



Our **Tairāwhiti**

Te Kaunihera o Te Tairāwhiti
Gisborne District Council

2021–2031 Long Term Plan
Consultation Document

Tō Tātau Tairāwhiti Nōhou te whiringa Our Tairāwhiti It's your choice

» www.gdc.govt.nz



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Tō Tātau Tairāwhiti **Tirohanga whakamua** **Our Tairāwhiti** **Our future**

Kia ora and welcome to our Long Term Plan (LTP) Consultation Document.

Three years ago in our last LTP we asked you WTF Tairāwhiti? What's the Future Tairāwhiti? You said you wanted better roads, wastewater systems and community spaces without breaking the bank. So we set off doing this.

When we came to talk to you last October, you told us that we were on the right track but you wanted us to do more in areas like water and the environment.

On top of this, we've got some big challenges to plan for. Big challenges, like the impacts of climate change, a COVID-19 resurgence and responding to Government's new plans to improve and protect our water.

To shape what we do and how we do it, we're also going to invest more in delivering on our Te Tiriti obligations.

And, for the first time in a long time, we are experiencing growth. We need to plan now to lay the foundations to support this growth. With Government's help last year, we invested heavily in our local roads. While we'd like to maintain the level of service on our roading network, it'll be difficult given the cost.

We're not alone in these challenges. Councils nationwide are all struggling to keep rates low. Our strategy is to continue to do what we said we were going to do, but to focus on doing the basics right.

We'll finish the work we've started and we'll set a 6.5% maximum cap rates increase for the first three years of our plan. Then from 2025 we'll be back at 5%.

You'll have a number of choices to make, and you'll see our preferred option for each choice. Whether you agree or disagree, we're keen to hear what you think.

While we've got a lot to do, we've achieved a lot and we plan to do more for you. It makes me very proud to be your Mayor — Ka mau te wehi Tairāwhiti!

Mayor Rehette Stoltz
Te Koromatua
Gisborne District Council



In 2020 we set a 30-year vision for our region, with eight clear outcomes for the future. They drive our mahi. This plan is created with the aim of making them a reality.

Tō tātau tirohanga whakamua
Our vision

*Tairāwhiti maranga ake!
E tīmata mai ana i konei.
Me whiri ngātahi tātau i ngā
āheinga me ngā tauwhāinga kia
whakahī ai te iwi.*

Tairāwhiti rise up!
It all starts here.
**Let's navigate our opportunities
and challenges together to
make our community proud.**

Ō tātau putanga hapori
Our community outcomes

1

A driven and enabled community

Our whole community works together to achieve our dreams and aspirations.

2

Resilient communities

Our economy, infrastructure and communities springsback from difficult situations. We care for and plan for future generations and act in partnership with our community.

3

Vibrant city and townships

We live balanced and happy lives. Our city and townships are vibrant. We attract visitors from across Aotearoa and the world. Our rural townships have sustainable infrastructure and services and we all have bright futures.

4

Connected and safe communities

Our communities and businesses prosper. We've got a safe, efficient and integrated transport network. We invest in supplying safe walking, cycling and public transport, and we use new technologies to our advantage.

5

We take sustainability seriously

We change the way we live and work in response to climate change. We work to lower carbon emissions and to improve our ecological footprint. We're more resilient, we end waste and we use our natural resources wisely.

6

We celebrate our heritage

We're proud of and celebrate our Māori identity, culture, historic and natural heritage. We're all kaitiaki of our natural taonga which we protect for future generations.

7

A diverse economy

We've got world class facilities and services. Our people are in high value jobs and have a great standard of living. We've a strong economy which encourages entrepreneurship, innovation and we use emerging technologies.

8

Delivering for and with Māori

Iwi are significant partners in Council's decision-making. Māori communities and economies are booming, supported by affordable housing, quality infrastructure and fulfilling employment opportunities.

A photograph of three children running through a field of tall, dry grass. In the background, there is a large, stylized sculpture of the letter 'T'. The vertical stem of the 'T' is light blue, while the horizontal top bar is orange and features a traditional Māori wood carving pattern. The scene is set against a clear, bright sky, suggesting a sunny day. The children are in motion, running from left to right across the frame.

*Ngā whakaritenga
whakamua*

**Planning for
our future**

Ō tātau tauwhāinga Tō tātau whakautu

Our challenges

Our response

These are the challenges that we must consider when deciding on the work we need to do, what we should spend and when we deliver.

Te Tiriti

Our challenge

Our population is 53% Māori, compared to 16.5% for the rest of Aotearoa. Our responsibilities under Te Tiriti o Waitangi (Treaty of Waitangi), Local Government and Resource Management Acts form the basis of our partnership with Māori. Meeting the expectations set out in these documents means changing how we think about our future, what we do and how we do it.

Our response

Our plan is to:

- work closely with mana whenua to make sure they have the support they need to participate in decision making
- introduce Māori wards
- support mana whenua to access funding for key projects
- promote and work towards co-design models such as for Māori by Māori
- create joint management agreements and partnerships that deliver on Māori interests and aspirations.

For more information see Tairāwhiti Regional Spatial Plan
» www.gdc.govt.nz

Our three waters

Our challenge

The Government is proposing a major reform of Three Waters services. This could see publicly owned organisations taking over the management of drinking water, wastewater and stormwater services.

We're also required to implement the National Policy Statement for Freshwater Management. This is a new approach to managing our water that involves the whole region and strong partnerships with tangata whenua in decisions about the wellbeing of our water, Te Mana o Te Wai.

Our response

The Government is expected to decide on its approach to the Three Waters reform in mid-2021. While we don't yet know the final shape of the reform, Council will continue to work with the Government to explore future options for the delivery of Three Waters services. Any decisions taken will only come into effect in 2023/24. Either way, our community will continue to have their Three Water services delivered. We'll work with you to help us decide on the best approach for our district.

For more information see the Three Waters Review
» www.gdc.govt.nz

COVID-19

Our challenge

Planning for a resurgence of COVID-19 is now part of everyday life. During lockdown, we took actions to make sure the Tairāwhiti community had the support they needed. We:

- kept our rates at 3.26% as opposed to our forecast increase of 4.89%
- provided a rates relief budget of up to \$1m to assist those who couldn't pay
- made parking free, which reduced our income by \$600k
- obtained Government funding of \$23.7m to create and support employment programmes to get our people back into work.

Our response

We've developed our own COVID-19 response and recovery plan with our community partners. We've also supported the Government's plans for COVID-19 so that we're ready for another community outbreak or lockdown. These plans guide us:

- Rau Tipu Rau Ora, our region's Response and Recovery Plan
- National Resurgence Response Plan
- Ministry of Health COVID-19 Resurgence Plan
- our Regional Resurgence Plan

For more information see Rau Tipu Rau Ora
» www.gdc.govt.nz

Climate change

Our challenge

Climate change is the most significant long-term issue facing our region. We're expecting:

- temperature rises and increased fire risk
- severe and more frequent storms (with major impacts on our steep hill country and coasts)
- damage because of erosion to infrastructure such as roads and pipes
- risks to water supply (drinking, stock water, irrigation) through droughts
- sea level rise, coastal erosion and floods, affecting homes and recreation
- new diseases and pest species.

Also following the recent Climate Change Commission Report, we expect to see new Government legislation that will place requirements on how Council must manage our climate change response.

Our response

Over the course of this LTP, we will work with you to achieve a number of planned projects:

- risk assessments and planning to prepare for the regional impacts of climate change in particular, along our coastlines
- progress walking and cycling projects, including the Taruheru River cycleway and walkway (subject to external funding)
- working to protect against increasing floods through the Waipaoa Flood Control Climate Change Resilience Project
- continuing the Waingake Transformation Programme which will protect the city water supply and improve the district's biodiversity
- reviewing the Tairāwhiti Resource Management Plan to manage the use of our natural resources
- reducing emissions from our waste through implementing the Waste Management Minimisation Plan
- developing and implementing regional and council mitigation plans to move to a low emissions — less pollutive way of life.

For more information see the NIWA Regional Climate Assessment
» www.gdc.govt.nz

Our infrastructure

Our challenge

One of the main reasons we all agreed to the 5% increase in our last LTP (2018) was to take better care of our roads and water. We had three main goals:

- improve the quality of our roads
- start flood protection works on the Waipaoa River stopbanks
- provide for the UV disinfection phase of our wastewater treatment plant.

However, our population is growing faster than predicted and we need to develop more options to provide for growth in the medium and long term.

We received over \$84m of Government funding into our roads to support our region — such as the investment from the Provincial Growth Fund. In addition, the Tairāwhiti Redeployment Programme let us improve the condition of our roading network after severe flooding in 2018 and 2020.

Our response

Over the next ten years we propose to continue a steady level of investment to ensure that we deliver what we need to. This includes:

- maintaining our roading network and preparing for climate change
- work to reduce crashes through a road safety education programme and speed management plan
- providing new infrastructure to support housing development to the west of the city
- starting construction of the UV disinfection plant of our wastewater treatment (phase 2) and remove mortuary waste
- starting work on our wetlands wastewater treatment (phase 3)
- replacing ageing pipes earlier
- improving demands for water from 2025
- upgrading our Olympic Pool complex
- improving management of historic landfills including the Waiapu landfill
- undertaking planning to inform infrastructure decisions, such as whether and where the wastewater and water supply network should be extended.

For more information see our draft 2031 Infrastructure Strategy
» www.gdc.govt.nz

He aha tō tātau whakarite mō ngā rēti? What's our plan for rates?

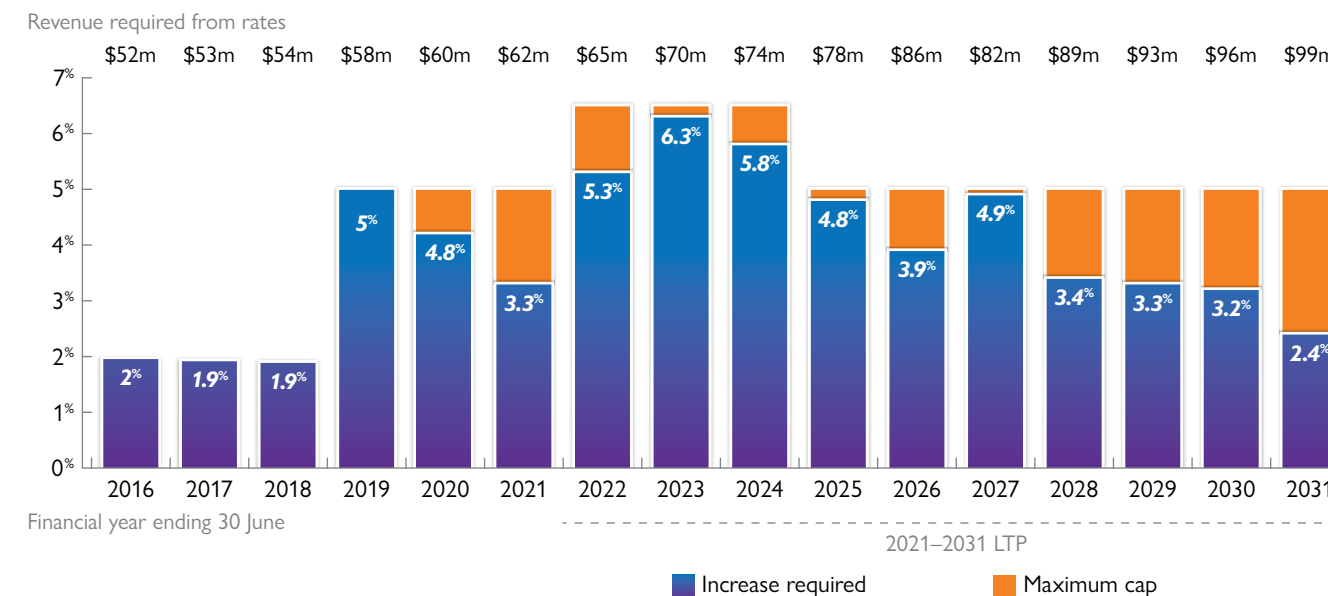
To help us finish the work we've already started, we've set a 6.5%* maximum cap rates increase for the first three years of our plan. Then from 2025 this will decrease to 5%*.

We're still feeling the effects of underinvestment on our roads, wastewater, stormwater and drinking water systems from when we kept rates to 2%. Our 5% rates increase in our 2018 LTP allowed us to make huge progress on our ten year plan, but we now face some new challenges and need to make new decisions. To ensure that we continue to make Tairāwhiti a place that we're proud to live, work, play in — and visit — we need to set rates at an affordable

level to do the essential work we need to do, while also preparing for the unexpected.

Over the next ten years, we estimate that we'll need \$1.25b to cover operating costs from all our income sources (rates, borrowing, dividends and grants). Of the \$1.25b, 60% is from rates.

Rates revenue actuals and forecasts 2016–2031



* A 6.5% increase in rates income from 2022–2024, or 5% increase in rates income from 2025 onwards, doesn't mean all properties will receive this amount of rates increase on their bill. The impact on individual rates varies from property to property.

» Please go to page 64 to see examples of rating changes.

For more information see our draft Financial Strategy

» www.gdc.govt.nz

He aha tō tātau whakarite mō te tono moni? What's our plan for borrowing?

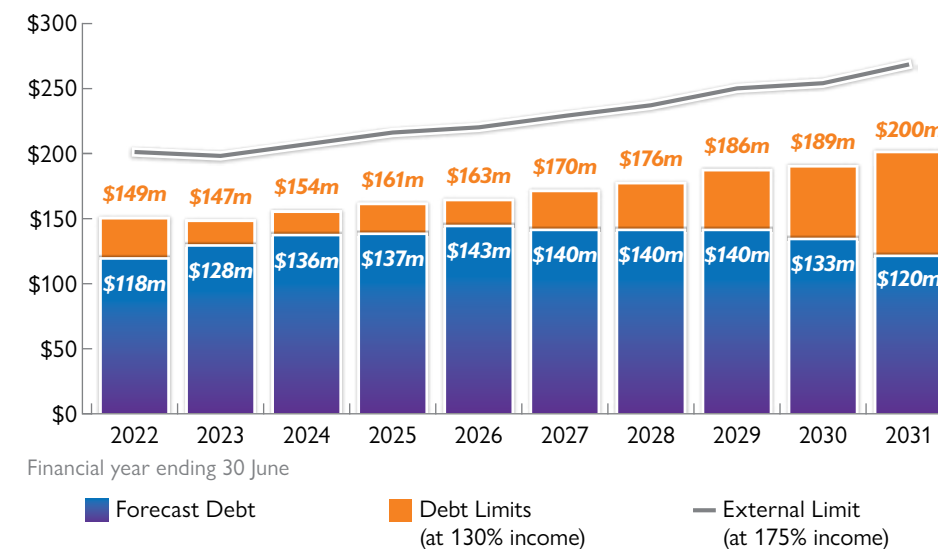
Borrowing will allow us to keep rates at an affordable level. We plan to increase borrowing to 130% of our income from the current level of 100%. We can borrow up to 175%, but we want to leave some headroom in case of an emergency or major event. Our 130% debt level is still low, compared to the average debt level for unitary councils.

We borrow money to fund our significant projects. This enables us to take advantage of low interest rates, do the work quickly and then pay back the debt over time. While taking advantage of low interest rates has risks, we manage this by keeping our debt levels at a responsible level. This gives us headroom if interest rates rise. Borrowing more now will help us get our big projects back on track.

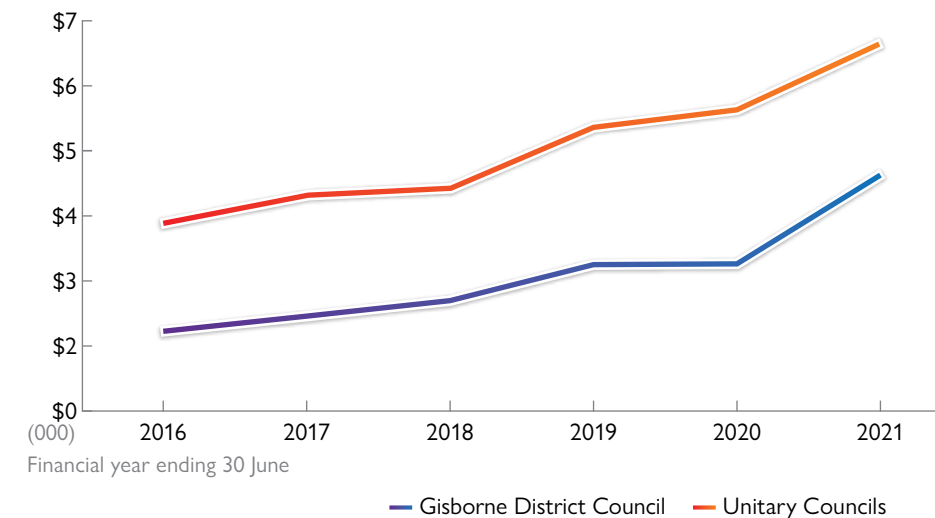
Significant projects such as the stopbanks on the Waipaoa River, the Waingake Transformation Programme and the Tairāwhiti Resource Management Plan review will impact on our debt levels, but are projects that we can do now to support our future generations.

We expect to reduce our debt levels, from 130% of our income back to 100%, in ten years.

Forecast debt levels 2022–2031



Average debt per property



Why should we take on debt to fund projects?

Councils borrow money for projects that have a long lifespan. It's not fair for us to pay now for the full cost of a bridge when it has a 80-year lifespan. Borrowing money and then paying it back over a long period spreads the load over the generations that will benefit from using it.

A photograph of two young girls in a park-like setting. The girl in the foreground, wearing a light purple shirt, is smiling and holding a large white letter 'T' with both hands above her head. The letter has green and blue wave patterns on its horizontal bars. In the background, another girl in a pink shirt is also holding up a similar large white letter 'T' with red and pink wave patterns. The background is filled with lush green trees and foliage, with sunlight filtering through the leaves.

Ōu whiringa
Your choices



Ō tātau wai e toru

Our three waters

Some of our most important responsibilities are managing our drinking water, wastewater and stormwater. These have direct consequences for the health and wellbeing of our people and land. Maintaining the quality of our water and replacing hundreds of kilometres of pipes is what we need to plan for and deliver.

We use information on the age and condition of our water infrastructure to decide when we need to replace pipes and other assets. We have many ageing water and wastewater pipes that need replacing over the next ten years — but all are at different stages in their life. While some need replacing now, some won't need replacing for decades.

Climate change and our growing population puts more pressure on our water networks and supply. We need to continue a programme of renewing our pipes as well as continuing education and compliance with our community to meet these challenges.

Another factor to consider is the proposed Government reforms. This makes it difficult to make long-term decisions about how much we should spend.

Over the last three years

2,256

residential water connections with backflow manifolds have been replaced

Our drinking water comes from the dams at Waingake, where it's treated and then pumped to our city network. During summer we boost our supply by using our backup station on the Waipaoa River.

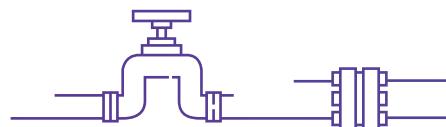
\$5.3m

was spent on water supply network renewals and upgrades

The pipes that deliver our water need upgrading. If we don't do this, it will affect our ability to guarantee delivery of quality drinking water to our community.

\$4.8m

was spent on stormwater network renewals and upgrades





Over the last three years

1074

drains have been inspected on private properties

404

gully traps were fixed

\$8.6m

was spent on wastewater network renewals and upgrades

Stormwater is still getting into our wastewater network during heavy rain. This causes wastewater (sewage) overflows into our rivers and the sea. The main cause of

the problem is illegal spouting connections and broken gully traps on private properties. We've made progress, but we still need to do more to stop the overflows.

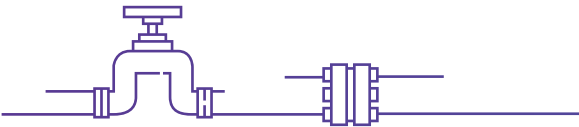
Our wastewater goes to the wastewater treatment plant in Awapuni, where it's processed, filtered, treated and pumped to the outfall pipe in the bay. This year we'll start construction on the wastewater UV disinfection plant to make the water cleaner.

While this is excellent news, our long term goal is to remove all household wastewater from the bay. Building a wetland is the best way to do this.

A wetland is a natural ecosystem that will treat and remove contaminants from the water. In the future this water could even be stored and used sustainably for farming and horticulture.

When we heard from you in October, 66% said we should spend more on renewing our pipes.

? We're now asking you to make a choice between options for our water pipes and our city wastewater wetland.
» see page 22–25



Ō tātau paipa wai
Our water pipes

Spend more early

We propose to continue with our programme of renewals. Because you've said we should do more, we propose to spend more from 2021–2024 to upgrade pipes that are at the end of their useful life. This includes replacing asbestos cement pipes in our drinking water network and earthenware mains in our wastewater and stormwater networks.

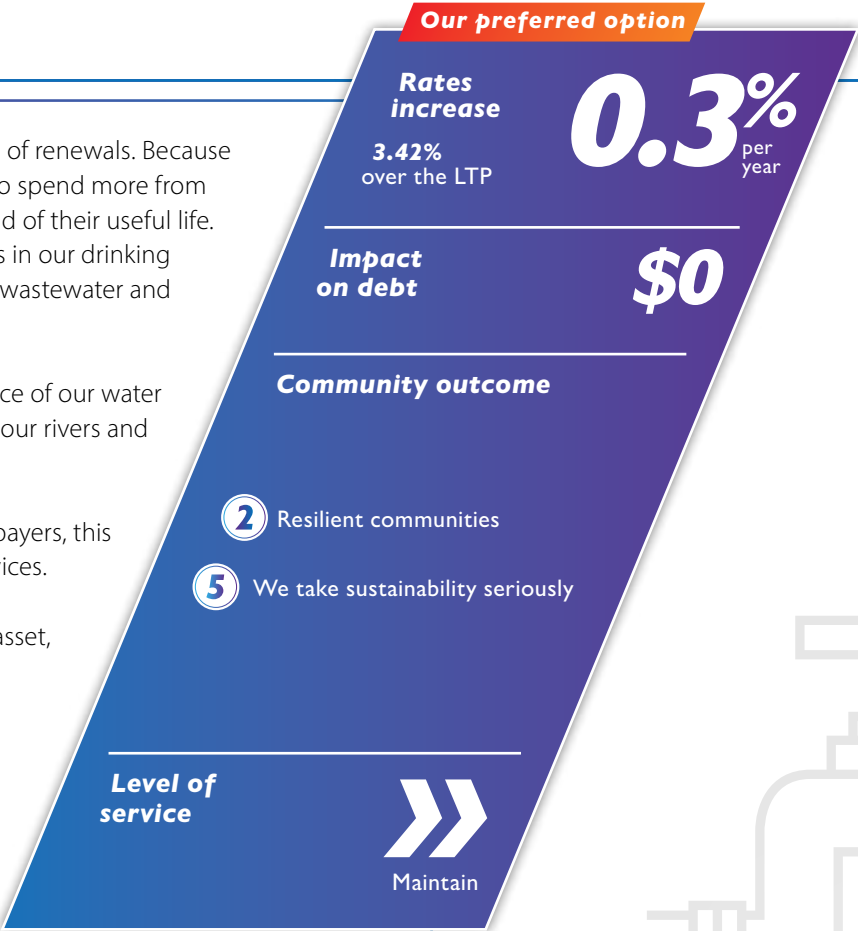
This option would improve the overall resilience of our water networks and reduce sewage discharges into our rivers and the bay, at a cost of \$33.1m.

While there will be a minor impact on all ratepayers, this will mostly affect those connected to the services.

This option is rate funded over the life of the asset, so it has no impact on our debt level.

This means we wouldn't over-commit our budgets while we wait for more detail about the Government's Three Water reforms.

Increased renewals would increase emissions — for example, emissions produced from the use of machinery to renew pipe work.



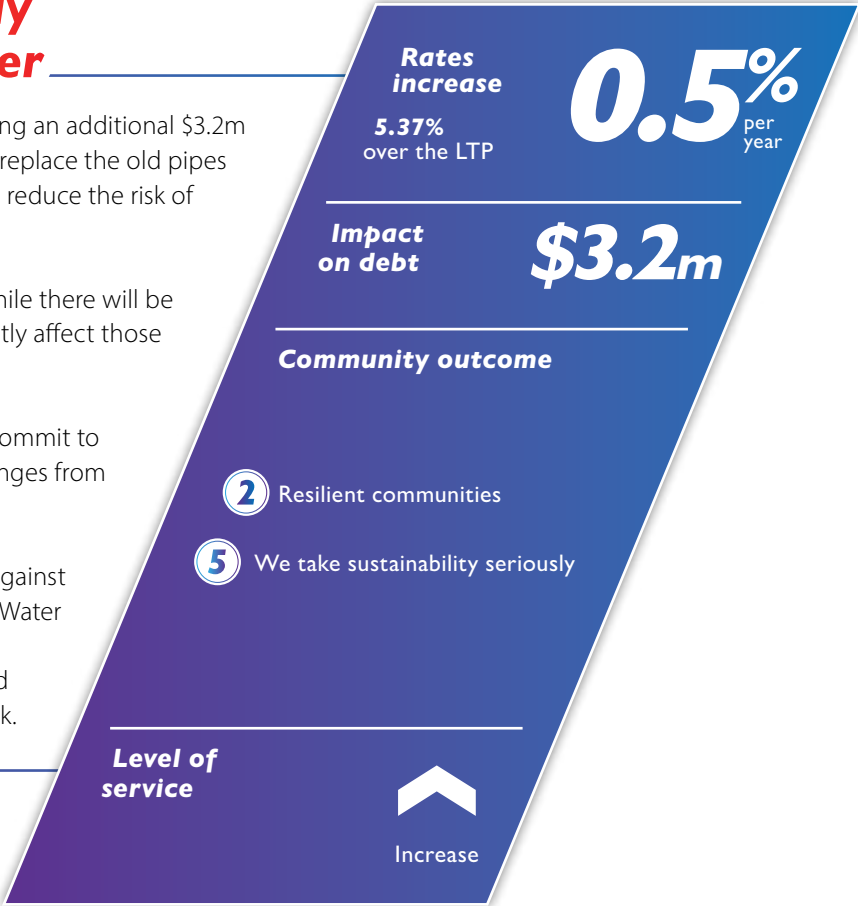
Spend even more early and do even more later

With this option, we would commit to spending an additional \$3.2m over the next ten years. This means we could replace the old pipes in our three waters network faster. This would reduce the risk of pipes leaking.

We would have to increase debt and rates. While there will be a minor impact on all ratepayers, this will mostly affect those connected to the services.

By spending more early and later, we would commit to making these upgrades regardless of any changes from Government reforms.

This option would provide greater resilience against the effects of climate change across all Three Water systems. Increased renewals would increase emissions — for example, emissions produced from the use of machinery to renew pipe work.

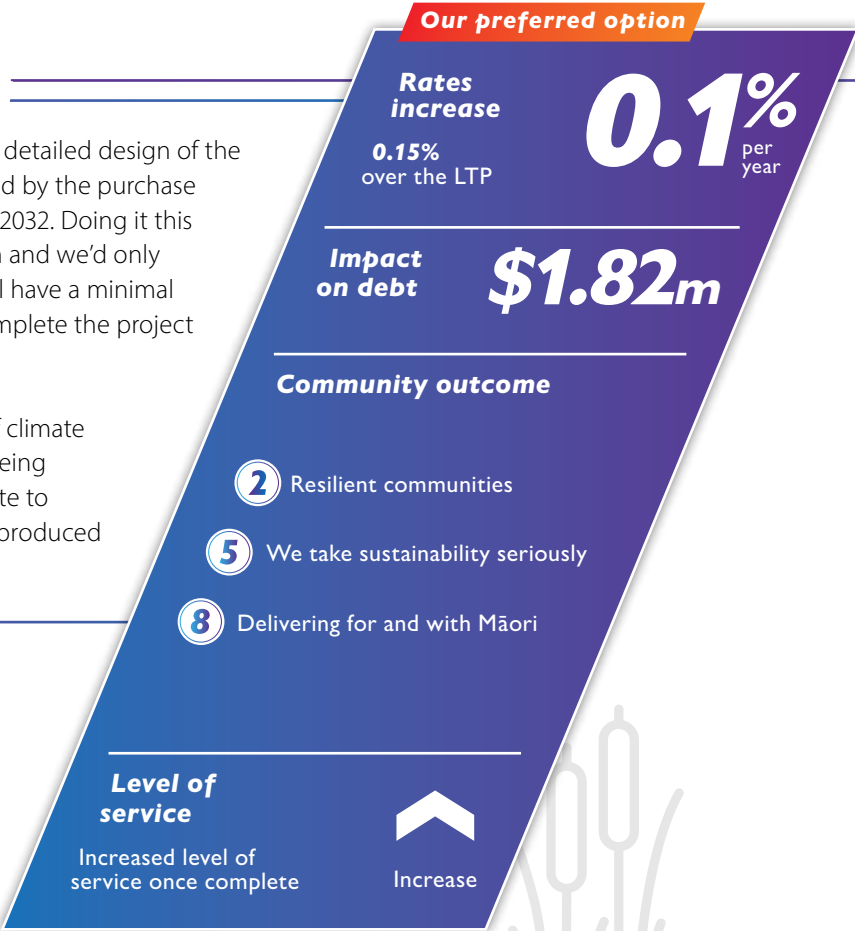


Ō tātau kūkūwai waipara Our city wastewater wetlands

Start building in 2032

We propose to start the investigation and the detailed design of the city Wastewater Wetlands. This will be followed by the purchase of land in 2030 with building commencing in 2032. Doing it this way means we won't have to borrow as much and we'd only be spending \$1.8m within this LTP cycle. It will have a minimal impact on rates while staying on target to complete the project in 2035.

The wetland would help reduce the effects of climate change and help us to adapt to it. The work being undertaken to build the wetland will contribute to regional emissions — for example, emissions produced by heavy machinery.



Start building in 2029

We could fast-track the project by buying land and starting construction in 2029. The project would be completed sooner but we would need to increase debt funding to \$11.4m and it will mean a greater rates increase.

The wetland would be built sooner, helping reduce the effects of climate change and help us to adapt to it sooner. The work being undertaken to build the wetland will contribute to regional emissions — for example, emissions produced by heavy machinery.



Our future plans

Integrate climate change into our future planning to improve water quality for both wastewater and stormwater, reduce wastewater overflows and support future growth.

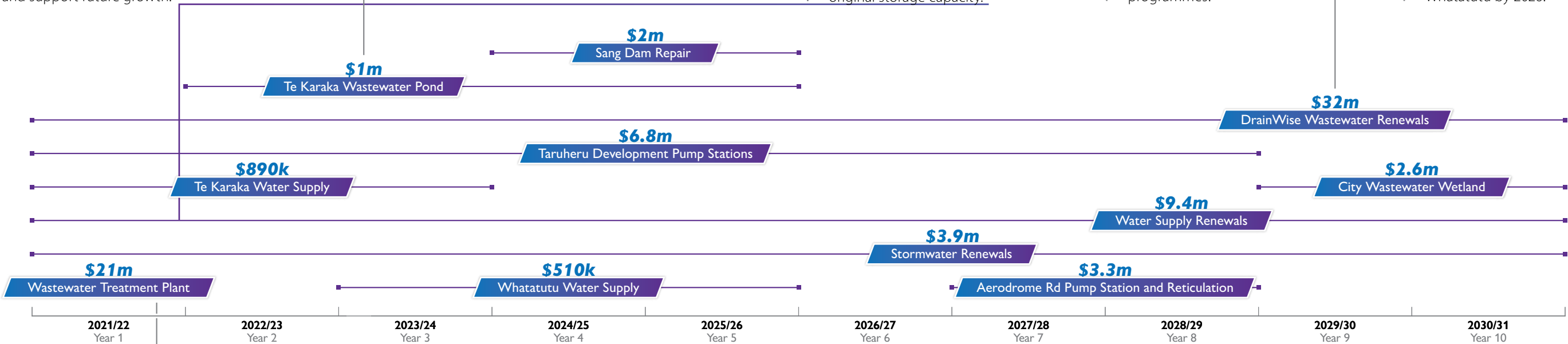
Create a wastewater wetland around the existing oxidation pond in Te Karaka from 2023 to ensure the town's wastewater will be managed in an environmentally friendly way.

Fix the slump in the Sang Dam in 2025/26 to restore it to its original storage capacity.

Introduce metering and charging to reduce water use, while working with the community on education programmes.

Renew the water supply reticulation networks in Te Karaka by 2024 and in Whatatutu by 2026.

Continue upgrades of drains on public and private property through the DrainWise programme with a focus on the Kaiti catchment in the first few years.



Complete the treatment plant upgrade for Gisborne City, which will improve water quality by removing solids and providing UV treatment before disposal.

Improve Gisborne's water security by installing a new water supply main in Gisborne City in 2027/28.

Improve our network of pump stations to support growth, including Aerodrome Road and the proposed Taruheru Block subdivision.

Deliver Integrated Catchment Management Plans to help us better understand the impact of stormwater on our waterways. We can then prioritise and implement ways to improve water quality.

Following successful scientific trials of the Managed Aquifer Recharge (MAR), we'll work with stakeholders and iwi to investigate options to improve the availability of water for irrigation and commercial use.

Tō tātau taiao me ngā ture whakarite

Our environment and regulation

We help make Tairāwhiti a great place to live, work and play in. Our work includes improving water quality, pest management and erosion control. We develop and put in place stormwater and river catchment plans, and commission environmental reports to guide our future mahi.

Over the last three years

146k

water quality samples have been taken from our streams, rivers and lakes

Completed

our water take flow website to provide up-to-date information on water extractions from our rivers

143k

natives planted across 79 hectares through the Waingake Transformation Programme



As our climate continues to change and erosion happens at an alarming rate, we need to protect our natural landscape.

Natural habitats for native birds and fish are at risk and our waterways are being affected by pollution and erosion. Our biodiversity projects, such as the Waingake Transformation Programme, aim to reduce the effects of climate change.

Biodiversity

When we talk about biodiversity projects, we mean the actions we're taking to restore plant life, animal life and ecological values.

Alongside partners Ngāi Tāmanuhiri and Maraetaha Incorporated, we're replanting thousands of native plants in the Waingake Bush, where we get most of our drinking water. The cost of this project is \$18m over the next ten years and another \$9.4m from 2032–2052.

When we heard from you in October, over 90% thought we should continue spending the same amount on biodiversity and restoration projects, or even increase investment.



*We're now asking you to make a choice between options for improving our biodiversity.
» see page 30*

Te whakapai ake i te rerenga rauropi o Te Tairāwhiti

Improving our biodiversity

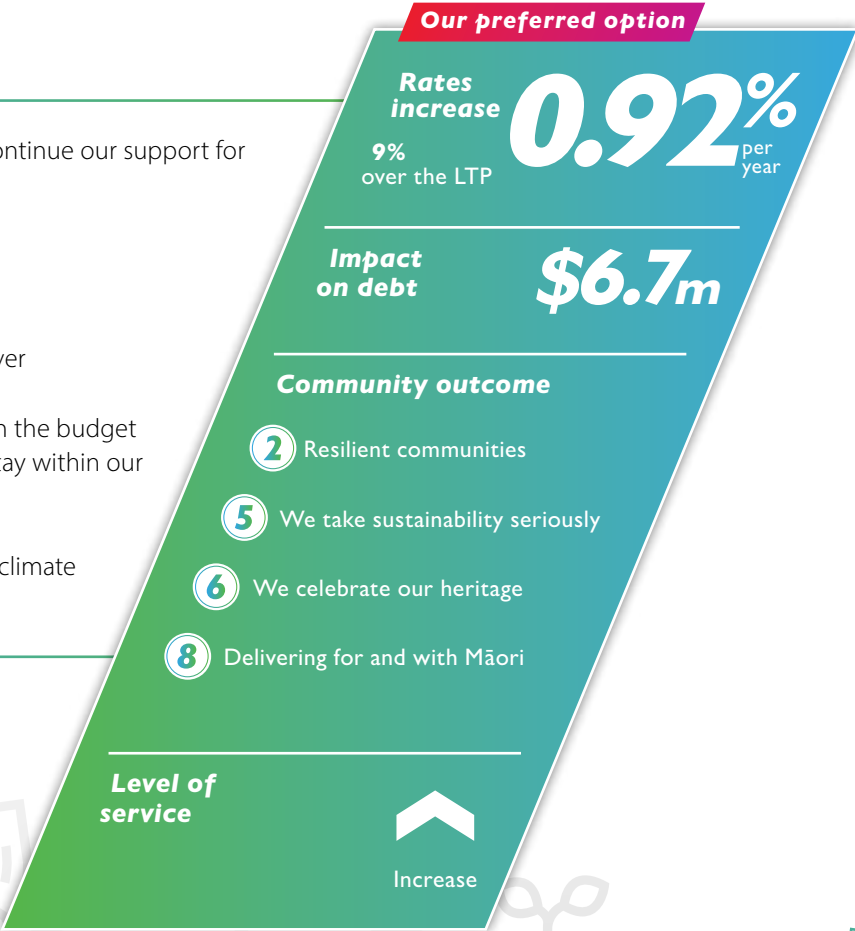
Spend the same

We propose spending the same amount to continue our support for these projects:

- Waingake Transformation Programme
- Erosion Control Funding Programme
- Dune and wildlife protection
- Planting on Tītirangi
- Indigenous planting along the Waipau River

We would complete this work as planned with the budget we've forecast of \$18m. With this option we stay within our debt limit.

These projects will help reduce the effects of climate change and help us adapt more quickly.



Spend more, do more

Spending more allows us to do everything we've already planned to do, and more. We could include extra projects in our work programme:

- the mountains to sea revegetation project, developing riverside and coastal habitat for native birds and fish
- increase support to the Ūawanui community restoration project, including Ūawa riverside restoration and coastal dune areas
- restoration of the Taruheru River bank in partnership with community and iwi
- enhanced support to the community with farm environment planning to ensure best land and freshwater outcomes.

These projects would cost an extra \$1.2m in debt and a slight increase in rates.

Increasing funding for environmental projects will help us do more to reduce the effects of climate change and help us adapt more quickly.



Our future plans

Work with our communities and iwi to deliver scientific evidence and identify actions for our freshwater catchment plans, like the Motu and Waiaapu catchments.

Work with iwi and hapū on environmental projects to improve our mahinga kai opportunities.

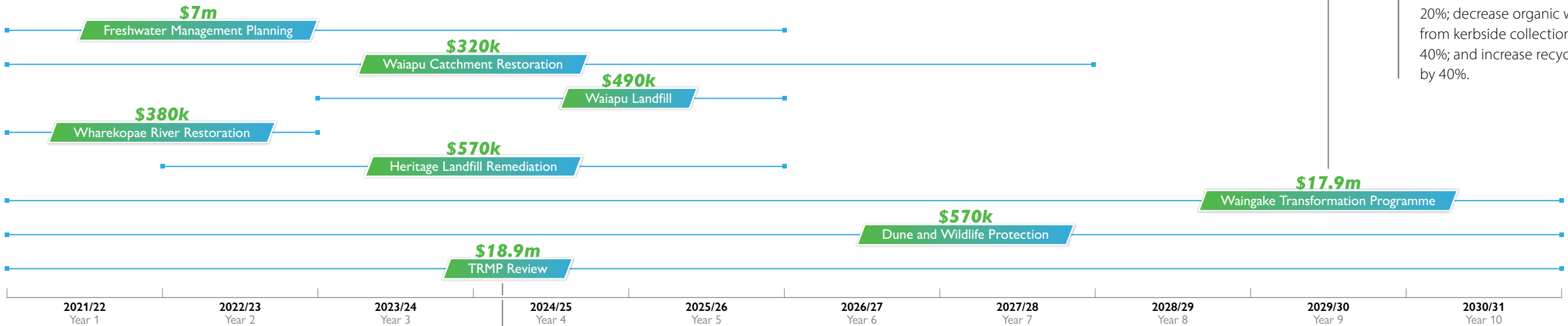
Spend \$574k on remedial works to maintain services at disused landfill sites throughout Tairāwhiti.

Scope initiatives to support projects such as the Whakaoratia te mana o te Waiaapu, a partnership between Te Wiwi Nati Trust and Te Riu o Waiaapu Trust, to protect and restore water quality and control erosion.

Progress a major ecological restoration project at Waingake in partnership with Ngāi Tāmanuhiri and Maraetaha Incorporated. We'll revegetate and control pest plants and animals to restore biodiversity.

Install new groundwater monitoring bores in Tolaga Bay/Ūawa.

Promote how to reduce, reuse, recycle, recover, treat and dispose of household waste. We intend to reduce total waste to standard landfills by 20%; decrease organic waste from kerbside collections by 40%; and increase recycling by 40%.



Monitor and evaluate the mātauranga Māori of our environment and involve tangata whenua in land use and water quality improvement initiatives.

We are required by central government to review the Tairāwhiti Resource Management Plan to support good decision making for the health of our fresh water, sea, land and air, and how we support housing development.

Work with landowners to improve the water quality in the Wharekopae and Taruheru, undertaking scientific monitoring of our freshwater sites, including Rere Rockslide.

Monitor the Council-owned Waiaapu disposal facility, where the consent expires in 2025 and seek financial assistance to look for long-term solutions.

Work with our communities and iwi to deliver scientific evidence and find actions for our freshwater catchment plans, like the Motu and Waiaapu catchments.





Ō tātau rori me ngā waka

Our roads and transport

The Tairāwhiti road network is one of the largest in the country. We maintain over 1,900km of roads, mainly in rural areas. The condition of our roads is important for our wellbeing, they connect us to each other and affect the economic growth of our region.

Over the last three years

\$152m

invested in our roads
(this includes one-off funding
from Government)

7

school safety improvement
projects completed

21

bridges strengthened
for heavy vehicles



Our roads are expected to deteriorate because forestry production is forecast to increase. Flooding in 2018 and 2020 caused major damage to our rural roads and we're still working on repairs. We have a limited maintenance budget, which often gets used on flood repairs rather than important maintenance.

Thanks to Government investment of over \$84m in the last three years, we've lifted the overall state of our

Renewal or repair?

We repair and maintain roads until it's no longer worthwhile to do so. Sometimes it's better to rip up the road and start again: that's a renewal.

roads back to basic levels, but we still face great challenges to keep them to a good standard.

With climate changes, we're expecting heavier and more frequent winter rains and we need to be prepared. With no additional Government funding expected for our roads, our investment levels will be significantly lower, so we have to make tough decisions.

When we heard from you in October, over 50% of you wanted to keep the same levels of investment into our roads, and under half (45%) wanted to spend more.



We're now asking you to make a choice between options for maintaining our roads.
» see page 36

Te whakapaipai i ō tātau rori

Maintaining our roads

i For more information see our draft Regional Land Transport Plan, draft 2031 Infrastructure Strategy and Tairāwhiti Regional Spatial Plan
» www.gdc.govt.nz

Maintain existing budgets

We propose to spend an average of \$16m per year over the next ten years on maintaining our roads.

It's becoming more expensive to do this work, so we may need to change how we maintain some roads to ensure safe access across the entire network. Recent improvements made because of Government funding will be maintained, but to make roading costs affordable, we may revert some sealed roads with low traffic numbers to metal.

With this option, we also plan to spend about \$9m on priority safety improvements such as speed reduction and \$18m on making the network more resilient and adapting to climate change.

Completing renewals on our roads contributes to regional emissions — for example, emissions produced by heavy machinery.



Spend more after 2025

Starting from 2025, we would increase our budgets for renewals and maintenance resulting in an average annual spend of around \$17.5m over the ten years. This would mean we could maintain safe access across the roading network without needing to change the way we maintain our roads. This option would also reduce the risk of significant damage to our roads and road-closures or restrictions and allow us to maintain the same or a better level of service.

This option would require an extra \$16m. We don't have the money for this extra spending, so we'd need to borrow more and increase our debt. This option would have a bigger impact on rates than we've forecast.

Keeping up investment in our roading network will mean we're better prepared for projected climate change in our region. Completing renewals on our roads contributes to regional emissions — for example, emissions produced by heavy machinery.



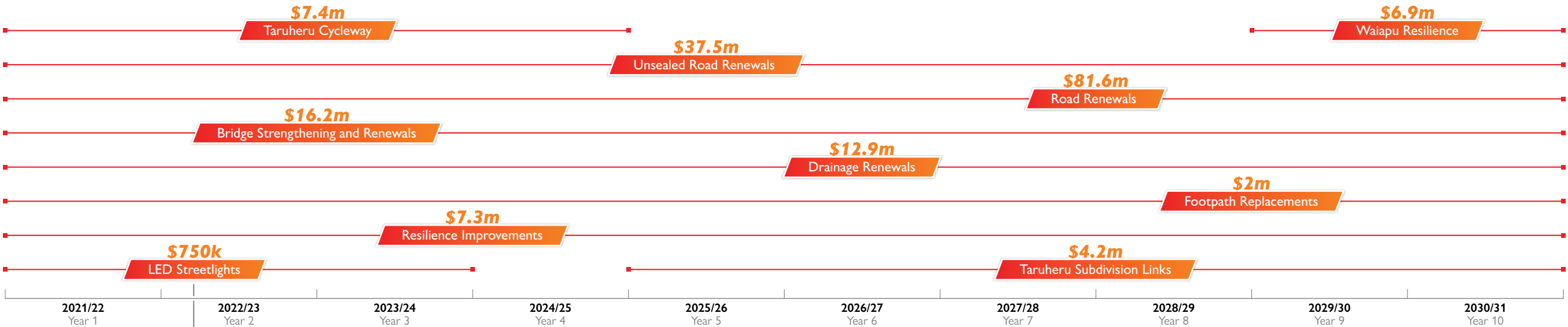
Our future plans

Complete public footpath renewals and maintenance programme.

Progress walking and cycling projects, including the Taruheru River cycleway and walkway (subject to external funding).

Work to reduce fatal and serious crashes through a road safety education programme and speed management plan and establish safety engineering projects near schools and urban intersections.

Maintain the reliability and resilience of the roading network by continuing bridge strengthening, which will address freight access constraints. We'll also implement the local roads route security business case and continue our emergency works programme.



Implement a capital programme to support the local community township upgrades to LED streetlights.

Continue to invest in city car parking with expected traffic growth and implement safety improvements where needed.

Develop a network plan to map out how we'll achieve our walking and cycling goals under the Tairāwhiti Regional Spatial Plan.

Encourage further economic development through the Integrated Transport Priority Plan and the Tairāwhiti Economic Action Plan/Te Huarahi Hei Whai Oranga.

Complete the East Cape Road route security projects, sealed network reseals and reconstruction projects.





Ō tātau wāhi hapori me ngā hanga

Our community spaces and facilities

Our places, spaces and buildings are part of what make Tairāwhiti unique. Our mahi ranges from maintaining the parks and playgrounds where we take our families to play, to keeping our bins cleared and toilets clean.

Working with communities on improvements in our smaller townships is an important part of our mahi. We work with one township every year on upgrades like:

- new and improved playgrounds
- community facilities
- streetscape improvements
- street plantings
- welcome, cultural and historic signage.

This work makes a big difference to our small communities, but it's sometimes not enough to meet their goals and aspirations.

When we heard from you in October, 74% said that we should spend the same or increase spending on community spaces and facilities.

Over the last three years

\$23m

invested in Navigate Tairāwhiti projects and inner harbour upgrades

\$3.3m

to complete the Lawson Field Theatre upgrade

4

new playgrounds built



We're now asking you to make a choice between options for our township upgrades.
» see page 30

Ō tātau whakapainga tāone

Our township upgrades

Do the same

We propose to continue as planned by working with communities resulting in a \$5.1m spend over ten years.

This option supports our aim to stay within our debt limits, while still improving the wellbeing of our smaller townships.

Construction for township plans contributes to our regional emissions — for example, emissions produced by heavy machinery. Some such as cycleways and planting schemes will reduce emissions.

Our preferred option

Rates increase
4% over the LTP
0.4% per year

Impact on debt
\$5.1m

Community outcome
1 A driven and enabled community
3 Vibrant city and townships
8 Delivering for and with Māori

Level of service
»»
Maintain

We could do more

Adding around \$3m to the programme would allow us to do more work with our smaller communities so we can reach their goals sooner. However, this extra budget would come from increased rates and debt.

Construction for township plans contributes to our regional emissions — for example, emissions produced by heavy machinery. Some such as cycleways and planting schemes will reduce emissions.

Rates increase
7% over the LTP
0.7% per year

Impact on debt
\$8.9m

Community outcome
1 A driven and enabled community
3 Vibrant city and townships
8 Delivering for and with Māori

Level of service
»»
Maintain

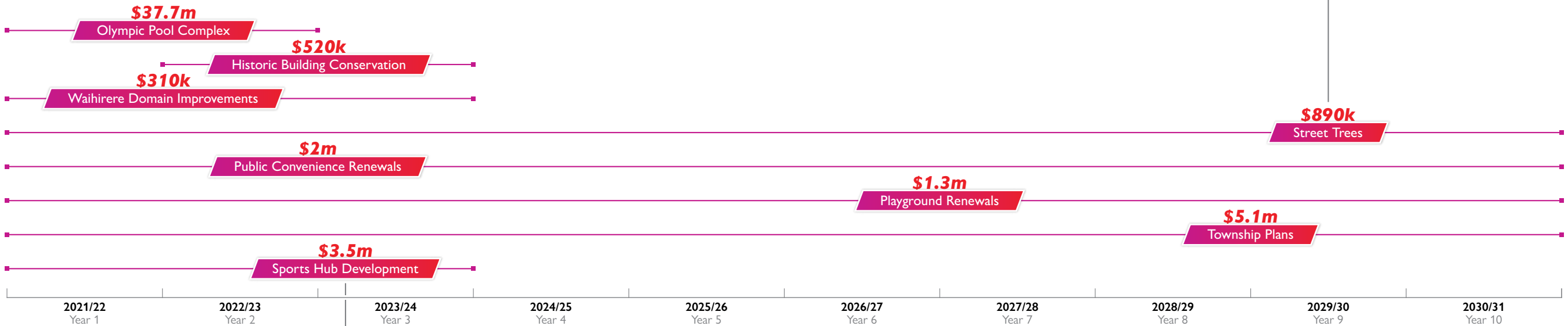
Our future plans

Redevelop the Olympic Pool, expected to be completed in early 2023, to meet the needs of our community for many years to come. Ngāi Tāwhiri hapū is providing cultural guidance, paying careful attention to the relationship between the building, the land and the people of Te Tairāwhiti.

Complete a support agreement with Gisborne Museum and Art Trust to supply museum services for another 21 years.

We'll work with our partners, Ngāti Oneone and the Department of Conservation, to complete the Puhi Kai Iiti footbridge. This will connect the site to Titirangi, along with a viewing platform at Te Maro monument.

Deliver our street trees and gardens plan to support biodiversity and residents' enjoyment of their rohe.



In partnership with Trust Tairāwhiti, and Sport Tairāwhiti, seek funding from Central Government to invest in community sport and recreation facilities. We will consult with our community on four recommended sports hubs:

- Indoor and court sports hub — Childers Road Reserve
- Outdoor and field sports hub — Gisborne Golf Park
- River sports hub — Anzac Park and Marina Reserve
- East Coast regional hub — Whakarua Park, Ruatoria

We'll work in partnership with iwi to design the proposed Te Panuku/Titirangi Summit multi-purpose building. Construction is reliant on further external funding.

Subject to funding we'll build a Tairāwhiti emergency management coordination centre to improve our ability to support the community in emergencies.

Maintain our litter bin services with the roll-out of solar-powered "Bigbelly" bins to help us manage rubbish more effectively, leading to cleaner and tidier public spaces.





Ō tātau whakamaru waipuke

Our flood protection

We need flood protection to keep our people and community safe from our rivers breaking their banks in heavy rain. We also need to ensure that our important horticulture, viticulture and farming assets are protected from the effects of climate change.

Over the last three years

10km+

upgrades to Waipaoa stopbank completed to allow for climate change

\$7.5m

in Government funding secured for Waipaoa stopbank upgrade

645m

of retaining walls renewed in waterways



In 2020, Government declared a climate change emergency, recognising the need for us all to prepare for the impacts of a warming climate, with more erosion, more flash floods and wildfires in our region.

The Waipaoa River Flood Control Climate Change Resilience project started in 2019 and involves upgrading 64km of stopbanks along the Waipaoa River.

When we heard from you in October, nearly 60% said we should stick to delivering the project as planned.

Since then, experts have told us higher and wider stopbanks are needed to provide the full level of protection. This means increased costs of \$13.2m.

We're now asking you whether we should finish the project as planned by 2030 and pay the extra \$13.2m, or should we extend the timeframe of the work, finish later and pay extra for inflation?
» see page 48



For more information see our draft 2031
Infrastructure Strategy
» www.gdc.govt.nz

Te whakamaru i tō tātau rohe i te waipuke Protecting our region from flood

Continue as planned

We propose to invest the extra \$13.2m to finish the Waipaoa River Flood Control Climate Change Resilience project as planned. This option would give communities within the floodplain a higher level of protection from floods by 2030 at a cost of total \$33.3m.

It would increase our overall rates and debt, but we would remain within our proposed debt limit.

The construction of stopbanks protects our communities from the effects of climate change. The work being undertaken to build the stopbanks will contribute to regional emissions — for example, emission produced by heavy machinery.

Our preferred option

Rates increase
15.7% over the LTP
1.6% per year

Impact on debt
\$28.4m

Community outcome

- 2 Resilient communities
- 5 We take sustainability seriously

Level of service



Extend the timeframe

We could extend the timeframe for the project to 2035, but prioritise upgrading stopbanks in populated areas first. This would mean the Poverty Bay Flats would remain vulnerable to flooding until the project is complete.

Our debt levels would be lower as the project would have a longer construction timeframe, but the total project cost would increase due to inflation. This option would see us spend around \$26m during this LTP cycle but would result in an expected completion cost of \$38m.

The construction of stopbanks protects our communities from the effects of climate change, but contributes to regional emissions.

Rates increase
12.27% over the LTP
1.2% per year

Impact on debt
\$19.1m

Community outcome

- 2 Resilient communities
- 5 We take sustainability seriously

Level of service



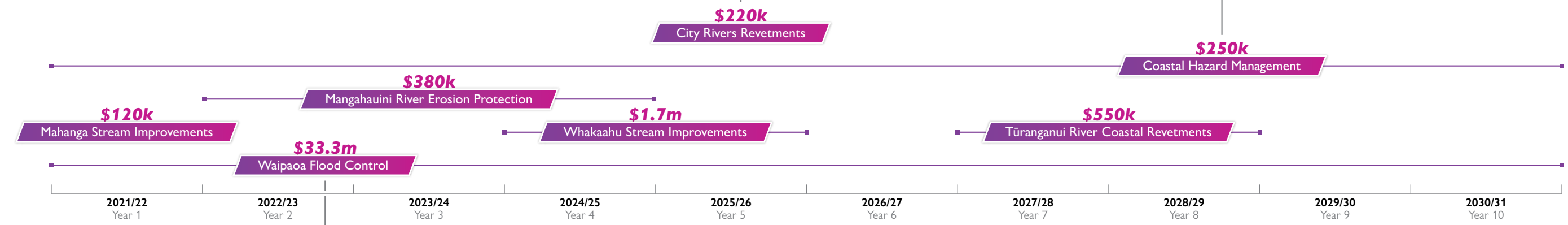
Our future plans

Review levels of service for the Te Karaka township stopbanks considering climate change projections.

Replace ageing wooden city protections beside the Taruheru and Tūranganui rivers in 2026.

Address erosion issues and make improvements to the Mahunga Stream near Ormond in 2022; the Whakaahu Stream near Patutahi in 2025/26; the Mangahauini River in Tolaga Bay by 2025.

Maintain our coastal wall protections in 2028/29 and increase our efforts to manage coastal hazards over the next ten years.



Continue work on the Waipaoa River Flood Control and Climate Change Resilience Scheme. This includes upgrading the eastern side stopbanks of the Waipaoa River, followed by the western side to complete the improvements by 2035.

Continue to monitor and manage river and stream drainage to protect city and rural communities — including land, buildings and infrastructure — from flooding and coastal erosion.



A person in dark clothing is walking away from the camera on a paved path. They are carrying two large, stacked boxes. The top box is white with a red Maori koru pattern. The bottom box is solid red. The path is bordered by a wire fence on the right and grassy areas on both sides. In the background, there are rolling hills under a clear sky, with utility poles visible on the left.

*Tua atu i te
tekau tau*

Beyond 10 years

Ngā mahi e whakaritea ana e mātau hei ngā tau 30 kei te heke

What we're planning over the next 30 years

We'll provide the services and infrastructure to build prosperous and connected communities that are well prepared to respond to the challenges of the future.

We're taking action to protect our region against climate change. We're updating our Tairāwhiti Resource Management Plan and our Freshwater planning programme so we're ready for changing weather patterns and greater demands on our water quality, supply and assets like our roading and bridges.

We've forecast what we'll spend on maintaining (operational spending) and building new infrastructure (capital spending) to meet these future demands.

Over the next few years, the focus will be on maintaining our current infrastructure. There will be increases in

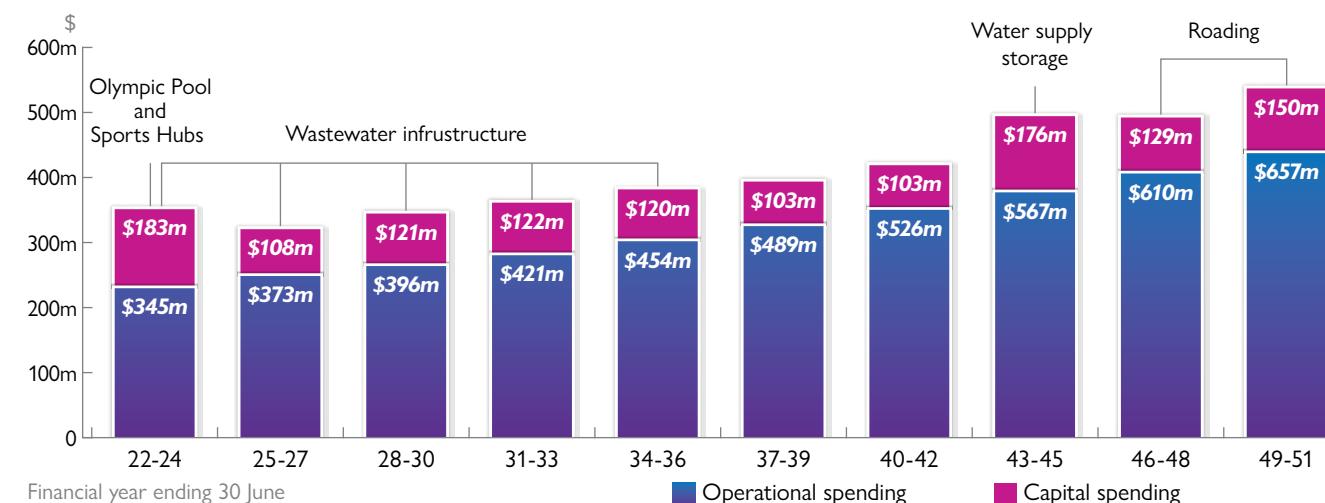
capital and operational expenditure in some years to complete projects such as our Wastewater Treatment Plant, Olympic Pool and pipe renewals.

In the next 30 years we'll have increased the capacity of the waste and stormwater networks. This is to reduce and eliminate sewage discharges into our waterways and household waste from the bay by building a natural wetland to treat our wastewater. We're also planning for major investment to protect and increase our water storage by 2042.



For more information see our draft 2031 Infrastructure Strategy
» www.gdc.govt.nz

Forecast to invest in our infrastructure



We use information on the condition and performance of our infrastructure to plan for the future and decide when we need to replace or upgrade assets. We evaluate the condition of assets using a variety of tools to assess their age, including inspections by engineers.

Most of our infrastructure is in good condition and is performing well, although we do have challenges maintaining our roading network, sporting facilities and community buildings.

A flock of sheep is grazing in a green field. In the background, there is a large white letter 'T' and a blue structure with intricate white patterns. The scene is set against a backdrop of dense green trees.

*Ngā āhuatanga
mō ō tātau moni?*

***What it means
for our money***

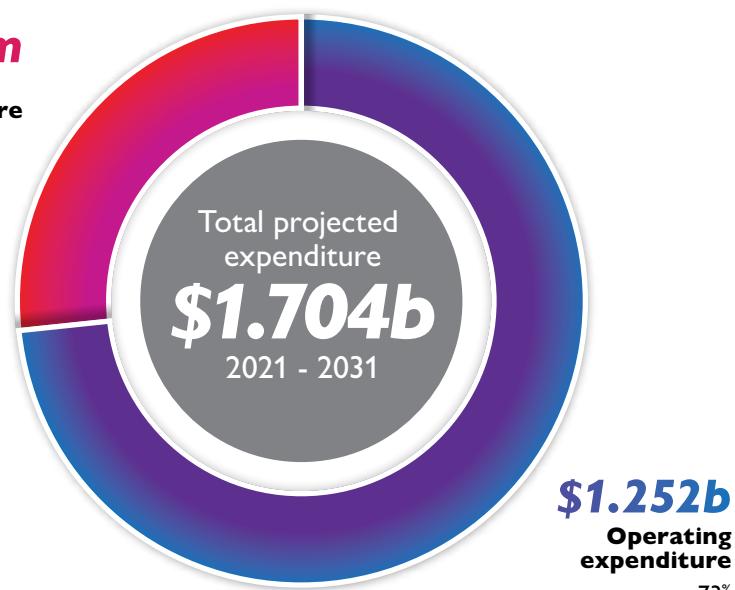
He aha te utu? What will it cost?

Council owns and manages over \$2.5 billion of infrastructure, assets and facilities. This includes water pipes, land, roads, buildings and even the swings at your local park.

To get us to where we want to go, we'll be investing in upgrades and renewals of our key infrastructure over 2021–2024. Even with our cautious approach to COVID-19, we estimate we'll need \$1.25 billion in operating costs over the next ten years to keep what we have and supply all the services we need.

Our capital spend to upgrade or replace our assets is forecast to be \$452 million.

\$452m
Capital
expenditure
27%



\$1.252b
Operating
expenditure
73%

(Figures rounded)

Ka ahu mai ngā moni i whea? Where will the money come from?

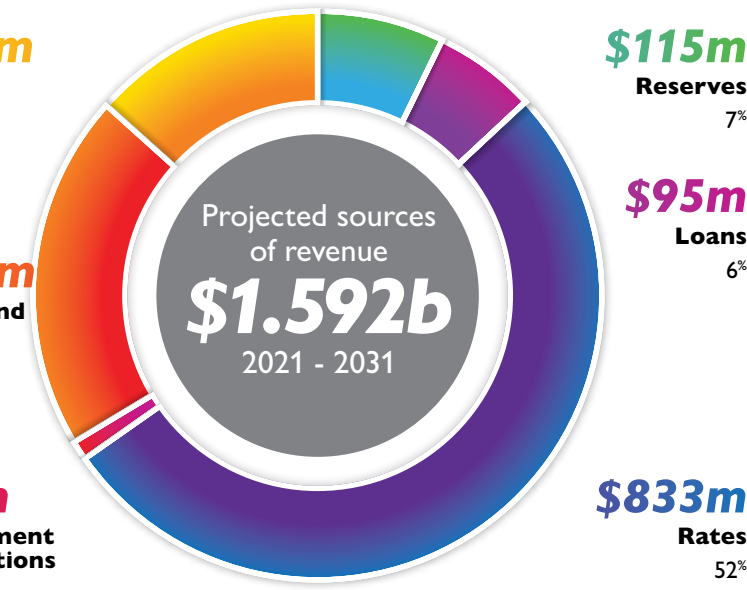
We're balancing the books to maintain the infrastructure and services we need, with how much we can afford to pay. Our proposed rates increase won't cover everything we need, so we'll look to use reserves, loans and grants to help fund our plan.

Our total forecast expenditure is \$112 million more than our projected source of revenue. This difference will be recovered from Waka Kotahi for their share of replacing our roading assets.

\$212m
Other
revenue
14%

\$319m
Grants and
subsidies
20%

\$18m
Development
contributions
1%



(Figures rounded)

Ngā whakarerekētanga ahumoni Financial changes

We've made a number of financial policy changes since our last LTP. These changes ensure our rates accurately reflect the services that we rate for. The key themes that shaped our decisions were your ability to pay rates and who pays for our road maintenance and our infrastructure.

COVID-19 resurgence

We've set aside \$1m in our reserves to support our community in case of another COVID-19 resurgence.

COVID-19 recovery

We've developed with our regional partners overarching priorities to support funding requests to Government in our response and recovery COVID-19 Plan.

Development contributions

We've changed development contributions to ensure users who benefit from Council activities and infrastructure pay for them, especially industry. We'll either maintain or introduce new levies/user fees and charges to offset our reliance on rates revenue for those services.

Revenue and Financing Policy

We've consulted on and completed a Revenue and Financing Policy.

This has resulted in changes to:

- roading rates for the forestry sector to reflect repairs and renewals to roads used by the forestry sector.
- the general rate so that we all pay for water, wastewater and stormwater. This change recognises the wider regional benefits we all gain from these rates.
- two wastewater rates (Wastewater Connection rate and the Wastewater Pan (toilet) rate) have been combined. This means the amounts paid will be less for single dwelling residential properties, but more for multiple dwellings — such as retirement villages.
- stormwater rate which will increase for multi-unit households and reduce for single unit households — such as rest homes.
- collecting rates to promote tourism. The focus will be a regional approach to promoting Tairāwhiti. This means everyone across the district will pay towards regional promotion. Before it was strictly targeted to a small group of business owners located in the CBD for the purpose of city centre management and promotion.



For more information see our draft Fees and Charges, and policies on Revenue and Financing, draft Development Contributions and Rates Remissions
» www.gdc.govt.nz

Development contributions

A development contribution is a levy on new developments — such as buildings, industry or horticulture. We collect them under the Local Government Act 2002. They ensure the costs of extra demand on council infrastructure from the development are not imposed on the community.

He aha ngā pānga ki a koe me o rēti? What does it mean for you and your rates?

On average we estimate that every household will pay \$8.48 per day for the first year of this plan, or around \$3,095 per year for the activities and infrastructure in our plan.*

To cover the costs of this plan the maximum average increase to rates over the first three years is 6.5%, dropping back to 5% after that. This doesn't mean everyone's rates will increase by that amount.

In 2020 we completed rates revaluations for every property in Tairāwhiti. The new valuations take into account the changing market, land and capital values in our region. This will affect all properties differently. Between 60%–78% of residential, industrial and horticulture properties will receive rates increases.

* How much you pay depends on a variety of things:

- changes to the value of your property, including improvements or changes you've made.
- the services your property is rated for.
- changes to the amount we charge.

60c
Rubbish and
recycling
7%

\$1.04
Planning and
governance
12%

\$1.05
Environment
and regulation
13%

\$1.54
Roads and
transport
18%

34c
Flood control
4%

\$2.31
Three
waters
27%

\$1.60
Community spaces
and facilities
19%



**Around 15,009 properties
will receive an increase of
less than 5%**

**There will be no change or
a 2% decrease for 8,500
properties in the city**

**An increase of more
than 10% will apply to
3,199 properties**

(Figures rounded)



Ngā whakatakoto whakarerekē rēti

Proposed rates changes



Residential city

Average increase **2.2%**

2020 Valuation: \$408,000

Actual rates 2020/21: \$2,636

Proposed rates 2021/22: \$2,694

Extra per week: \$1.10

Most individual household rates will reduce, due to changes in how wastewater and stormwater are now rated. Rates for properties with multiple households or flats will increase.



Residential rural

Average increase **5.9%**

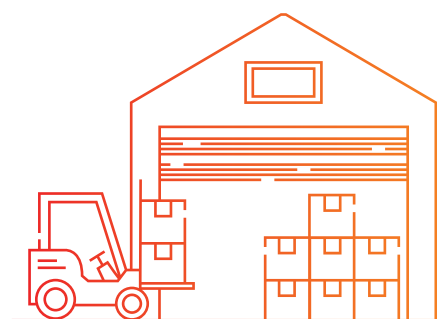
2020 Valuation: \$192,000

Actual rates 2020/21: \$1,302

Proposed rates 2021/22: \$1,378

Extra per week: \$1.50

Increase to rates are due to higher charges for the district for activities and for waste disposal at transfer stations.



Industrial

Average increase **15.1%**

2020 Valuation: \$995,000

Actual rates 2020/21: \$4,550

Proposed rates 2021/22: \$5,238

Extra per week: \$13.20

The increase is driven by higher than average property valuations.



Pastoral

Average increase **6.8%**

2020 Valuation: \$3,815,000

Actual rates 2020/21: \$6,737

Proposed rates 2021/22: \$7,192

Extra per week: \$8.75

Increases are to farms that have forestry blocks. This is because of the high cost of fixing and maintaining our roads.



Horticultural

Average increase **13.8%**

2020 Valuation: \$2,740,000

Actual rates 2020/21: \$5,026

Proposed rates 2021/22: \$5,718

Extra per week: \$13.30

Licences for certain crops such as kiwifruit are worth more. This is reflected in the revaluations and means an increase in rates for horticultural properties.



Forestry

Average increase **13.2%**

2020 Valuation: \$1,105,000

Actual rates 2020/21: \$6,226

Proposed rates 2021/22: \$7,049

Extra per week: \$15.80

Increases are because it costs more to fix and maintain our roads. This sector is charged 12 times more for roading rates than standard residential property owners.



Te whakatau o te kaitātari kaute

Auditor opinion



To the reader:
Independent auditor’s report on Gisborne District Council’s consultation document for its proposed 2021-31 Long-Term Plan

I am the Auditor-General’s appointed auditor for Gisborne District Council (the Council). The Local Government Act 2002 (the Act) requires the Council to prepare a consultation document when developing its long-term plan. Section 93C of the Act sets out the content requirements of the consultation document and requires an audit report on the consultation document. I have done the work for this report using the staff and resources of Ernst & Young. We completed our report on 22 March 2021.

Opinion

- In our opinion:
- the consultation document provides an effective basis for public participation in the Council’s decisions about the proposed content of its 2021-31 long-term plan, because it:
 - fairly represents the matters proposed for inclusion in the long-term plan; and

- identifies and explains the main issues and choices facing the Council and Gisborne District, and the consequences of those choices; and
- the information and assumptions underlying the information in the consultation document are reasonable.

Uncertainty over three waters reforms

Without modifying our opinion, we draw attention to the disclosure on page 9, outlining the Government’s intention to make three waters reform decisions during 2021. The effect that the reforms may have on three waters services provided is currently uncertain because no decisions have been made. The consultation document was prepared as if these services will continue to be provided by the Council, but future decisions may result in significant changes, which would affect the information on which the consultation document has been based.

Basis of opinion

We carried out our work in accordance with the International Standard on Assurance Engagements (New Zealand) 3000 (Revised): Assurance Engagements Other Than Audits or Reviews of Historical Financial Information. In meeting the requirements of this standard, we took into account particular elements of the Auditor-General’s Auditing Standards and the International Standard on Assurance Engagements 3400: The Examination of Prospective Financial Information that were consistent with those requirements.

We assessed the evidence the Council has to support the information and disclosures in the consultation document. To select appropriate procedures, we assessed the risk of material misstatement and the Council’s systems and processes applying to the preparation of the consultation document.

We did not evaluate the security and controls over the publication of the consultation document.

Responsibilities of the Council and auditor

The Council is responsible for:

- meeting all legal requirements relating to its procedures, decisions, consultation, disclosures, and other actions associated with preparing and publishing the consultation document and long-term plan, whether in printed or electronic form;
- having systems and processes in place to provide the supporting information and analysis the Council needs to be able to prepare a consultation document and long-

- term plan that meet the purposes set out in the Act; and
- ensuring that any forecast financial information being presented has been prepared in accordance with generally accepted accounting practice in New Zealand.

We are responsible for reporting on the consultation document, as required by section 93C of the Act. We do not express an opinion on the merits of any policy content of the consultation document.

Independence and quality control

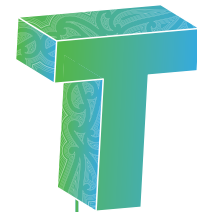
We have complied with the Auditor-General’s:

- independence and other ethical requirements, which incorporate the independence and ethical requirements of Professional and Ethical Standard 1 issued by the New Zealand Auditing and Assurance Standards Board; and
- quality control requirements, which incorporate the quality control requirements of Professional and Ethical Standard 3 (Amended) issued by the New Zealand Auditing and Assurance Standards Board.

Other than our work in carrying out all legally required external audits, we have no relationship with or interests in the Council or its subsidiary.

David Borrie

Ernst & Young
On behalf of the Auditor-General
Wellington, New Zealand



Toro mai ōu whakaaro mō tō tātau tairāwhiti

Tell us what you think of our Tairāwhiti

It's important we receive your feedback between 24 March and 23 April 2021.

Tell us what you want for our Tairāwhiti. We talked to our community in September–October 2020, at the tail end of a partial lockdown and towards the end of a year of extremes. We had floods and job losses from a drop in wood prices, and we had a pandemic lockdown. We had a stream of Government relief to get some of our major projects under way — such as road upgrades and the Olympic Pool.

We did as much kanohi ki te kanohi (face-to-face) consulting as we could, but a lot of our discussions had to be done online.

Now we want your views again on our options. Tell us what you think about our options, our plans and how we pay for it.

There are three ways you can join in:

Kanohi ki te kanohi

We'll be out and about in the community, so you can come and talk to councillors and staff who will record your comments as a submission.

Our calendar of events will be advertised on **www.gdc.govt.nz**, **@GisborneDC** on Facebook, the Gisborne Herald or call us **06 867 2049**

Blog or Vlog

Complete the submission form online at **www.gdc.govt.nz**

Make a **video** and attach it to your submission.

Email your submission to **feedback@gdc.govt.nz**

Mail

Fill in your submission form, drop it into our customer service desk at:

**15 Fitzherbert St
Gisborne**
or
**Te Puia Springs
Service Centre
Waiapu Rd**

or post your submission for free using the form below.

FOLD

SEAL ALONG HERE



Te Kaunihera o Te Tairāwhiti
GISBORNE
DISTRICT COUNCIL

FREEPOST 65

Our Tairāwhiti 2021–2031 Long Term Plan
Gisborne District Council
PO Box 747
GISBORNE 4040

SEAL ALONG HERE

FOLD

SEAL ALONG HERE





Tuku kōrero mai Ōu whiringa mō Tō Tātau Tairāwhiti

Make a submission Your choices for Our Tairāwhiti

Do you agree with our preferred option or do you support another option?

Full Name: _____

Organisation: _____
(if applicable)

Address: _____

Email: _____

☐ If you would you like to speak to councillors about your submission, please provide your phone number so we can contact you with a date and time.

Phone: _____

Take note: For your submission to be valid, you must include your full name and a postal or email address. All submissions, including your name, will be included in public documents.

Our water pipes

☐ Preferred option ☐ Other option ☐ Something else

>> See page 22

Tell us why

Our city wastewater wetlands

☐ Preferred option ☐ Other option ☐ Something else

>> See page 24

Tell us why

Improving our biodiversity

☐ Preferred option ☐ Other option ☐ Something else

>> See page 30

Tell us why

Maintaining our roads

☐ Preferred option ☐ Other option ☐ Something else

>> See page 36

Tell us why

Our township upgrades

☐ Preferred option ☐ Other option ☐ Something else

>> See page 42

Tell us why

Protecting our region from flood

☐ Preferred option ☐ Other option ☐ Something else

>> See page 48

Tell us why



What do you think about our plans for our other projects and activities?

» See page 17–51

Tell us

What do you think about our plans for finances and rates?

» See page 7–15 and 57–67

Tell us

Anything else?

Optional demographic information

This is kept confidential for analysis only.

Your age: ☐ <24 ☐ 25–44
☐ 45–54 ☐ 55–64 ☐ 65 and over

Gender: ☐ male ☐ female ☐ other

Ethnicity: _____

Do you live in Tairāwhiti?

☐ Yes ☐ No

Tell us how you heard about the LTP consultation?

☐ Website ☐ Facebook ☐ Public Meeting
☐ Event ☐ Newspaper ☐ Radio
☐ Other: _____

Please provide your email address if you would like to subscribe to our e-Newsletter, He Panui, for updates and Council news.

Need more room?

Attach extra pages if there isn't enough space on this form.

What else are we consulting on?

Draft Freedom Camping Bylaw

Submissions close: April 5

Draft Trade Waste Bylaw

Submissions close: April 6

Draft Tairāwhiti Piritahi: Fostering Māori Participation in Council Decision-Making Policy

Submissions close: April 23

Draft Development Contributions Policy

Submissions close: April 23

Draft Significance and Engagement Policy

Submissions close: April 23

Draft Regional Land and Public Transport Plans

Submissions close: April 23

Draft Fees and Charges

Submissions close: April 23

Draft Rates Remission and Postponement of Rates on Māori Freehold Land Policy

Submissions close: April 23

Draft Speed Management Review

Submissions close: April 23

For more information

» www.gdc.govt.nz





Te Kaunihera o Te Tairāwhiti
GISBORNE
DISTRICT COUNCIL

 **06 867 2049 | 0800 653 800**

 **www.gdc.govt.nz**

 **service@gdc.govt.nz**

 **[@Gisborne DC](https://www.facebook.com/GisborneDC)**

**15 Fitzherbert Street,
Gisborne 4010, New Zealand**

2021 – 2031 LTP Consultation Document
Content correct as of 22 March 2021