funded through general rates. However, one organisation indicated that, if a fee was adopted, a participant-based model would be preferable to a field/hour charging approach.

The primary concern raised by the wider sector was ensuring that any future charging model does not create barriers to participation, particularly for junior sport.

Athletics: While the Athletics RSO did not participate in this engagement, previous feedback from the athletics sector has expressed concerns regarding charges for under-5 participants and the application of winter membership fees when athletes are not actively using the Athletics Track and Field facilities at Tauranga Domain.

Preferred Charging Model

A clear majority of stakeholders preferred a participant-based charging model over a field/hour-based approach.

Stakeholders generally considered a participant-based model to be a fairer and more equitable basis for charging because it reflects the number of people using and benefiting from Council's sports field network, rather than field size, configuration or booking duration.

The model was viewed as:

- Simpler to understand and administer.
- More transparent and predictable.
- Better aligned with existing registration systems.
- More consistent across sporting codes.
- Better able to scale as participation grows or declines.
- Provides greater certainty for budgeting, forecasting and grant funding applications.

Support for a participant-based model was expressed by Bay of Plenty Rugby Union, WBOPCA, WaiBOP Football, Softball Bay of Plenty, Sport Bay of Plenty, Papamoa Rugby Club, Papamoa Cricket Club, Papamoa Football Club and Bay of Plenty Tridents.

Touch Papamoa and Papamoa Bulldogs preferred a field/hour charging approach, while Otumoetai Eels/Coastline supported a hybrid model.

Affordability

Most stakeholders considered the proposed fee levels reasonable and manageable.

The principal concern related to affordability for under-18 participants, particularly within rugby, and the potential impact on participation and club membership fees.

Some organisations advised that, following the introduction of the current senior training user fee, membership fees were increased across all age groups. This has resulted in junior members effectively subsidising adult user fees, despite the charge being applied to senior participants only.

Administration and Verification

Stakeholders generally supported the use of existing registration platforms such as Sporty, Rugby Xplorer and Player HQ to verify participant numbers.

There was strong support for maintaining a simple and proportionate reporting process and minimising administrative burden on clubs, volunteers and RSOs.

Collection of Fees

No clear preference emerged regarding whether fees should be collected through clubs or RSOs. Stakeholders generally considered that collection arrangements may need to vary between sporting codes depending on governance structures and administrative capability.

Participant User Fee data snapshot

Membership data collected through recent summer and winter stakeholder engagement provides an indication of the scale of organised field sport participation across Tauranga and the potential revenue that could be generated under a participant-based charging model. The figures below reflect participation data supplied by 24 summer stakeholders and 18 winter stakeholders.

Season	5-17 yrs	18+ yrs	Total	User Fee Revenue
Summer ($5 / $10)	6,843	3,048	9,891	$129,390
Winter ($7 / $12)	5,807	1,570	7,377	$118,978
Total	**12,650**	**4,618**	**17,268**	**$248,368**

The participation data demonstrates the scale of organised field sport use across Tauranga and highlights the potential of a participant-based model to provide a transparent, scalable and equitable funding mechanism that aligns user contributions with participation levels and supports Council's cost recovery objectives.

Key Considerations

The key issues raised through engagement were:

- Affordability impacts on junior participants.
- Equity across sporting codes with differing patterns of field use.
- Treatment of tournaments, commercial activity and casual use.
- Participants involved in multiple competitions or sporting codes.
- Appropriate collection and reporting arrangements.
- Alignment with Council's cost recovery objectives.

Conclusion

Stakeholders generally considered a participant-based approach to be a fairer, simpler and more transparent basis for charging because it links contributions to the number of participants benefiting from Council's sports field network, rather than field size, configuration or hours booked. The model is supported by existing registration systems, scales naturally with participation levels and aligns with Council's objective of establishing an equitable user contribution towards the ongoing costs of sports field provision, maintenance and renewal.

Based on stakeholder participation data and current growth trends, a participant-based charging model has the potential to generate revenue up to $300,000 per annum. This would align with Council's objective of achieving approximately 10% cost recovery against the current sports field operating budget of approximately $3 million per annum.

A key advantage of the participant-based model is that it measures the number of people benefiting from and using the service. By comparison, a field/hour model measures land and time and may not fully reflect participation levels, intensity of use, or the corresponding demand placed on sports field infrastructure.

Overall, stakeholder feedback indicates broad sector support for further investigation of a participant-based sports field user fee model as a practical, equitable and scalable approach that aligns user contributions with participation levels while supporting Council's long-term cost recovery objectives.

Title: User Fees and Charges Issues and options – (Use of Council Land – Community Leases)

Author: Ross Hudson, Manager, Strategic Planning & Partnerships, Spaces & Places

Authoriser: Reneke van Soest, GM Operations & Infrastructure

BACKGROUND

1. Council leases reserve land to community organisations. There are currently 103 leases on reserves, of which 85 are revenue generating community leases (others are to Bay Venues, community gardens or night shelters which are not currently charged or are commercial leases). The general approach is to charge on a per square meter basis, with the rent being a percentage discount of the assessed average reserve land value across the city. So, Council is effectively subsidising the community outcomes these organisations are aiming to achieve across sport, recreation, education and community services.
2. For the Long-term Plan (LTP) 2024-34, the average land value was assessed at $12.10/m^2. Prior to that LTP, the average rent was circa $1.50/m^2. The Crown Commission proposed through the draft LTP that rent should be 50% of the average reserve land value. After consultation, where multiple organisations raised affordability concerns, this was reduced to 25% or $3/m^2 (+GST) for the first 1,000m^2; then $0/m^2 for next 9,000m2 and $0.30/m^2 for next 50,000m^2.
3. There are also nine community organisations that lease Council-owned buildings. Prior to the LTP, rent averaged $9/m^2. The draft LTP proposed a significant change to $33/m^2 (+GST) and $50/m^2 (+GST) for rates, utilities, maintenance. After consultation this was reduced to a $25/m^2 flat fee (with building specific opex costs).
4. Prior to the LTP, revenue from these community leases was circa $145k per annum. It is now projected to reach $277k per annum once rent changes have flowed through rent reviews and lease renewals. Some leases have annual rent reviews; others have longer review periods. Where rents are already higher than the User Fees and Charges Schedule, the prior rent level is retained. We undertook a revaluation of reserve land in February 2026, which found the average value at $12.70/m^2, so unless discounts or the fee structure are altered, expected revenues would be similar. Commercial leases are charged separately at commercial rates.
5. The organisations can be split into four categories – sports clubs, recreational groups, community organisations, educational organisations. In terms of the size of the land areas leased most are simply leasing space for a building and small outside space. However, 34 have land areas greater than 1,000m^2, of which the tennis clubs, bowls clubs, hockey and netball centres, BMX club, golf courses and racecourse (a cohort of 20 organisations) have leased areas from 2,000m^2 up to circa 500,000m^2. Charging these organisations at the same per square meter rate as the small leaseholders would be unaffordable.
6. The variation between lots of small leases and a few much larger ones informed the final LTP charging structure and sought also to acknowledge that these large land area leaseholder organisations are providing significant community benefits and are effectively managing land that Council would otherwise have to maintain. For example, Otumoetai Golf Club would otherwise be a stormwater and passive recreation reserve. These spaces are often fully or partially publicly accessible and are providing community sport and recreational opportunities that Council might otherwise be asked to provide. For comparison, we spend about $1.32 per square meter to maintain large recreational open spaces such as Bayfair reserve. So hypothetically, to maintain the circa 50ha of Tauranga Golf Course as a public open space could cost Council about $673k per annum and for the 35 lease areas over 1,000m^2 in total would cost circa $3.5m per annum.
7. The table below shows the distribution of community leases by area –

Leased area	Number of community leaseholders

Under 1,000m^2	51
1,000m^2 – 2,000m^2	14
2,000m^2 – 509,000m^2	20

8. The distribution of leased areas and the community outcomes and land and facility management provided by the larger sports clubs makes a 'one size fits all' approach challenging. At this stage, given the current fee structure is fairly new, no change, or only incremental changes are considered suitable. Options are discussed below that consider amendments to discounts for larger land area leases based on the extent of public access or a simple \$1/m^2 for land between 1,000m^2 and 50,000m^2. The nominal revenue opportunity associated with reducing the discount levels will need to be balanced against the value these organisations provide. No engagement has yet been undertaken with these organisations in respect of these options.

OPTIONS ANALYSIS

9. Council could consider some amendments to the rent levels or overall structure that might increase revenue or give greater emphasis to public access, organisational purpose or land area. It is assumed that these would focus on those large land area leaseholders as this is where the predominant effects of changes would be felt.

10. Note that each of the options below retains the current rent cap at 50,000m^2. This could be adjusted upwards but note that the Racing Tauranga and Tauranga Golf Course leases are also subject to the Racecourse Reserve status of the crown land they occupy, which requires that all rent is spent within the site, whilst the Omanu and Otumoetai Golf Club leases are currently on 'share of revenue' arrangements, so there would in fact be no short-term impact.

11. An option would be to adjust rent discount levels based on the extent of public access. In the table below, we have classified the leased land as either fully, partially or not publicly accessible and have applied discounts of 95% to the (~\$3/m^2 +GST) rent level for the portion of land over 1,000m^2 that is fully accessible (e.g. the land around the model railway in Memorial Park), 90% for land that is partially accessible (e.g. tennis clubs where pay-to-play is possible) and 80% for land that is not accessible (e.g. bowls clubs that tend to be member only). This could incentivise greater accessibility but could penalise clubs that need to maintain security to ensure playing surfaces are not damaged (hockey, tennis, bowls). Clubs may also argue with the category they have been placed in. Projected revenue gains under this option (at these discount rates) are \$32k per annum.

12. A further option could be to provide additional discounts for organisations that are providing an explicit community development or community safety function such as community centres or surf lifesaving organisations. Note though that these organisations are already receiving significant effective subsidies and can make applications to charitable funders for rent support. Options along these lines have not been modelled.

13. The table below shows the 35 leaseholders with land areas over 1,000m^2, changes in rent over the last LTP and the option for a 'public accessibility' related discount.

Tenant Name	Total Lease Area (m2)	Annual Rent $ (gross) prior to LTP 2024	Annual Rent $ (gross) post LTP 2024	$3/m2 +GST (no further discount)	public access	Yes 5%, Partial 10%, No 20% (of $3.45 charge, beyond 1,000m2), capped at 50,000m2	change ($ per annum)	note

Tauranga Golf Club	509,714	18,480	20,700	1,758,513	partial	20,700	-	public can walk through + pay to play
Omanu Golf Club	451,376	19,624	19,624	1,557,247	partial	20,700	n/a	public can walk through + pay to play [current lease is % of revenue]
Racing Tauranga	349,956	12,688	20,700	1,207,348	partial	20,700	-	public can walk through track areas
Otumoetai Golf Club	114,830	8,767	8,767	396,164	partial	20,700	n/a	public can walk through + pay to play [current lease is % of revenue]
Tauranga Hockey	34,000	1,670	11,731	117,300	partial	14,835	3,104	when open but not used
Papamoa Mount Pony Club	26,200	639	9,040	n/a	yes			will be booking not lease shortly
Tauranga BMX Club	16,880	542	5,824	58,237	yes	8,929	3,104	expecting to change lease area to be building and surrounds only
Tauranga Netball Centre	13,812	1,569	4,766	n/a	yes			new terms at Baypark
Papamoa Tennis Club	11,150	669	3,847	38,468	partial	7,297	3,449	pay to play available
Tauranga Model Train Club	9,700	602	3,450	33,465	yes	4,955	1,505	Would move to building only lease
Otumoetai Tennis Club	7,988	763	3,450	27,559	partial	5,861	2,411	pay to play available
Bowls Matua	7,297	1,851	3,450	25,174	no	7,795	4,345	
Tauranga Lawn Tennis Club	6,100	971	3,450	21,045	partial	5,210	1,760	pay to play available
Mount Maunganui Tennis Club	5,800	1,253	3,450	20,010	partial	5,106	1,656	pay to play available
Tauranga Bowling Club	5,040	675	3,450	17,388	no	6,238	2,788	
Gate Pa Tennis Club	5,025	867	3,450	17,338	partial	4,839	1,389	pay to play available
Crown Street Reserve (Bluehaven)	3,605	290	3,450	12,437	yes	3,899	449	
Mount Greens Sports	3,424	1,406	3,450	11,813	no	5,123	1,673	
Papamoa Bowls	2,969	783	3,450	10,243	no	5,499	2,530	
Inspired Kindergartens	2,152	1,640	3,450	7,424	partial	3,847	397	changing lease boundary around play area

Papamoa Community Rescue	1,600	1,323	3,450	5,520	partial	3,657	207	access to outdoor spaces
Otumoetai Railway Gardens	1,536	350	3,450	-	yes	3,542	92	
Papamoa Playcentre	1,497	211	3,450	5,165	partial	3,536	86	
Inspired Kindergartens	1,408	1,640	3,450	4,858	no	3,732	282	
Eastern Regional Lifesaving Centre	1,359	1,679	3,450	4,689	no	3,698	248	
Waiapu Anglican Social Services	1,356	2,850	3,450	4,678	no	3,696	246	
Greerton Marist Sports Club	1,282	-	3,450	4,425	no	3,645	195	
Inspired Kindergartens	1,231	1,640	3,450	4,247	no	3,609	159	
Inspired Kindergartens	1,195	1,640	3,450	4,123	no	3,585	135	
Scout Association NZ	1,108	731	3,450	3,822	no	3,525	75	
Legion Of Frontiersmen	1,080	1,345	3,450	3,726	no	3,505	55	
Inspired Kindergartens	1,040	1,640	3,450	3,588	no	3,478	28	
Inspired Kindergartens	1,027	1,640	3,450	3,543	no	3,469	19	
Tauranga Yoga Centre	1,007	2,133	3,450	3,474	no	3,455	5	
Total	**1,604,745**	**94,572**	**191,249**	**5,393,029**		**222,360**	**32,389**	

14. Alternatively, Council could adjust the discounts related to land area. For example, the zero charge for the portion of land between 1,000m^2 and 10,000m^2 could be removed or amended. This was included in the last LTP as a result of significant concerns raised by tennis and bowls clubs in particular, who would have seen sudden and even more significant rent changes that, it was argued, would have had major impacts on participation and club viability. For example, the Pāpāmoa Tennis Club rent would have jumped from $669 per annum pre-LTP to over $38,000 post LTP. Instead, it was raised to $3,847 per annum.

15. A $1/m^2 charge for land between 1,000m^2 and 10,000m^2 could generate in the region of $50k extra per annum, depending on rent review periods and assuming participation and club viability are not compromised. There appears to be some justification for this in terms of equity across different sports codes. For example, Pāpāmoa Tennis clubs would be charged about $12,000 per annum, spread across around 400 members, so around $30 a member, which is similar to the proposed charge of $24 for a senior winter sports field user.

16. This change would be expected to meet some resistance from the organisations impacted and would only generate limited additional revenue. However, it does appear to present a fairer approach alongside the proposed changes to sports field fees

Option 1: Retain the status quo

Advantages	Disadvantages

• Maintains approach that seeks to balance a range of factors	• Potentially misses additional revenue opportunities • Does not consider public access • Some inequities between sports codes

Financial impact:

17. No change. Projected revenue of $277k from community leases + CPI. Land revaluation may adjust rent levels upwards over time.

Option 2: Adjust rent discount levels based on the extent of public access – e.g. for the land area beyond the first 1,000m^2 and up to 50,000m^2, discount the rate by 95% for fully publicly accessible; 90% for partially; 80% for not accessible.

Advantages	Disadvantages
• May incentivise more public access to privately managed sports clubs. • Increased revenue.	• Higher costs for certain sports clubs. • Requires categorising organisations by degrees of public access which may be contentious

Financial impact:

18. Under this example, the additional revenue would be circa $32k, assuming the base rent (for the first 1,000m^2 remains at $3/m^2 +GST). This would increase depending on the percentage of discounts from the land value.

Option 3: Adjust discounts related to land area (irrespective of public access). Recommended

An additional $1/m^2 charge for land between 1,001m^2 and 10,000m^2.

Advantages	Disadvantages
• Increased revenue. • Greater equity with other sports codes using Council land	• Would put additional financial pressure on a small cohort of sports clubs with limited revenue gain.

Financial impact:

19. Potential additional revenue of circa $50k per annum, depending on rent reviews and club viability.

Title: User Fees and Charges Issues and options – (Use of Council Land – Markets)

Author: Ross Hudson, Manager, Strategic Planning & Partnerships, Spaces & Places, Gert van Staden, Team Leader Partnerships and Facilitation.

Authoriser: Reneke van Soest, GM Operations & Infrastructure

Background

1. Council approves markets across the city, which trade on parks and reserves. The intention of this paper is to follow through on an action item from the Use of Council Land Policy review, to ensure that commercial use of public space is adequately charged for, to bring about a greater sense of parity amongst the various commercial operators. It is proposed that a new charging model, based on the commercial valuation of the area is used, instead of a flat fee.
2. There are a number of market providers, with the Lions Club and Little Big Markets being prevalent in the sector. Smaller markets, such as Art in the Park, also operate within Tauranga area. Markets are defined as any publicly accessible outdoor activity where goods are offered for sale, which consists of a number of stalls grouped together.
3. Council currently charges a fixed daily fee for markets to operate on parks and reserves, being $124 per day for charitable entities, and $530 per day for commercial operators.
4. The daily fee and distinction between for-profit and charitable entities are no longer fit for purpose.
5. In order to address the shortcomings of the current model, a per square meter per day model is proposed. Auckland Council has recently adopted a similar charging model for their markets, being based on a per square meter fee.
7. The table below indicates the markets and where these are presently held, when organised on council-owned land. Some markets operate from private land which are not noted here.

Market	**Park or Reserve**
Dinner in the Mount	Zespri Reserve
Dinner in the Domain	Papamoa Beach Reserve
Dinner in the Park	Matua Park
Little Big Markets Coronation	Coronation Park
Little Big Markets Papamoa	Papamoa Beach Reserve
Gourmet Night Market	Coronation Park
Lions Club Papamoa	Gordon Spratt Reserve
Welcome Market	Matua Park
Mount Urban Market (**ceased**)	Te Papa o Nga Manu Porotakataka

Travelling Markets	Jordan Field or Simpson Reserve

Options Analysis

9. Council has two baseline options, one being the status quo, which is a daily charge for markets, with different rates applied for charitable and for-profit entities, or a new charging model, which charges for the actual activity taking place and for the extent of land utilised.

10. The proposed charge is based on a valuation of land which Council reviews prior to each LTP, so it can be kept current without having to change the actual model itself and is in line with the model which sets Council's community land-use lease rates.

10. When discussing the alternative charging model, there are various sub-options:

    a. Utilise the commercially zoned land valuation (**recommended but as expanded on at 10.c below**)
    b. Utilise the reserve zone land valuation (not recommended)
    c. Utilise the commercially zoned land valuation as a baseline, and account for commercial flexibility by incorporating a premium on top of the base charge, to set the final fee (**recommended**)

11. The recommended approach is to utilise the commercially zoned valuation figures, and not the reserve land valuation, as a markets trade commercially. Additionally, utilising the reserve valuation does not provide a fee commensurate with trading in a public place.

12. When utilising the commercial valuation figure, the below baseline numbers are apparent from the advisory valuation report (rounded):

Area	Baseline Daily Rate
Tauranga CBD / Mount Commercial / Mount North	**$0.18/m²/day**
Mount South / Omanu	**$0.11/m²/day**
Papamoa	**$0.09/m²/day**
Greerton / Judea / Brookfield / Bethlehem	**$0.08/m²/day**
Te Puna	**$0.06/m²/day**
Peripheral Areas	**$0.06/m²/day**

13. The baseline rates identified above reflect the underlying value of the land only. In considering casual commercial occupation, it is also appropriate to recognise the additional benefits available to temporary operators that are generally not available to traditional businesses occupying private premises. These benefits include the ability to trade only during peak demand periods, reduced exposure to seasonal fluctuations and reduced

exposure to adverse weather, lower occupancy overheads, limited capital investment requirements, and the ability to derive commercial benefit from access to a public asset. For this reason, it is considered appropriate that a policy premium be applied to the baseline land value.

14. While it is not possible to precisely quantify the commercial advantage, officers have applied a cumulative premium of 89% to the baseline rate to recognise the collective commercial benefits available to casual operators. Applying this methodology to the Mount Central area results in a rate of approximately $0.30/m²/day. This reflects an adjusted rate of $0.34/m²/day following application of the commercial opportunity premium, less a deduction recognising non-revenue-generating areas such as parking, circulation and accessways.

15. The premium has been calibrated to produce a charge that sits above the underlying land value, while remaining moderate when assessed against the nature of the commercial activity occurring on the site. It is important to note that the base commercial valuation rate, when converted to a daily charge, does not adequately reflect the value of short-term, flexible, commercial occupation. This is because the underlying valuation is derived from long-term land lease evidence rather than casual commercial occupation of public space during peak trading periods.

16. Auckland Council has recently moved towards a per square meter fee as part of their market charges. We have limited insight into how this charge was set or if there will be consideration of different rates for different areas.

17. It is useful to understand the proposed charging regime as set out below:

    a. A baseline, commercial charge element, which can be reviewed regularly; and
    b. A policy (user fees and charges) setting, which sets the premium, which is incorporated in the final charge, which cannot be easily reviewed or changed, other than through formal Council processes.

16. It is anticipated that market operators may rationalise their space requirements in response to the proposed charges. By way of example, historical aerial imagery indicates that a market operating at Coronation Park utilises an overall footprint of approximately 6,500m². When measured more conservatively, excluding the area occupied by car parking, the operational footprint reduces to approximately 3,600m². Applying the proposed charging model, the resulting daily fee would range between approximately $1,089 and $1,968, depending on the area assessed. By comparison, the current daily charge ranges from $124 to $530.

17. Continuing this example, if a market comprised 100 stalls and the full occupation charge was passed through to stallholders, a charge of $1,968 per day would equate to approximately $19.70 per stall. This provides an indication of the relative scale of the proposed charge when spread across the commercial activity occurring on the site.

18. Our current preference is to charge based on the total area occupied, including car parking and other supporting operational space. While not all this area directly generates revenue, the proposed rate already incorporates a discount to recognise non-revenue-generating land uses such as circulation areas, accessways, amenities, and parking. Charging on the total occupied area therefore provides a simpler and more transparent methodology while

ensuring that the full extent of the public space made unavailable for alternative use is appropriately recognised.

Option 1: Retain the status quo (Not recommended)

Advantages	Disadvantages
• Simple and well understood by existing users. • Easy to administer and invoice. • Provides certainty for market operators. • No changes required to existing processes or systems. • Allows organisations time to adjust to previous LTP changes	• Charges are not linked to the scale of the activity or the amount of public land occupied. • A small market and a large commercial market may pay similar fees despite very different impacts. • Does not reflect the commercial value derived from occupying the space. • Requires periodic review of fees to ensure they remain appropriate over time. • Current charges ($120-$500 per day) does not adequately recognise the value commercial use of public land.

Financial impact:

19. No change. It is important to note that these charges will not have a significant impact on revenue and should rather be seen as a tool to ensure that casual commercial users do not enjoy an unfair competitive advantage over traditional businesses. It also ensures that Council's charging framework better reflects the commercial benefit derived from the occupation of public land by commercial users.

Option 2: Area-Based Charging Using Reserve Land Values (Not recommended).

Advantages	Disadvantages
• Transparent and relatively easy to calculate. • Valuation inputs are reviewed regularly and can be updated without changing the charging framework itself.	• The reserve land values were developed primarily to inform community lease charging and will not adequately reflect the commercial benefit derived from casual commercial activities. • Does not recognise the additional commercial advantages available to

• Provides greater equity between large and small activities. • Directly linked to the amount of public land occupied. • Consistent with Council's existing reserve land valuation methodology.	casual operators, such as the ability to trade only during peak demand periods. • Undervalues the commercial activity taking place on public land.

Financial impact:

18. Not modelled.

Option 3: Area-Based Charging Using Commercial Land Values with a Commercial Opportunity Premium (Recommended)

Advantages	**Disadvantages**
• As per option 2 but incorporates the commercial benefits that casual commercial users enjoy. • Increased parity between casual commercial users and traditional bricks and mortar businesses.	• Results in higher charges than the current model, which may impact some market operators more than others. • May incentivise operators to reduce their occupied footprint to minimise fees. • More complex to administer than a simple flat-fee structure. • Requires Council to determine and periodically review the appropriateness of the commercial opportunity premium.

Financial impact:

19. Potential for additional revenue if the markets continue to operate at the same scale and intensity.

Title: User Fees and Charges Issues and options – Boat Ramp Parking

Author: Ross Hudson, Manager, Strategic Planning & Partnerships, Spaces & Places

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

BACKGROUND

1. Boat Ramp Parking fees were introduced through Long Term Plan (LTP) 2024-34 for the parking areas adjacent to the three deep water ramps at Marine Park, Whareroa and Pilot Bay (Waikorire). Those fees were then removed by this Council on 26 August 2024, citing concerns raised by the community around affordability, equity and insufficient consultation.
2. Specific community requests also included -
   (a) an annual pass to be available to non-residents
   (b) a pass to be per property so as not to charge for multiple trailers at the same address
   (c) a discount for groups or organisations less able to pay
3. In the context of this Council's principle that 'everybody pays a fair share', staff have reviewed the previous fee structure and developed options that are intended to enable fees to be reintroduced at a lower level and to account for a percentage of operational cost recovery that is more similar to other sport and recreation activities, whilst aiming to minimise ongoing administrative costs.

DISCUSSION AND ANALYSIS

4. Using data on user numbers from cameras at Marine Park and previous annual and daily pass purchases, we have modelled options based on the following assumptions -
   (a) 25,200 launches / parked trailers per annum
   (b) 15 launches per annual pass
   (c) 30% of launches by annual pass holders
   (d) 15% non-collection (exemptions, non-compliance, reduced parking due to fee)
   (e) Average annual opex (including depreciation) of $269k.
   (f) Set up costs of $25k assuming we provide an 'App only' service without meters (with meters this set up cost rises to $60k total plus an additional $10k per annum for four meters).
5. The fees introduced through the LTP were $20 per day, or $200 per annum for a Tauranga resident annual pass. Projected revenue was $335k, or 125% of the annual opex.
6. The table below summarises options that have been modelled. On balance, considering revenue, affordability, the proportion of cost recovery in comparison with other sport and recreational fees, and the fact that the LTP fee levels met some resistance, our recommendation is to reintroduce fees per option (e) in the table.
7. Per initial workshop direction from Council, we also propose an exemption from the annual pass fee for applications from community organisations with appropriate registered status and that each residence or business unit should only be charged for one annual pass.

	Option	Projected revenue (net of GST)	% of average annual opex
a	**LTP 2024** $20/day $200/year	$335k ($126k received from Jul to Aug 2024 and then paid back).	125%
b	$10/day $100/year	$168k	62%
c	As option (b) but non-resident pass at $150 (5% of passes)	$180k	67%
d	$7/day $70/year	$117k	44%
e	As option (d) but non-resident pass at $100 (5% of passes)	$125k	46%

OPTIONS ANALYSIS

Option 1 (e in table above): Reintroduce trailer parking fees adjacent to the deepwater boat ramps at $7 a day, $70 a year for residents and $100 a year for non-residents, with exemptions for community organisations.

Advantages	Disadvantages
• Provides for a proportion of cost recovery that is more equitable than the LTP 2024-34 level. • Some incentive to make efficient use of the available parking.	• May disincentivise some recreational or kai gathering boat trips.

Financial impact:

Additional revenue of ~$125k per annum.

Option 2 (c in the table): As option 1 above, but with a $10 a day, $100 a year charge for residents and $150 a year for non-residents. (Recommended)

Advantages	Disadvantages
• More revenue to offset rates funding of maintenance.	• May disincentivise some recreational or kai gathering boat trips and may meet some resistance.

Financial impact:

Additional revenue of ~$180k per annum.

Option 3: Retain the status quo

Advantages	Disadvantages
• No upfront costs. • Free boat ramp access for residents and non-residents.	• Rates funding required for boat ramp maintenance. • Less equitable across sport and recreational facility user groups.

Financial impact:

Boat ramp repairs, maintenance and depreciation costs averaging $269k per annum remain paid for through general rates.

Title: User Fees and Charges Issues and Options – Alcohol Licensing

Author: Nigel McGlone, Manager Compliance Services

Authoriser: Sarah Omundsen, GM Regulatory and Community

BACKGROUND

1. Current application and annual fees for alcohol licences are prescribed in legislation (Sale and Supply of Alcohol (Fees) Regulations 2013) and have remained unchanged since their inception.

2. Legislation enables territorial authorities to set their own fee structures through a bylaw. Tauranga City Council adopted the Alcohol Fees Bylaw in April 2025; however, decisions on the actual fee levels are still yet to be made. Several other councils across New Zealand have also implemented similar bylaws and established their own fees. It is important to note that fees for manager certificate applications which are the highest volume of applications, cannot be increased under a bylaw.

3. The legislative fees were set to ensure that, so far as is practicable, the costs incurred by territorial authorities and the Alcohol Regulatory and Licensing Authority (ARLA) relating to licensing and other matters under the Sale and Supply of Alcohol Act 2012 (the Act) are recovered.

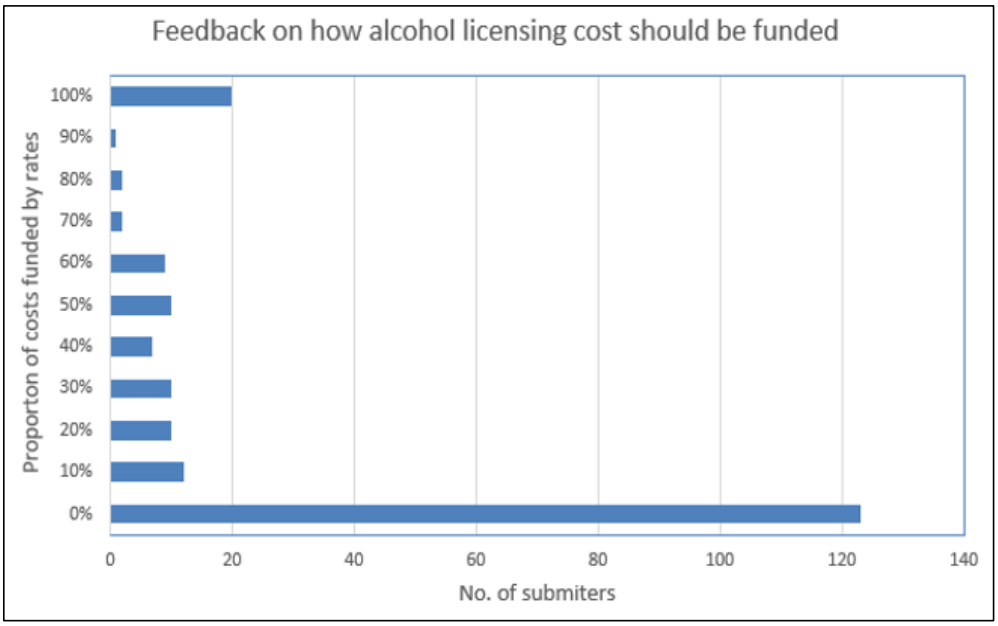
4. ‘Costs’ in this respect involve the administration, compliance monitoring/enforcement, application enquiry, funding District Licensing Committee (DLC) functions (determinations and hearings), and payment of fees to ARLA for each application.

5. Legislation sets ‘risk categories’, ranging from ‘very low to very high’ for on, off and club licences, and for Class 1-3 special licences. The risk categories consider factors such as the type of venue, the hours of trade, and the size of an event to determine the risk category. The higher the risk category, the more expensive the application fee.

6. The Council currently funds alcohol licensing activities through a mix of rates and user fees. The existing model for 2027 AP allocates approximately 55% of costs to ratepayers (Rates) and 45% to licensees (User).

7. Through community consultation during February and March of 2025, 78% of submitters supported the alcohol fees bylaw to provide Council with the ability to set fees, with 57% strongly supporting and 21% indicating their support. 19% of submitters did not support the proposal with 14% stating that they strongly do not support the bylaw.

8. Most submitters (60) thought that alcohol licensing costs should not be funded through rates at all. An additional 16% supported a rates contribution of 10-30%. 13% believed rates funding should contribute between 40-60%, while 10% thought the costs should be fully funded through rates.



DISCUSSION AND ANALYSIS

9. On the 9 October 2025, a workshop was presented to the Mayor and Elected Members outlining the costs incurred by the Alcohol Licensing Team to provide services related to application processing, compliance monitoring, and enforcement. Under the current model, ratepayers subsidise a significant portion of these costs, which has raised concerns about equity and financial sustainability.

10. Moving toward a user pays model ensures that those who benefit commercially from the service bear a fair share of the cost. The following options outline potential approaches to achieving this objective.

11. A 'new licence' (required when a completely new business starts up, or when an existing premise is sold and the new owner requires a licence) is issued for a period of twelve (12) months. Before those 12 months runs out, a licensee is required to apply for a renewal of the licence and if issued, the licence then exists for a 3-year period. Application fees are the same cost whether for a one year or three-year licence; therefore, some licensees will be impacted immediately and others not for some time.

12. Should Council decide to **activate the bylaw and increase fees**, the new fees would apply in full from **1 July 2027**, with no phase-in period. This approach provides certainty for licensees by clearly setting the applicable fees from the outset and enables future fee adjustments to better reflect inflation and the actual costs of delivering alcohol licensing services through the Long-Term Plan process.

13. The Act states, in relation to the renewal of premise licences (Section 127) and for special licences (Section 137), that any application must be made at least 20 working days before the expiry of the licence, and/or before the day the event concerned begins. Where this does not occur, the Act makes allowance under Section 208 for a 'waiver' to be applied for (and it may be subsequently granted or refused by the District Licensing Committee).

14. This waiver process, which is not currently charged, entails administrative staff preparing documentation to be forwarded to the DLC for determination, and obviously incurs costs associated with the DLC Chair's time to make such determination. It is considered that this

actual cost, of staff and DLC time equates to being $150 per waiver applied for, should be borne by the applicant.

15. A review of waivers requested for the 2025-2026 year indicate approximately 53 waivers were requested of and granted by the DLC.

OPTIONS ANALYSIS

Application and Annual Fees

16. The fees listed below are an example of the status quo (Option 1) and possible options (Options 2-4) if the percentage ratio of 'rates funded' vs. 'user funded' are maintained or changed.

TYPE OF FEE	FEE CATEGORY	Option 1 55% rates / 45% user (Status quo)	Option 2 50% rates / 50% user (11% increase)	Option 3 40% rates / 60% user (34% increase)	Option 4 30% rates / 70% user (56% increase)
Application Fee	Very Low (0-2)	$320.00	$356.00	$427.00	$499.00
	Low (3-5)	$530.00	$590.00	$708.00	$826.00
	Medium (6-15)	$710.00	$790.00	$948.00	$1,106.00
	High (16-25)	$890.00	$991.00	$1,189.00	$1,387.00
	Very High (26+)	$1,050.00	$1,169.00	$1,403.00	$1,636.00
Annual Fee	Very Low	$140.00	$156.00	$187.00	$218.00
	Low	$340.00	$378.00	$454.00	$530.00
	Medium	$550.00	$612.00	$735.00	$857.00
	High	$900.00	$1,002.00	$1,202.00	$1,403.00
	Very High	$1,250.00	$1,391.00	$1,670.00	$1,948.00
Special Licence	Class 1	$500.00	$557.00	$668.00	$779.00
	Class 2	$180.00	$200.00	$240.00	$281.00
	Class 3	$55.00	$61.00	$73.00	$86.00
Temporary Authority		$258.00	$287.00	$345.00	$402.00
Temporary Licence		$258.00	$287.00	$345.00	$402.00

Note: All fees are exclusive of GST.
Excludes managers certificates given the transient nature of managers this fee is set by legislation.

17. In order to provide guidance on what increase in revenue might be experienced year on year using the table above, 2025 actual volumes have been assumed for the 2026/27 FY and are usually consistent year on year.

Issue 1 – Application and annual fees

Option 1: Retain the status quo – 55% rates / 45% user funded

18. Under this option, Council would retain the current fees for alcohol licensing as stipulated under legislation and funding model of 55% rates funded, 45% user fees.

Advantages	Disadvantages

• No change for licensees; maintains affordability for businesses. • Simple to administer as current system remains unchanged.	• Ratepayers continue to subsidise approximately 55% of costs of the licensing system, which conflicts with public feedback. • Does not address funding gap or improve cost recovery.

Financial Impact:

19. This option maintains the current funding model, meaning no immediate financial impact on licensees. It is administratively simple and avoids disruption for businesses. Current rates funding required is $756,156, with no increases to fees this number would be expected to increase each year due to rising costs.

Option 2: Increase the current fees to reflect a 50% rates / 50% user funded model

20. Under this option, Council would increase the current fees to reflect a 50% rates / 50% user funded model.

Advantages	Disadvantages
• Greater cost recovery. • Less financial shock for licensees compared to Option 3.	• Only partially addresses funding gap; ratepayers still cover some costs. • Additional cost for businesses.

Financial Impact:

21. This option represents a moderate shift toward user-pays, reducing the burden on ratepayers while limiting the financial impact for licensees. It partially aligns with policy objectives and public sentiment but still maintains a significant ratepayer contribution.

22. Fees will increase by 11% and it is expected that user fees revenue will increase by $69,761, reducing the rates funding by the equivalent amount.

Option 3: Increase the current fees to reflect a 40% rates / 60% user funded model

23. Under this option, Council would increase the current fees to reflect a 40% rates / 60% user funded model.

Advantages	Disadvantages
• Greater cost recovery. • Less financial impact for licensees compared to Option 4.	• Only partially addresses funding gap; ratepayers still cover 40% of the cost. • May require further increases later, creating uncertainty for businesses.

Financial Impact:

24. This option represents a moderate shift toward user-pays, reducing the burden on ratepayers while limiting the financial shock for licensees. It partially aligns with policy objectives and public sentiment but still maintains a significant ratepayer contribution.

25. Fees will increase by 34% and it is expected that user fees revenue will increase by $207,030 reducing the rates funding by the equivalent amount.

Option 4: Increase the current fees to reflect a 30% rates / 70% user funded model (Recommended)

26. Under this option, Council would increase the current fees to reflect a 30% rates / 70% user funded model (the maximum user charge under the Revenue and Financing policy in the current LTP)

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Advantages	Disadvantages
• Significantly reduces ratepayer subsidy, aligning strongly with public consultation (78% support for user-pays). • Falls within the Revenue & Financing Policy target band (30–70%). • Creates a more sustainable funding model for alcohol licensing services.	• Significant cost increase for licensees, which may impact smaller businesses. • Potential for pushback from industry stakeholders.

Financial Impact:

27. This option provides the strongest alignment with a user-pays approach and the feedback received through public consultation, which indicated strong support for shifting a greater share of alcohol licensing costs to applicants. It would substantially reduce the current ratepayer subsidy while remaining within the Revenue and Financing Policy settings.

28. Under the recommended approach, the funding mix would move from approximately 46% user fees and 54% rates funding to 70% user fees and 30% rates funding. This is expected to increase user fee revenue by approximately $344,000 per annum across the 2028-37 LTP period, reducing rates funding by an equivalent amount. Over 10 years, this would result in an estimated cumulative reduction in rates funding of $3.4 million.

Other Considerations:

29. There are currently two significant papers before the central government that could influence the future of alcohol licensing regulation: the **Hospitality Review – Final Report** and the **Reform of the Local Government Bylaw System**.

30. The **Hospitality Review – Final Report** proposes a future alcohol licensing model that is based more on risk than routine administration, with a stronger focus on inspections, compliance monitoring, and directing regulatory effort towards higher-risk operators. It recommends nationally consistent rules, fees, and decision-making processes, supported by improved enforcement powers for regulators and increased use of national information systems and data sharing. The report also signals a shift away from local decision-making and funding arrangements, with councils having less discretion over how alcohol licensing is administered and funded. This includes the potential removal of council alcohol licensing fee bylaws and the introduction of nationally determined fee structures, creating a more standardised licensing framework across New Zealand.

31. The **Reform of the Local Government Bylaw System** paper similarly proposes reducing reliance on local bylaws where national regulation may be more appropriate. In relation to alcohol licensing, it suggests councils may no longer require separate bylaws to establish licensing fees. The paper acknowledges that many councils do not fully recover the cost of providing alcohol licensing services, resulting in a degree of ratepayer subsidisation. The proposed reforms could provide a clearer pathway for cost recovery, streamline regulatory requirements, and support more consistent enforcement arrangements nationwide.

However, they would also likely reduce councils' ability to tailor fee structures and regulatory settings to local circumstances.

32. **Key message:** Together, both papers indicate a move toward a nationally consistent alcohol licensing framework, with greater central government oversight, reduced reliance on local bylaws, and increased emphasis on cost recovery, compliance, and risk-based regulation. However, decisions on the implementation of any recommendations by central government contained within these documents are unlikely to be made until after the 2026 election.

Title: User Fees and Charges Issues and Options – Animal Services
Author: Nigel McGlone, Manager Compliance Services
Authoriser: Sarah Omundsen, GM Regulatory and community

BACKGROUND

1. Animal Services delivers Council's statutory responsibilities under the Dog Control Act 1996, the Dog Management Policy and Bylaw, the Keeping of Animals Bylaw and other relevant legislation.
2. The activity is primarily funded through:

   a) Dog registration fees

   b) User fees and charges

   c) Infringement revenue

   d) General rates funding.
3. The Dog Control Act 1996 requires all dogs over three months of age to be registered annually and requires revenue generated from dog registration and dog control activities to be used for dog control purposes.
4. While dog registration fees and related charges fund a significant proportion of Animal Services activities, the Dog Control Act limits Council's ability to use this revenue for broader animal management functions.
5. Community expectations regarding Animal Services have continued to evolve. Recent high-profile dog attacks nationally have contributed to increased scrutiny of council animal management functions and greater public expectation that councils not only respond to incidents, but also undertake proactive compliance, education and enforcement activities.
6. The adoption of updated animal management bylaws is also expected to increase compliance, monitoring and enforcement activity over time by strengthening Council's regulatory framework and increasing expectations regarding enforcement outcomes.
7. Animal Services is also experiencing increasing complexity in enforcement matters. While routine complaints and impoundments can generally be resolved efficiently, a relatively small cohort of owners generate a disproportionate share of Animal Services compliance and enforcement activity. Cases involving repeat offending, dangerous dogs, seizures, owner disputes, rehoming efforts and social media engagement often require significantly greater officer time and resources than routine animal management matters and can become increasingly complex and resource intensive over time.
8. Approximately 70 percent of infringements issued by Animal Services relate to unregistered dogs. Experience indicates many of these owners are either unwilling or unable to register their dogs and are unlikely to be influenced by small adjustments to registration fees.
9. Increasing service expectations, compliance obligations and operating costs are creating ongoing pressure on the Animal Services funding model. The deficit carried over from the 25/26 FY is $144k to maintain a financially sustainable activity, Council must determine the appropriate balance between rates funding, user charges and registration fees. Staff have therefore reviewed the current fee structure and alternative funding approaches.
10. At a Council workshop held on 9 October 2025, staff presented information regarding the potential introduction of a Responsible Dog Owner (RDO) scheme. The Dog Control Act permits councils to establish differential registration fees, including discounted fees for owners who demonstrate specified standards of responsible dog ownership.
11. Tauranga previously operated an RDO scheme. However, the scheme was ultimately discontinued due to administration costs, verification requirements and operational issues that arose when owners challenged compliance decisions that could affect their discounted status.

12. Staff enquiries with other councils identified limited evidence that RDO schemes result in measurable reductions in offending behaviour or improvements in registration compliance.

OPTIONS ANALYSIS

13. Council staff have undertaken a review of fees and charges based on the following principles:
    - Standard dog fees should be as low as possible to encourage compliance
    - Animal services should be able to respond to future cost pressures within the activity.
    - Those requiring Animal Services activities should pay for the full cost of these services where possible[1].
    - Animal services fees should encourage dog owners to register, microchip and keep their dog under control at all times
14. Animal services fees should disincentivise those owners who err from their responsibilities, with escalating penalties for repeated failures.
15. Council considered a range of options to achieve these principles. The preferred approach was to increase fees associated with impoundments, seizures, kennel licensing and other enforcement-related activities to better recover the costs generated by those services. The additional revenue generated will go a small way towards shifting a greater share of Animal Services funding from compliant dog owners to those generating higher service and enforcement costs. This approach was considered the most effective way to improve cost recovery while maintaining affordable registration fees and avoiding any increase in rates funding.
16. In looking into other options staff considered a responsible dog owners scheme and or discounts for certain types of dogs[2] . These options were discounted due to the fact that they increase cost and complexity of delivering animal services. These costs would need to be passed on to the owners, therefore not achieving the principle that standard dog fees should be as low as possible to encourage compliance.
17. The proposed fee changes are estimated to increase annual revenue by approximately $72,490. This additional revenue would be generated primarily through enforcement, impoundment and kennel-related services and would improve cost recovery while better aligning charges with the cost of service delivery.
18. The proposed fee changes outlined in Table 1 seek to better align charges with the principles in paragraph 13 and provide the basis for Option 1.

Table 1 Fees and Charges updates

Service	Existing (2026/27)	Proposed (2027/28)	% Change	Projected Revenue Increase 26/27 (excl GST)	Reason for Movement
Microchip Fee – Voluntary	$34.00	$55.00	61.8%	$107	Voluntary and impounding microchipping require the same processing time: 0.50 hr staff time @ $140/hr plus the $6.66 microchip cost, giving an

1 Cost recovery would include the staff time required to undertake activities, administration requirements, direct operating cost, vehicle and equipment costs; and associated overheads.

2 Staff investigated the potential introduction of differential fees for hunting and kai gathering dogs. While this is technically possible under the Act, establishing eligibility criteria and administering the scheme would create additional compliance and administrative costs. There is also no evidence that these dogs generate lower Animal Services costs than other dogs.

					underlying cost of $76.66 per service. The voluntary fee is held at $55.00, requiring a $21.66 subsidy per voluntary microchip (See Impounded microchipping.) The pricing is intended to encourage more owners to choose voluntary microchipping and progressively shift demand toward equal volumes of voluntary and impounding microchips. Only 6 done 25/26FY
Microchip Fee – Impounded Dog	$34.00	$113.00	232.4%	$6,715	Impounding microchipping requires the same processing time as voluntary microchipping: 0.5 hr staff time @ $140/hr plus the $6.66 microchip cost, giving an underlying cost of $76.66 per service. The proposed $113.00 impounding fee provides a $36.33 contribution above cost. This contribution not only balances the $21.66 subsidy on each voluntary service, but this cross-subsidy is intended to incentivise an eventual shift toward equal volumes of each type. 100 microchips actual 25/26FY
Kennel Licences – New application or renewal (incl. address changes)	$103.00	$396.00	284.5%	$2,490	Covers inspection and administration. Cost build-up: 2.0 hr staff time @ $140/hr ($280.00) + fixed inspection/admin costs $116.00 = proposed fee of $396.00. 10 new 25/26FY
Kennel Licences – Variation (adding or removing a dog)	$51.50	$99.00	92.2%	$161	Reflects reinspection and administration. Cost build-up: 0.5 hr staff time @ $140/hr ($70.00) + fixed admin costs $29.00 = proposed fee of $99.00. 4 variations 25/26FY
Impounding – First impounding – Non-Registered	$110.00	$248.00	125.5%	$22,990	Disincentive pricing for an unregistered dog while recovering additional processing costs. Cost build-up: 1.0 hr staff time @ $140/hr ($140.00) + fixed impounding/overhead costs and tiered disincentive $108.00 = proposed fee of $248.00. 196 or 62.4% of 314 dogs released 25/26FY

Impounding – First impounding – Registered	$74.00	$124.00	67.6%	$1,742	Tiered pricing supports fairness and cost recovery for a registered dog. Cost build-up: 1.0 hr staff time @ $140/hr ($140.00) + fixed impounding/overhead costs and tiered disincentive -$16.00 = proposed fee of $124.00. 41 or 13.1% of 314 dogs released 25/26FY
Impounding – Second impounding	$158.0	$372.00	135.4%	$7,457	Increased penalty for repeat offending. Cost build-up: 1.0 hr staff time @ $140/hr ($140.00) + fixed impounding/overhead costs and tiered disincentive $232.00 = proposed fee of $372.00. 41 or 13.1% of 314 dogs released 25/26FY
Impounding – Third impounding	$228.00	$496.00	117.5%	$2,278	Further deterrent for repeated incidents. Cost build-up: 1.0 hr staff time @ $140/hr ($140.00) + fixed impounding/overhead costs and tiered disincentive $356.00 = proposed fee of $496.00. 10 or 3.2% of 314 dogs released 25/26FY
Impounding – Fourth & subsequent impounding	$316.00	$744.00	135.4%	$2,910	Strong disincentive for chronic non-compliance. Cost build-up: 1.0 hr staff time @ $140/hr ($140.00) + fixed impounding/overhead costs and tiered disincentive $604.00 = proposed fee of $744.00. 8 or 2.5% of 314 dogs released 25/26FY
Impounding – Sustenance fee (per day or part of)	$14.50	$23.00	158.6%	$8,983	Reflects the daily cost of food, care and enrichment. Cost build-up: 0.15 hr staff time @ $140/hr ($21.00) + adjusted fixed food/care overheads $2.00 = proposed daily fee of $23.00.
Impounding – Dogs released after hours	$72.00	$305.00	323.6%	Rare occurrence	Recovers the staff cost of an after-hours release, with all staff time charged at the 150% shift-loaded rate. Cost build-up: 1.5 hr staff time @ $210/hr = proposed fee of $305.00.
Other Dog Fees – Surrender fee	$118.50	$752.00	534.6%	Rare occurrence	Includes euthanasia, sustenance and processing. Cost build-up: 2.0 hr staff time @ $140/hr ($280.00) + fixed euthanasia/sustenance costs

					$472.00 = proposed fee of $752.00.
Other Dog Fees – Seizure fee	$118.50	$420.00	354.4%	$16,657	Reflects staff time required for seizure and processing. Cost build-up: 3.0 hr staff time @ $140/hr = proposed fee of $420.00. Charged 65 times 25/26 FY
				Total $72,490	

19. Option 1 includes the proposed fee changes outlined above. Option 2 retains the current fee structure and applies CPI adjustments only.

20. Staff recommend Option 1 as it reflects the true cost of the service, encourages compliance, improves cost recovery, maintains financial flexibility within the activity and provides a modest reduction in annual registration fees for compliant dog owners without increasing rates funding.

Table Two: Options for increasing Animal Services Fees

	Options	Advantages	Disadvantages	Financial Impact
1	Adopt Table 1 fees **RECOMMENDED**	• Improves cost recovery. • Encourages compliance • Supports a user-pays approach. • Better reflects actual service costs. • No additional system changes required.	• Some fee increases are significant.	• Improves cost recovery. • Better user funding offsetting dog registration. • No impact on rates funding.
2	Do not adopt Table 1 fees and apply CPI only	• Lowest implementation risk. • Supports SAP transition. • Stable and predictable for customers.	• Does not address known under-recovery of service delivery costs. • Provides no reduction in registration fees for compliant dog owners. • Maintains greater reliance on dog registration fee and rates funding than Option A. • Delays progress toward improved cost recovery.	• Maintains existing fee structures and existing levels of cost recovery. .

11.9 Transport Resolutions Report No.63

File Number: **A20707042**

Author: **Obaid Noori, Intermediate Transport Engineer**
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Authoriser: **Reneke van Soest, General Manager: Operations & Infrastructure**

Shawn Geard, Manager: Transport System Operations

PURPOSE OF THE REPORT

1. This report proposes the introduction, removal or amendment of traffic controls throughout the city, and seeks a resolution from Council to implement or formally approve these proposals.

RECOMMENDATIONS

That the Council:

(a) Receives the report "Transport Resolutions Report No.63".

(b) Resolves to implement the proposed traffic and parking controls for general safety, operational, or amenity purposes as detailed in Appendix A - including Attachments 1, 2, 7.1, 7.2, 7.7, 7.9, 7.13, 7.15, 7.16, 7.21 & 7.27.

(c) Approves these changes taking effect on or after 11 November 2026, subject to the installation of appropriate signs and road markings where necessary.

EXECUTIVE SUMMARY

2. As the city grows and changes, competing demands on the transport network needs to be balanced, including keeping traffic lanes clear to support an efficient network, providing on-street parking and loading zones for nearby activities, restricting parking where needed to improve access, and enabling vulnerable road users, such as pedestrians and cyclists, to move around the city safely.

3. Attachment A sets out proposed changes for access, parking, safety and operational reasons. Some changes respond to requests from the public or other stakeholders. Other changes relate to capital projects or resource consent requirements.

4. Amendments include changes to the following attachments to the Traffic & Parking Bylaw (2023):

   (a) Attachment 1: No Left Turn

      (i) Prohibit vehicles exiting the cul-de-sac from turning left into Nga Potiki Lane to avoid conflicting vehicle movements.

   (b) Attachment 2: One-Way Traffic

      (i) Nga Potiki Lane was designed and built as a one-way road and requires resolution

(ii) Making sections of Wharf Street and Willow Street permanent one-way following a trial period.

(c) Attachment 7.1: No Parking Behind Kerb

(i) Addressing other berm parking that creates safety concerns.

(d) Attachment 7.2: Prohibited Stopping and Standing of Vehicles

(i) Extending or removing broken yellow lines to improve safety, enhance access, or increase parking capacity.

(ii) These changes respond to customer requests or resource consent requirements.

(e) Attachment 7.7: Mobility Parking

(i) Resolutions required for recently created and proposed new spaces.

(f) Attachment 7.8: Motorcycle Parking

(i) Addition of a new motorcycle parking space

(g) Attachment 7.9: Parking Time Restrictions

(i) Minor changes to existing time restrictions to better meet user needs.

(ii) Adding a new time-limited space to facilitate library operations

(h) Attachment 7.13: Pay Areas Time Designation

(i) Clarifying the description of Electric Vehicle parking in the parking buildings.

(i) Attachment 7.15: Loading Zone

(i) Adding a new loading zone to support access to the Cargo Shed and adjacent activities

(ii) Adding a new loading space to support the new library and surrounding activities.

(j) Attachment 7.16: Loading Zones with Time Restriction

(i) Adding the loading zone which was installed as park of the Merivale Community Centre project.

(k) Attachment 7.21: Passenger Service and Other Vehicle Stands (Stopping Places for Buses)

(i) Relocating the bus stop situated opposite Nos. 69 and 75 Sandhurst Drive by moving it 3.5 metres in a southerly direction.

(l) Attachment 7.27: Passenger Vehicle Stands (Tourist Vehicles)

(i) Amending the wording relating to tourist vehicle capacity to clarify expected usage.

BACKGROUND

5. The Traffic and Parking Bylaw 2023 includes attachments that list traffic and parking restrictions. Council can impose these restrictions by Council resolution.

6. Council regularly adds, removes or changes traffic and parking controls to support safety and day-to-day operation of the road network.

7. The proposed changes in Attachment A are minor parking changes across the city. They have come from requests by the public, transportation staff or other stakeholders

STATUTORY CONTEXT

8. The Land Transport Act 1998, particularly section 22AB, allows councils, as road controlling authorities, to make bylaws for traffic and parking control.

9. The Local Government Act 2002 sets the general process for making bylaws. This includes consultation and public notification.

10. The Land Transport (Road User) Rule 2004 and Traffic Control Devices Rule 2004 set standards for signs, road markings and enforcement.

STRATEGIC ALIGNMENT

11. 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	☐

12. The recommendations address issues affecting safety, access and amenity. They support the safe and efficient operation of the city's transport network. Mobility parking also supports a more inclusive city by making public places easier to access for people with disabilities.

OPTIONS ANALYSIS

13. The proposed changes relate to general road operations. The reason for each proposal is described in Appendix A. In each case, the issue is expected to continue if Council does not approve the proposed change.

14. The proposals are independent. Council may approve some, all or none of them.

FINANCIAL CONSIDERATIONS

15. The signs and markings costs associated with general operational changes are minor and can be accommodated within existing project or operational budgets.

LEGAL IMPLICATIONS / RISKS

16. These proposals allow Council to enforce changes needed for safety and amenity reasons. Council also has a duty to address known safety issues on the road network.

TE AO MĀORI APPROACH

17. The proposals improve safety, access and amenity for residents and visitors. They align with the principle of manaakitanga. For major projects, consultation with hapū was completed during project development.

CLIMATE IMPACT

18. This report relates to a regulatory process. No climate impact assessment has been completed.

CONSULTATION / ENGAGEMENT

19. Requests for changes may come from neighbouring properties or reflect existing site conditions. In some cases, consultation is not needed. Consultation may also occur during project delivery or affected property owners may be informed before changes are made.

SIGNIFICANCE

20. The Local Government Act 2002 requires Council to assess the significance of matters, issues, proposals and decisions in this report. This assessment is made against Council's Significance and Engagement Policy. Council recognises that some matters may be important to the people, groups or agencies affected by the report.

21. This assessment considered the likely impacts and 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.

22. Based on these considerations, and the criteria and thresholds in the policy, the decision is considered to be of low significance.

    23. Retrospective changes are likely to have low public interest. They were either previously consulted on or respond to requests from adjacent landowners.

ENGAGEMENT

24. Based on the assessment above, the decision is of low significance. Officers consider that no further engagement is required before Council makes a decision.

NEXT STEPS

25. The bylaw attachments will be updated in line with the resolution. Signs and road markings will be installed where needed.

26. Adjacent businesses and residents will be notified of any restriction changes before implementation.

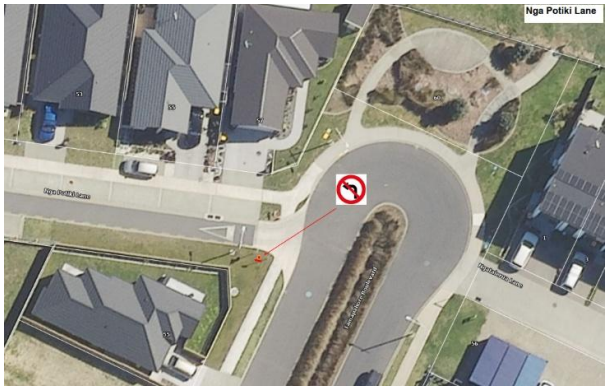
ATTACHMENTS

1. Appendix A - Transport Resolutions Report No.63 - A21282841

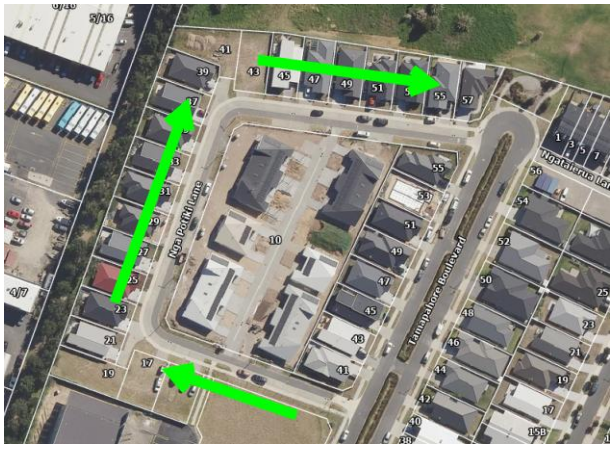
Appendix A: Details of Proposals for Transport Resolution Report No.63

Attachment 1: Restricted Turning

No Left Turning

Road	Details	Reason for implementing and location
Tamapahore Boulevard West Side	From Tamapahore Boulevard for Northbound traffic into Nga Potiki Lane	 No consultation is required because Nga Potiki Lane is already operating as a one-way road. The proposed sign will reinforce the existing traffic direction and discourage vehicles from entering the lane from the incorrect direction.

Attachment 2: One-Way Traffic

Road	Details	Reason for implementing and location
Nga Potiki Lane	Traffic may only flow from the southern intersection with Tamapahore Boulevard to the northern intersection with Tamapahore Blvd	 Nga Potiki Lane was constructed and is operating as a one-way road but has not previously been formally resolved. Formalising the restriction will align the legal record with the existing operation and discourage vehicles from entering from the incorrect direction. No consultation is required because the proposal confirms the current road layout and operation.
Willow Street	Traffic may only flow from Hamilton Street to Spring Street, with the except that cycles may travel from	Following the completion of the trial, this resolution will formalise the established one-way operation on Willow Street and provide a clear legal basis for its ongoing management and enforcement.

Appendix A: Details of Proposals for Transport Resolution Report No.63

	Spring Street to Wharf Street.	
Wharf Street	Traffic may only flow eastbound from a point 63m east of Durham Street, to Willow Street	Following the completion of the trial, this resolution will formalise the established eastbound one-way operation on Wharf Street and provide a clear legal basis for its ongoing management and enforcement.

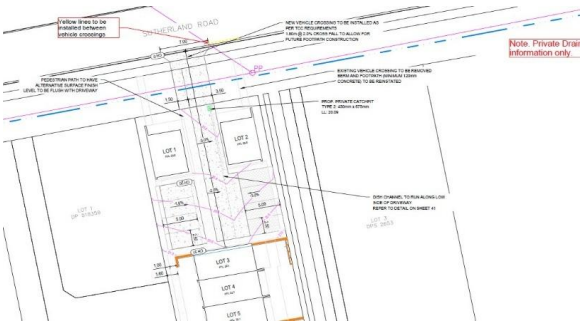
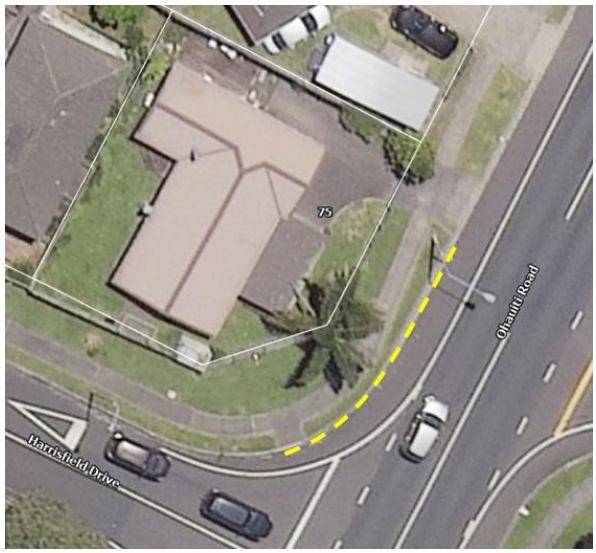
Attachment 7.1: No Parking Behind Kerb

Location	Details	Reason for implementing and location
Kawaka Street South Side	Commencing at a point 54 m west of the intersection of the eastern boundary of Miro Street and the southern boundary of Kawaka Street, and extending 15 m westward along Kawaka Street.	 The Hockey Association requested the restriction to address an access issue at this location. As the request came from the directly affected organisation and supports reliable access, no wider consultation was considered necessary.

Attachment 7.2: Prohibited Stopping and Standing of Vehicles

Location	Details	Reason for implementing and location
Pitau Road north	Commencing 4 m west of the eastern boundary of 37A Pitau Road extending approx 9 m eastwards	 The restriction was requested by a Councillor to address parking concerns at this location. The immediately affected properties were consulted, and the only feedback received supported the proposal.

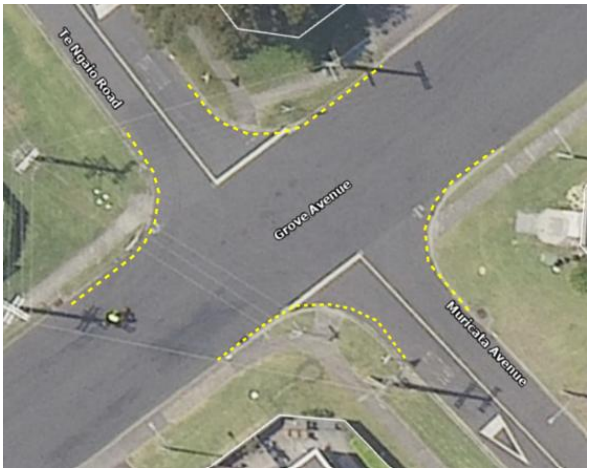
Appendix A: Details of Proposals for Transport Resolution Report No.63

Location	Details	Reason for implementing and location
Sutherland Road South side	Commencing at the eastern boundary of 80 Sutherland Road and extending for 4 m to the west	 The restriction forms part of the new development and will prevent the narrow area between the proposed and existing vehicle crossings from being used for parking. Keeping this area clear will maintain sight lines for vehicles exiting both crossings and help ensure that intensification does not adversely affect access or road safety. Separate consultation was not required because the matter was addressed through the resource consent process and involves the properties undertaking the development.
Ohauiti Road West Side	Commencing 4.5m south of the northeast boundary of No.75 and extending a distance of 20m south west	 Vehicles have been observed parking in this area and restricting visibility for drivers exiting No. 75. The proposed restriction will keep the sight line clear and improve the safety of vehicle movements. No wider consultation was considered necessary because the issue was raised by the directly affected property owner.

Appendix A: Details of Proposals for Transport Resolution Report No.63

Location	Details	Reason for implementing and location
Miro Street West side	Two parallel spaces fronting No.40A, and One parallel space fronting No.9/36 Mondays between 8.30am and 4pm	 The part-time restriction on three parking spaces was requested by the Waste Management team. It will provide the space needed for waste collection vehicles to operate safely and reduce the need for collection trucks to obstruct through traffic. Residents on Miro Street were consulted on the proposed restriction.
Percy Road North side	Commencing 2m west of north west boundary of boundary no.12B and extending 14m south east.	 The adjacent resident requested the restriction because the limited space between the driveways allows parked vehicles to obstruct access. Consultation was undertaken, and the neighbouring resident did not support the proposal and was advised that berm parking is permitted. On balance, the proposal is recommended to proceed to keep the area between the driveways clear and maintain safe, practical access.
Muricata Avenue Both side	Commence from a point 14m northwest of eastern boundary of No.2 Muricata Avenue, extending to Grove Avenue	

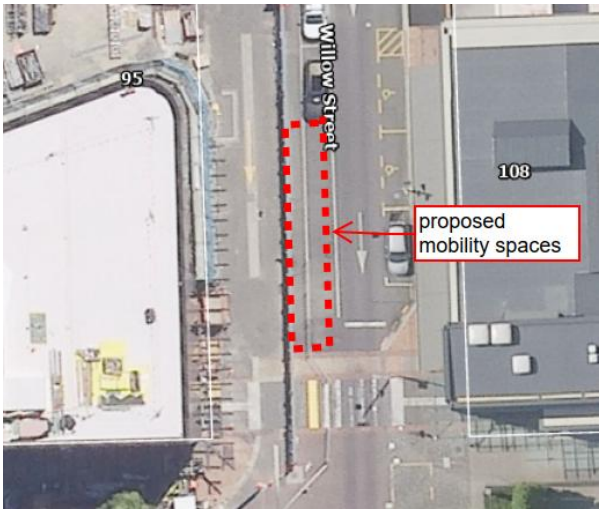
Appendix A: Details of Proposals for Transport Resolution Report No.63

Location	Details	Reason for implementing and location
Grove Avenue North Side	Commencing from a point 1.0 m south-west of the north-eastern boundary of No.52 Te Ngaio Road, and extending 27.5 m in a north-easterly direction.	
Grove Avenue South Side	Commencing from a point 3.5 m south-west of the North-eastern boundary of 2 Muricata Avenue, and extending 23.5 m in a north-easterly direction.	
Te Ngaio Road Both Sides	Commencing from a point 1.5 m North-west of the South-eastern boundary of 45 Grove Avenue, and extending south easterly direction to Grove Avenue	The proposed no-stopping lines will prevent vehicles from parking too close to the intersection, helping to maintain visibility and safe vehicle movements. Affected residents were consulted, and no objections were received.
Sandhurst Drive East side	Commencing from the north-eastern boundary of 69 Sandhurst Drive to the southern boundary of 75 Sandhurst Drive. The bus stop will remain in place.	 The no-stopping lines will provide sufficient space for buses to manoeuvre safely into and out of the existing bus stop. Nearby residents were consulted on the proposal.

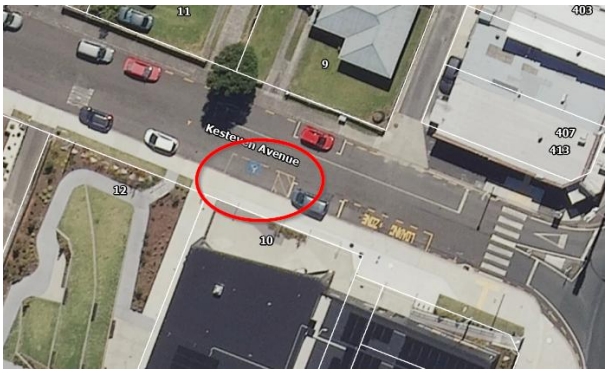
Attachment 7.7: Mobility Parking

Mobility parking	Reason for implementing and location
Amendment	

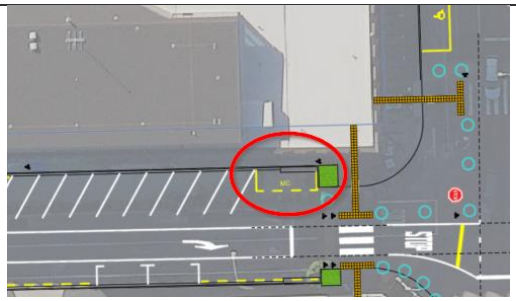
Appendix A: Details of Proposals for Transport Resolution Report No.63

Willow Street East side	Amend: Two spaces fronting Masonic Park To: Two spaces fronting the Art Gallery	 The mobility spaces have been relocated to reflect the current street layout associated with the Willow Street, Masonic Park and Te Manawataki o Te Papa redevelopment works. The amendment will ensure the bylaw attachment accurately records their new location.
Addition		
Willow Street West side	Two spaces fronting the library.	 The two mobility spaces will provide convenient and accessible parking for customers visiting the new library.

Appendix A: Details of Proposals for Transport Resolution Report No.63

Kesteven Avenue South side	One marked space fronting the community centre	 The mobility space supports accessible access to the new community centre. As it was provided as part of the completed development, no further engagement is required.

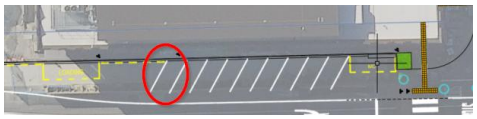
Attachment 7.8: Motorcycle Parking

Motorcycle parking		**Reason for implementing and location**
Addition		
Wharf Street North side	The first marked space west of Willow Street	 Part of the Te Manawataki o Te Papa redevelopment works. No further public engagement required.

Attachment 7.9: Parking Time Restrictions

Parking Time Restrictions: 5 minute parking	**Reason for implementing and location**
Addition:	

Appendix A: Details of Proposals for Transport Resolution Report No.63

Cliff Road East side	One angle parking space approx. 18m north of the northern boundary of Park Street	 Converting one P60 space to P5 parking will provide short-stay access for servicing the public toilet in Robbins Park while retaining the space for general parking outside servicing periods.
Wharf Street North side	One angle parking space at the west end of the library frontage	 To facilitate book returns at the library.
Parking Time Restrictions: 30 minute parking		**Reason for implementing and location**
Addition:		
St John Street East side	The first five angle spaces south of Tenth Avenue	 The P30 restriction will improve parking turnover and support convenient short-stay access to local businesses. All surrounding businesses were consulted on the proposal.

Attachment 7.13: Pay Areas Time Designation

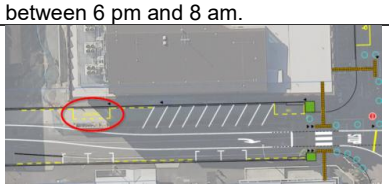
Include these spaces in Attachment 7.13(a) as follows:

Appendix A: Details of Proposals for Transport Resolution Report No.63

Table A Pay Area Time Designation		
Pay Area – Time Restricted		
Area Description	**Hours of operation**	**Reason for implementing and location**
240 Minute Maximum Parking Period		
Elizabeth Street parking building All EV (electric vehicle) spaces	Refer to Attachment 7.13(b) Pay Areas (Car Park Buildings)	The amendment will clarify that electric vehicle spaces in both the Spring Street and Elizabeth Street parking buildings are paid spaces and are subject to a maximum parking period of 240 minutes. This will ensure the restrictions are clearly recorded and can be applied consistently.
Spring Street parking building All EV (electric vehicle) spaces	Refer to Attachment 7.13(b) Pay Areas (Car Park Buildings)	

Note: these spaces will be removed from Attachment 7.9 (Parking Time Restrictions)

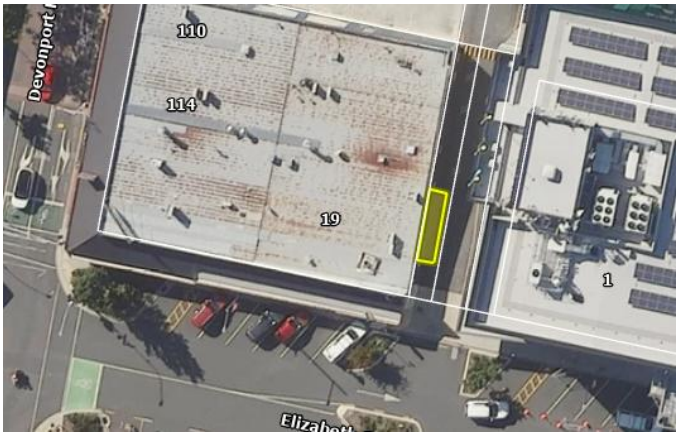
Attachment 7.15: Loading Zones

Loading Zones		**Reason for implementing and location**
Addition:		
Dive Crescent	The northern-most space outside the Cargo Shed building.	The loading zone will support access to the Cargo Shed and nearby activities by providing a dedicated area for loading and servicing. It was requested by Cargo Shed management and makes use of the former bus stop. The space will remain available for general parking between 6 pm and 8 am.
Wharf Street North side	A marked space at the western end of the library frontage.	 Part of the Te Manawataki o Te Papa project, primarily to facilitate library operations but will also serve other nearby activities.

Attachment 7.16: Loading Zones with Time Restriction

Loading Zones	**Reason for implementing and location**
Addition:	

Appendix A: Details of Proposals for Transport Resolution Report No.63

Service Lane between 1 Elizabeth Street and 110/114 Devonport Road 10 minute time restriction	A marked space on the west side of the service lane	 The proposal reinstates a former loading zone to provide short-stay servicing access for adjacent businesses now that the building at 90 Devonport Road is established.
Kesteven Avenue South side 15 minute time restriction	One space fronting the community centre	 The loading space was installed as part of the new community centre development to support short-stay deliveries and servicing. As it forms part of the completed development, no further consultation is required.

Attachment 7.21: Passenger Service and Other Vehicle Stands (Stopping Places for Buses)

Passenger Service and Other Vehicle Stands (Stopping Places for Buses)		**Reason for implementing and location**
Addition:		
Welcome Bay Road South side	Opposite Arawata Avenue	This is an existing bus stop that is not currently recorded in the bylaw attachments. Adding it will align the legal record with the existing on-street operation.
Amended:		
Existing: Sandhurst Drive	Opposite No. 69	

Appendix A: Details of Proposals for Transport Resolution Report No.63

East Side		
Amended: Sandhurst Drive East Side	Opposite No 69 and 75 Sandhurst Dr	 The bus stop has been relocated 3.5 metres to accommodate the new vehicle crossing. The amendment will ensure the bylaw attachment accurately records the revised location. Nearby residents were consulted on the change.

Attachment 7.27: Passenger Vehicle Stands (Tourist Vehicles)

The following amendments are proposed, to clarify the rules relating to tourism operators parking on Salisbury Avenue, The Mall, and the Salisbury Wharf car park when cruise ships are present in port:

1) Amend the specified capacity of smaller Tourist Vehicles from “12 seater or less” to “7 to 12 seater (inclusive)”. This reflects a 2017 resolution by Council, where the incorrect attachment was referenced in the signed resolution statement.

2) Amend a reference in the notes of Attachment 7.27 from “Clause 12.4” to “Clause 22”. The numbering of clauses has been altered since this note was written and the reference needs to be corrected.

11.10 Temporary Road Closure Report for Events 2026-2027

File Number: **A21211335**

Author: **Shawn Geard, Manager: Transport System Operations**
Jenna Quay, Events Facilitation Manager

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

PURPOSE OF THE REPORT

1. To seek Council approval for temporary road closures associated with upcoming events.
2. To seek Council endorsement for undertaking the Marine Parade road closure to support expected public safety concerns on New Year's Eve as requested by NZ Police

RECOMMENDATIONS

That the Council:

(a) Receives the report "Temporary Road Closure Report for Events 2026-2027".

(b) Pursuant to Clause 11(e) of the Tenth Schedule of the Local Government Act 1974, approves the temporary closure of the roads listed in Attachment A to ordinary vehicular traffic, on the dates and during the times specified, to facilitate the safe and effective delivery of the events identified.

(c) Endorse pursuant to Clause 11(c) of the Tenth Schedule of the Local Government Act 1974 closure of Marine Parade on New Year's Eve from 9pm to 4am to address risks associated with anticipated public disorder, noting set up of this closure is to be undertaken by Tauranga City Council, while NZ Police will control the closure during the active period, noting a joint public safety risk mitigation approach over this period.

EXECUTIVE SUMMARY

3. In accordance with Clause 11(e) of the Tenth Schedule of the Local Government Act 1974, this report seeks Council approval for additional temporary road closures associated with events outlined in Attachment A for the upcoming 2026/2027 event season.
4. The proposed road closures are intended to enable safe, well-managed events by protecting participants, supporting efficient transport network operation, and minimising disruption to residents and businesses.
5. Council has already approved most road closures for the upcoming event season. The additional closures cover newly submitted events and minor changes to the plans for approved events.
6. Event organisers are required to:
   - Engage with affected residents and businesses prior to the event.
   - Submit a detailed Temporary Traffic Management Plan (TMP) to the Corridor Access and Temporary Traffic Management Team for approval as part of the Council's event approval process.
   - The TMP must outline road and parking closures, detour routes, and all required signage, in accordance with the New Zealand Guide to Temporary Traffic Management (NZGTTM).

Marine Parade New Years Closure

7. There is no organised event for New Years on Marine Parade, however organic congregation of people adds significant risks associated with mass crowds and vehicle movement.

8. New Zealand Police request a temporary closure of Marine Parade from 9pm on 31 December 2026 until 4am on 1 January 2027 (Attachment B). Unlike the organised events listed in Attachment A, this proposal responds to an anticipated informal gathering. Its purpose is to reduce vehicle–pedestrian conflict, support crowd management and maintain emergency services access. This is the only road closure with a direct cost to TCC.

9. On review of previous years' activities NZ Police have raised significant concerns around the ability to maintain public safety with Marine Parade open to vehicles. This heightened concern is reinforced by a global rise in vehicles being driven into crowds, including death of a NZ Police constable in Nelson on new years 2025.

10. Cost of implementing the closure as requested by NZ Police should be budgeted at $7k to TCC, noting that there are likely cost savings to be achieved through further detailed planning.

BACKGROUND

11. Council has already approved most event road closures for the upcoming season. The additional closures in this report relate to new event bookings and to events for which sufficient detail was not available when the previous report was prepared.

12. Advance planning meetings bring together Council teams, external stakeholders, and event organisers. These meetings coordinate traffic management and road closures, which are essential for public safety and the efficient operation of the transport network during certain events.

13. Road closures separate pedestrians from vehicles, enabling safe access to and from event sites. Led by the Event Facilitation Team, the wider event approval process also manages impacts on residents and ensures compliance with requirements such as noise control, building consents, liquor licensing, and communications planning.

Marine Parade New Years Closure

14. There are no official organised events around Mount Mainbeach, however previous years show substantial organic crowds occur on the beach, and onto Maine Parade.

15. TCC alongside the NZ Police collaborate on minimising public harm during New Years Eve, particularly around the Mount Mainbeach area, in recent years this has included closure of the Commons Avenue and Grace Avenue entry/ exit to Marine Parade by TCC.

STATUTORY CONTEXT

16. This report seeks approval under Clause 11(e) of the Tenth Schedule of the Local Government Act 1974.

Marine Parade New Years Closure

17. Implementation under Clause 11(c) of the Tenth Schedule of the Local Government Act 1974 is undertaken as an operational decision.

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. These temporary road closures support safe, effective event delivery and contribute to a vibrant city that celebrates community activity. They also advance a well-planned city by managing traffic and maintaining safe, efficient movement for all road users during events.

OPTIONS ANALYSIS

20. Council can either approve or decline the proposed temporary road closures. Approval will enable the safe and effective delivery of the events, support coordinated traffic management, and contribute to a vibrant and event-friendly city.

21. Declining the closures may result in events being cancelled or significantly modified, reduce the ability to effectively manage traffic and safety risks, and limit the community benefits associated with these events.

22. On balance, approval is recommended as it provides the most effective approach to supporting safe event delivery while minimising disruption to the wider transport network and community.

Marine Parade New Years Closure

23. Council may decide to:

Assessment	Option 1 – Close (recommended)	Option 2 – Do not close
Description	Close Marine Parade from 9pm, 31 December 2026 to 4am, 1 January 2027. TCC sets up; NZ Police controls the active closure.	Do not undertake traffic management, subject to Police action on the night.
Advantages:	Reduces vehicle–pedestrian conflict and supports Police crowd management and planned emergency access. Significantly enhances Police presence and reduces public safety risks.	Does not spend $7,000 No impact to parking, and closure-related diversions.
Disadvantages:	Requires a $7,000 TCC provision, subject to detailed planning. Restricts access and parking (those parked can exist closure). Crowd risks remain, requiring access controls and Police coordination.	Retains vehicle–pedestrian risks identified by Police. Crowd management would be reactive only. Emergency access likely to be harder, requiring a reactive response.

On balance: Option 1 is recommended: separating vehicles from the informal gathering supports joint public safety management and outweighs temporary access restrictions and the proposed cost, subject to final planning. The closure manages an anticipated gathering, not an organised event.

FINANCIAL CONSIDERATIONS

24. There are no direct financial implications. Traffic management costs are the responsibility of the event organisers.

Marine Parade New Years Closure

25. $7,000 of unallocated expenditure will be required from operational transport budgets (noting an aim to reduce this cost as plans develop), this will be allocated from current budgets.

RISKS AND LEGAL IMPLICATIONS

26. Council approval of the proposed road closures is the first stage of a two-step approval process. The second stage requires a warranted Site Traffic Management Supervisor (STMS), engaged by the event organiser, to prepare and submit a Traffic Management Plan (TMP) for approval.

27. The Corridor Access Team, acting under delegated authority as Traffic Management Coordinator (TMC), is responsible for reviewing and approving TMPs in accordance with the New Zealand Guide to Temporary Traffic Management (NZGTTM).

28. The traffic management contractor is responsible for ensuring, so far as reasonably practicable, the safe and efficient movement of all road users. This includes assessing risks before implementing traffic management measures and putting appropriate controls in place to manage those risks.

Marine Parade New Years Closure

29. TCC is very likely subject to HSWA duties to take reasonably practicable steps to eliminate or minimise the risks identified by Police / St John's. On one view, a reasonably practicable step may involve TCC requiring the Police to use their powers of closure conversely, the cost of TCC closing the road is relatively minor compared to the harm it may prevent.

30. Staff view is that undertaking the closure in collaboration with NZ Police as requested is on balance reasonably practicable due to the minor cost incurred by TCC compared to the potentially much high cost or potential impact of NZ Police reactively responding to an incident,

31. Given the NZ Police request, there is a substantial community perception risk around if an incident described were to occur and not road closure was in place.

TE AO MĀORI APPROACH

32. There are no identified Te Ao Māori implications. This report relates to statutory regulatory requirements.

CLIMATE IMPACT

33. There are no identified climate impacts. This report relates to statutory regulatory requirements.

CONSULTATION / ENGAGEMENT

34. Temporary road closures must be publicly notified, allowing time for public submissions. Any objections must be considered by Council prior to making a decision.

35. The proposed road closures were publicly notified in the *Bay of Plenty Times* on Friday 9 October 2026, with the consultation period ending on Friday 30 October 2026. Staff will advise Council if any objections are received at the meeting.

SIGNIFICANCE

36. 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.

37. 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.

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

ENGAGEMENT

39. 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

40. Staff to progress the event approval process with event organisers.

ATTACHMENTS

1. **Attachment A - Temporary Road Closure Report for Event 2026-2027 - A20801574**
2. **Attachment B - Marine Parade New Years - Police Temporary Road Closure Request and Letter of Support from St John - A21383989**

Attachment A – Temporary Event Road Closures

2026 World Triathlon Cup – Update
Nikau Crescent from Rata Street to Maunganui Road
From 6pm Friday, 20 November - 5pm Monday, 23 November 2026

Brazilian Street Carnival – Update
The Mall from Pacific Avenue to Prince Avenue
From 11am - 10pm on Saturday, 13 February 2027
Postponement date: Saturday, 20 February 2027

Kingston Calling
Kawaka Street from Totara Street to Miro Street
Miro Street from Kawaka Street to Matai Street
Tawa Street from Kawaka Street to Matai Street
Hinau Street from Miro Street to Maunganui Road
Matai Street from Totara Street to Maunganui Road
From 10.30am Friday, 19 February to 12.30am Saturday, 20 February 2027
And 10.30am Saturday, 20 February to 12.30am Sunday, 21 February 2027

Totara Street from Hull Road to Rata Street
9.30pm Friday, 19 February to 12.30am Saturday, 20 February 2027
And 9.30pm Saturday, 20 February to 12.30am Sunday, 21 February 2027

SUN.RISE.RUN
Marine Parade from Grace Avenue to Pacific Avenue
From 6am - 3pm on Saturday, 13 March 2027

Concert 1
Hamilton Street West full length
From 10am Saturday, 27 March to 1am Monday 29 March 2027

Cameron Road from Wharf Street to Park Street
Hamilton Street from Cameron Road to Willow Street
Harington Street from Cameron Road to Willow Street
Durham Street from Wharf Street to Harington Street
From 12pm Sunday, 28 March – 1am Monday, 29 March 2027

National Jazz Festival
The Strand from Harington Street to Devonport Road (excluding the roundabouts)
Hamilton Street from Willow Street to The Strand
From 5am Saturday, 27 March – 9pm Sunday, 28 March 2027

We Run the Night Half Marathon – Update
Marine Parade from Adams Avenue to Hart Street
Pacific Avenue from Rita Street to Marine Parade
From 3pm - 11.30pm on Saturday, 1 May 2027

Temporary Road Closure Request – Marine Parade New Year's Eve 2026/2027

NEW ZEALAND POLICE

Tuesday 14th of August 2026

Tauranga City Council
TAURANGA

Re: Temporary Road Closure Request - Marine Parade New Year's Eve 2026/2027

I am writing to formally request the temporary closure of Marine Parade, Mount Maunganui, from 2100hrs on 31 December 2026 until 0400hrs on 1 January 2027.

This request is made in the interests of public safety, crowd management, and maintaining and emergency response capability along Marine Parade, Mount Maunganui.

BACKGROUND

Despite there being no formally organised event, New Year's Eve consistently attracts large numbers of people to the Mount Maunganui beachfront and surrounding Marine Parade area.

Observations from previous years, together with crowd imagery collected during New Year's Eve operations, indicate attendance is likely to exceed 5,000 people, concentrated on the beach, walkways and carriageway, in the vicinity of the Twin Towers precinct.

The attached photographs demonstrate both the scale of attendance and the substantial interaction between pedestrians and vehicles occurring within the proposed closure area, during previous years when the decision was made to keep the road open.

CROWDED PLACES CONSIDERATIONS

The New Year's Eve gathering meets the characteristics of a crowded place, as defined in the national crossed places strategy.

Thousands of people congregate within a confined geographical area, many of whom move between the beach, accommodation providers, businesses, and surrounding streets throughout the evening.

The presence of unrestricted vehicular traffic operating through these crowd concentrations creates an avoidable and foreseeable risk of serious injury or death.

International and national incidents, involving vehicles driven into crowds have reinforced the need for public authorities to consider hostile vehicle mitigation and other protective security measures where large gatherings are anticipated. Event specific exclusion zones are recognised as an effective and proportionate risk-reduction measure.

In addition, New Zealand has experienced serious vehicle-related incidents involving Police staff in recent years, including the death of Constable Lyn Fleming on New Year's Day 2025. While unrelated to this event, it serves as a reminder of the significant harm that vehicles can cause and the importance of implementing practical measures to reduce vehicle-related risk wherever possible.

VEHICLE AND PEDESTRIAN CONFLICT

Previous New Year's Eve operations have demonstrated that Marine Parade effectively ceases to function as a normal roadway.

The attached photographs show:
- Large numbers of pedestrians occupying the carriageway.
- Vehicles travelling through dense crowd concentrations.
- Reduced separation between traffic and members of the public.
- Significant congestion affecting the movement of people and vehicles.

These conditions create an elevated risk of:
- Vehicle versus pedestrian collisions.
- A vehicle being used as a weapon.
- Panic responses following incidents.
- Delays in emergency response.

PUBLIC AND POLICE SAFETY

During previous New Year's Eve deployments, Police have been required to manage disorder incidents, intoxication, assaults, disturbances, and welfare-related events within this area.

During the early hours of 1 January 2025 and again on 1st January 2026, Police formed lines to move crowds from portions of Marine Parade. At the time these operations were undertaken, vehicles continued to circulate within and behind Police operational areas.

This created unnecessary risk to members of the public, Police staff, and emergency responders.

EMERGENCY RESPONSE CAPABILITY

The most compelling operational reason for the closure is emergency access. The proposed closure would create a dedicated emergency services corridor and staging area, ensuring uninterrupted access for Police, Fire and Emergency New Zealand, and Hato Hone St John should a major incident occur.

During past New Year's Eve operations, Police prisoner transport vehicles and emergency resources experienced significant delays due to congestion within Mount Maunganui.

A temporary road closure would provide:
• Reliable emergency access routes.
• Safe deployment corridors for Police.
• Faster response times.
• Improved patient extraction capability.
• Improved incident command and control, including a staging area should the need arise.

ALCOHOL HARM AND PUBLIC DISORDER

Marine Parade and the surrounding beachfront area have historically been a focal point for alcohol-related offending and disorder on New Year's Eve.

Previous deployments have involved disorder incidents, fights, reports of sexual offending, and significant breaches of alcohol restrictions.

COMMUNITY IMPACT

The proposed closure is temporary in nature and can be effectively managed establishing traffic diversion via Pacific Avenue, Adams Avenue, and adjoining roads.

The attached map shows the proposed closures which would affect approximately 7 driveways.

Road Closures are requested as follows:

- Marine Parade at Grace Ave. Anti-Vehicle barricade to prevent west bound travelling along Marine Parade.
- Marine Parade at Adams Ave. Anti-Vehicle barricade and a Police vehicle. Single lane able to be opened to allow access as needed.
- Adams Ave at Maunganui Road. Movable Barricades. Allows the area between this barricade and Marine parade to become a staging area for emergency services if needed.



The proposal would allow residents to use the Adams ave closure to exit and enter the area if needed.

None of the businesses in the affected area are open during the proposed 6 hour closure period.

No further road closures other than those listed are requested by Police.

CONCLUSION

Police consider this closure a reasonable, proportionate, and necessary measure to ensure public safety, improve emergency response capability, and support a safe New Year's Eve environment for the Mount Maunganui community and its visitors.

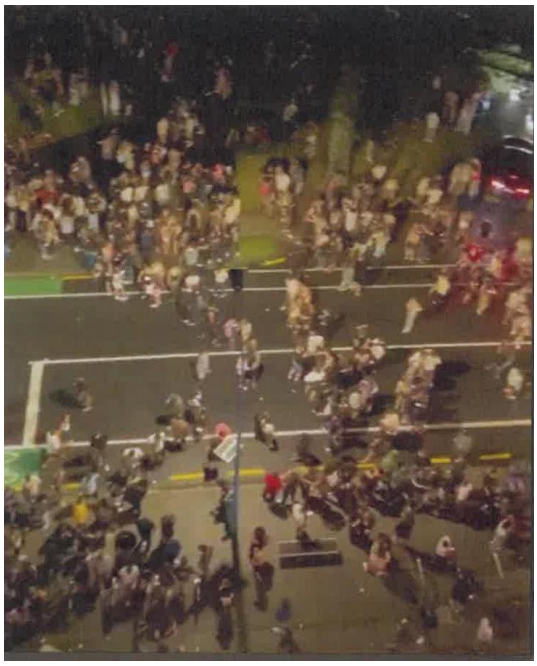
Yours faithfully,

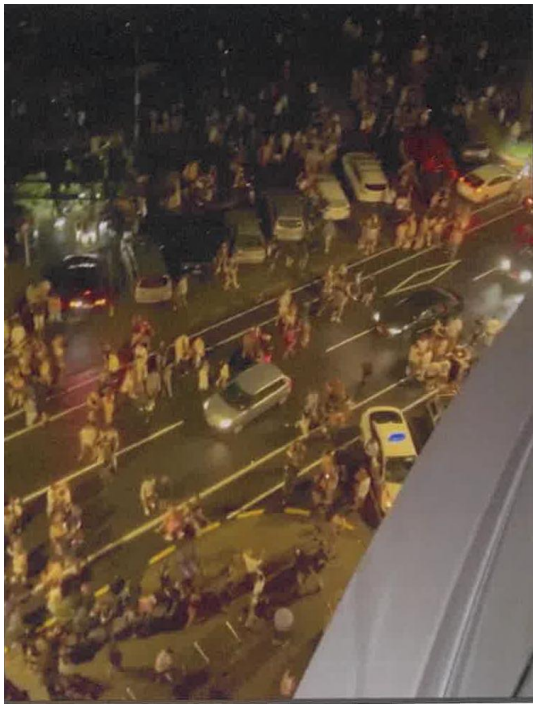
Shannon Clifford
Senior Sergeant
Summer Policing Operation Manager
Western Bay of Plenty Police

Appendix:









Hato Hone St John

27 July 2026

To Senior Sergeant Shannon Clifford,

As the local WBOP Area Operations Manager overseeing ambulance service delivery to the greater Tauranga area, I wish to write in support of the proposal to enforce a road closure around the end of Marine Parade and Adams Ave, Mount Maunganui, for New Years Eve 2026 through until an appropriately determined time and date in 2027.

In previous years, this area of the Mount Maunganui peninsula has provided the ambulance service challenges in trying to access and locate patients due to the volumes of people and vehicles in this area.

Expedient access and egress is critical in a life-threatening emergency, and our ambulances need to have the best chance of moving down this busy end of the peninsula on one of the busiest nights of the year for emergency services.

While people can be dispersed to allow a single vehicle to move through a crowd, should public vehicles be moving in this area, get caught in this area, they likely would not be afforded the same allowances by pedestrians, and would then create further congestion.

Additionally, the risk of moving vehicles in a densely populated area poses significant risk of injury to those on foot. As an ambulance service, we'd appreciate if this risk was minimised as much as possible.

We would support the restriction of public vehicles in the area to allow us to better cater to the needs of those requiring assistance, and our New Zealand Police counterparts.

Kind regards,

Mat Delaney OStJ
Area Operations Manager – Western BOP
Central East District

HATO HONE ST JOHN 146, 17th Ave West, Tauranga, 3112 Ph: 0800 STJOHN